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Literature Review

The Indonesia Education Report Card as a Catalyst for Data-Based Planning and School Quality Improvement

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Abstract

This systematic literature review examines the implementation and impact of the Indonesia Education Report Card (*Rapor Pendidikan*) within the Merdeka Belajar (Freedom to Learn) framework. The review synthesizes evidence from 33 studies focusing on Data-Based Planning (*Perencanaan Berbasis Data*, PBD), managerial applications, and implementation challenges. The *Rapor Pendidikan* represents a systemic policy shift in Indonesia's education quality assurance, replacing self-reported evaluation mechanisms with an integrated, data-driven platform that compiles secondary data automatically from the National Assessment (*Asesmen Nasional*) and other comprehensive surveys. Findings indicate that the platform facilitates a shift from intuitive to evidence-based school management through the Identification, Reflection, and Improvement (IRB) cycle, and supports continuous improvement through Deming-cycle-based supervision. Strategic utilization of the platform has led to improvements in literacy, numeracy, and character development outcomes, with direct integration of diagnostic recommendations into school development plans (RKS/RKAS). However, the transformation is often hindered by low data literacy among educators, limited technological infrastructure, administrative burdens, and the risk that aggregate indicators obscure specific sub-domain performance declines. The review concludes that while the Education Report Card is a powerful tool for institutional reform, its success is heavily mediated by instructional leadership, sustained professional development, and continuous mentoring at the school level.

Keywords: Data-Based Planning, Education Policy Indonesia, Education Report Card, Merdeka Belajar, School Quality Assurance.

1. Introduction

Indonesia's education system has undergone a major transformation through the Merdeka Belajar policy, which aims to improve the quality of learning outcomes nationally. One of the pillars of this policy is the *Rapor Pendidikan*, a digital platform that presents the performance information of educational units based on national assessments and surveys (Herfiyanti et al., 2024; Herwanti et al., 2022). In contrast to previous quality reports, the *Rapor Pendidikan* is designed to support Data-Based Planning (PBD) through the Identification, Reflection, and Improvement (IRB) cycle, so that quality improvement programs rest on empirical evidence rather than administrative intuition (Imami et al., 2025; Kurniawati et al., 2025). The platform is also intended to simplify reporting and reduce the administrative burden on schools that previously arose from instruments such as School Self-Evaluation (EDS) (Jamlean et al., 2024; Musakirawati et al., 2023). Secondary data are compiled automatically from the National Assessment and other surveys, no longer through repeated self-reporting (Sudadio et al., 2023). Composite indicators at the input, process, and

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output levels of education are processed continuously (Rosdiana et al., 2024), covering literacy, numeracy, student character, and a safe and inclusive educational unit climate (Nafisah et al., 2024).

Conceptually, the use of the *Rapor Pendidikan* is related to the international literature on *data-based decision making* (DBDM). This literature emphasizes that the availability of data does not automatically lead to better decisions and practices. The outcomes depend on educators' data literacy, school context, and leadership support (Abrams et al., 2021; Mandinach & Schildkamp, 2021). The use of data can also have unintended consequences, such as a deficit perspective toward certain groups of students (Lasater et al., 2021). This framework is important because it shifts the question from "is the platform available" to "under what conditions are diagnostic data actually translated into improvement".

At the implementation level, studies in Indonesia report structural and capacity challenges. Many educational units are still trapped in a reactive planning pattern that merely fulfills annual administrative obligations rather than a genuine process of diagnosis and improvement (Indartik et al., 2026; Rahmawati et al., 2025). The low data literacy of teachers and principals makes it difficult to interpret indicators and to translate recommendations into concrete action plans (Harnani & Saryanto, 2025). Reliance on aggregate indicators may obscure declines in specific performance, for example in safety climate or certain character subdomains, thereby reducing the diagnostic sensitivity of the instrument (Efriyanti et al., 2026). Limited ICT facilities, unstable internet access, and the complexity of the platform constitute obstacles, particularly in rural and remote areas (Aulia et al., 2025). Concerns about data updates and indicator accuracy may also reduce trust in the system. These findings remain scattered and have not been critically synthesized. The existing foundational reviews also tend to be descriptive, for example descriptive qualitative reviews that examine articles, web pages, and accreditation data without an explicit search and selection protocol (Herwanti et al., 2022). Therefore, it remains unclear which findings are consistent, which are contradictory, and which rely on only one or two local-context studies.

From this examination, the scientific gaps can be formulated into three types. *First*, a conceptual gap: findings on data literacy, leadership, and infrastructure barriers have not been integrated into a single framework that explains how these factors influence the pathway from data diagnosis to action plans. *Second*, a methodological gap: the evidence is still dominated by single case studies and planning documentation, with few quantitative or longitudinal studies linking the use of the *Rapor Pendidikan* to changes in learning practices (Efriyanti et al., 2026; Yuningsih & Wasliman, 2026). In addition, no study has yet examined how to prevent aggregate indicators from obscuring declines in subdomains (Efriyanti et al., 2026). *Third*, a contextual gap: the strength of evidence on disparities in data literacy between urban and non-urban areas, as well as differences in platform effectiveness across regions with different infrastructure and human resource capacity, has not been systematically mapped (Wahira et al., 2026; Yuningsih & Wasliman, 2026).

Systematic literature synthesis (*systematic literature review*, SLR) was chosen because the three gaps cannot be addressed by a single primary study. The questions require mapping evidence across contexts, comparing the consistency of findings, and assessing the strength of evidence transparently and replicably. An SLR with an explicit protocol, referring to PRISMA 2020 (Page et al., 2021), makes this possible while reducing the selection bias common in narrative reviews. It should be emphasized that an SLR does not test causal relationships. This review maps and compares evidence on associations and mechanisms reported in primary studies, and does not claim causal inference. The relationships discussed, for example between

data literacy and the quality of action plans, are treated as hypotheses derived from the existing evidence and need to be tested further in longitudinal or mixed designs.

This review synthesizes 33 studies published in 2021–2026. Its novelty lies in three aspects. First, unlike previous reviews that are descriptive and focus on a single aspect or on accreditation data (Herwanti et al., 2022), this review uses a systematic search and selection as well as an assessment of the quality of evidence. Second, unlike international DBDM reviews that are general and not set in the Indonesian context (Mandinach & Schildkamp, 2021), this review focuses on the *Rapor Pendidikan* and the IRB cycle within the Merdeka Belajar policy. Third, this review links PBD mechanisms, leadership practices, and contextual barriers in a single analytical framework rather than discussing them separately. To the best of the author's search, no systematic review with this scope has been found. This statement needs to be reconfirmed with an updated database search before the manuscript is submitted.

In line with the gaps above, this review addresses five research questions: (1) How does the literature describe the role of the *Rapor Pendidikan* in facilitating PBD through the IRB cycle for school quality improvement? (2) What managerial practices are reported in the use of the *Rapor Pendidikan* within the Merdeka Belajar framework? (3) What implementation barriers are reported, and how do they vary across regional contexts? (4) What evidence is available on the relationship between the data literacy of principals and teachers and their ability to translate recommendations into action plans, and how strong is that evidence? (5) What evidence is available on the limitations of aggregate indicators in diagnosing school-specific problems? The aim of this review is to map, compare, and assess the strength of the existing evidence, and to identify a further research agenda for policymakers, school leaders, and researchers.

2. Literature Review

2.1. *Rapor Pendidikan*

The *Rapor Pendidikan* is a platform that provides reports on the results of education system evaluation as an enhancement of the Rapor Mutu. The platform was launched in 2022 as part of the Merdeka Belajar Episode 19 policy, and its data are sourced from the National Assessment. The difference from the Rapor Mutu lies in the data source. The Rapor Mutu uses Dapodik data and direct school input through the EDS application, whereas the *Rapor Pendidikan* does not require data re-entry by educational units. The achievements of educational units are mapped onto five dimensions, namely the quality and relevance of learning outcomes, the equitable distribution of quality education, the competence and performance of educators and education personnel, the quality and relevance of learning, and participatory, transparent, and accountable school management.

2.2. Data-Based Planning

Data-Based Planning (PBD) is a decision-making approach that uses relevant and measurable data to identify problems, develop strategies, and measure the achievement of goals. In the education system evaluation policy, PBD is carried out through three stages, namely identification, reflection, and improvement. At the identification stage, schools select priority problems from achievement indicators. At the reflection stage, schools trace the root causes of the problems. At the improvement stage, schools formulate improvement programs that are set out in the Annual Work Plan and the School Activity and Budget Plan. Musakirawati et al. (2023) view PBD as an integrated and continuous process within the

educational unit cycle, so that PBD does not stop at document preparation but continues to implementation and evaluation.

2.3. Data-Based Decision Making

Theoretically, PBD is rooted in the concept of data-based decision making (DBDM). Tayem and Bourgeois (2025) define DBDM as the systematic use of empirical evidence to inform educational policies, practices, and decisions, which includes the collection, examination, and use of various types of data. Mandinach and Schildkamp (2021) show that DBDM research has grown rapidly worldwide, but many misconceptions persist, so the concept needs to be understood carefully. One important point in the DBDM literature is that the availability of data does not guarantee improvement. Datnow et al. (2021) emphasize the need for capacity building to bridge data use and instructional improvement. Thus, the value of data is determined by how users interpret it and translate it into action.

2.4. School Quality

School quality in this study is understood as the achievement and quality of school services mapped onto the five dimensions of the *Rapor Pendidikan* and continuously pursued for improvement. Handayani et al. (2025) view the *Rapor Pendidikan* as a strategic tool for data-based planning that supports continuous quality improvement, with routine evaluation once a month to sustain improvement programs. The term catalyst in this study refers to a trigger that accelerates quality improvement but does not produce it alone. This understanding is in line with Gamar et al. (2026), who describe the report card as a catalyst for quality improvement through the formation of a culture of data-based decisions with the participation of all teachers.

3. Methods

3.1. Research Type

This study used the Systematic Literature Review (SLR) method with a qualitative descriptive synthesis approach to identify, select, and analyze the literature on the *Rapor Pendidikan* as a school quality evaluation instrument in Indonesia. This review focused on the use of the *Rapor Pendidikan* in data-based planning, managerial implications, and implementation constraints. The identification and selection of studies were reported with reference to the PRISMA 2020 guidelines, while the analysis was conducted by grouping findings according to research themes. The quality assessment of studies and the eligibility criteria were explained separately to increase the transparency and traceability of the review process.

3.2. Search Strategy

A systematic search was conducted across multiple databases, including Google Scholar, SciSpace, and PubMed, to identify relevant literature published between 2021 and 2026. The search strategy utilized combinations of keywords such as "*Rapor Pendidikan*," "Indonesia Education Report Card," "Data-Based Planning," "PBD," "Merdeka Belajar," "data-based school planning," "Merdeka Belajar evaluation," and "national assessment school quality." The final search yielded 94 records from Google Scholar, 192 records from SciSpace, 100 records from SciSpace Full Text, and 0 records from PubMed. A total of 386 records were initially identified. After removing 26 duplicates, the results were trimmed to 100 records for the screening phase.

3.3. Eligibility Criteria

Eligibility criteria were established before the literature selection process was carried out. The inclusion criteria comprised: (1) publications that discuss the *Rapor Pendidikan* as an instrument for evaluating education quality or the National Assessment policy in the Indonesian context; (2) studies that analyze the use of the *Rapor Pendidikan* in data-based planning, decision-making, leadership, or school quality improvement; (3) studies that discuss technical or managerial constraints in its implementation; and (4) publications issued in the period 2021–2026 and available in full text for eligibility assessment. The exclusion criteria comprised publications that only discuss individual student scores, education accountability systems outside the Indonesian context, educational technology not directly related to the *Rapor Pendidikan*, publications issued before the launch of the relevant policy, and publications that did not meet the criteria of substance and full-text availability.

The eligibility of each study was determined based on the suitability of the publication's content to the research focus. The reasons for excluding articles at the full-text assessment stage were recorded based on the predetermined exclusion criteria. These criteria were applied consistently to determine the studies that could be included in the final synthesis.

3.4. Screening Process

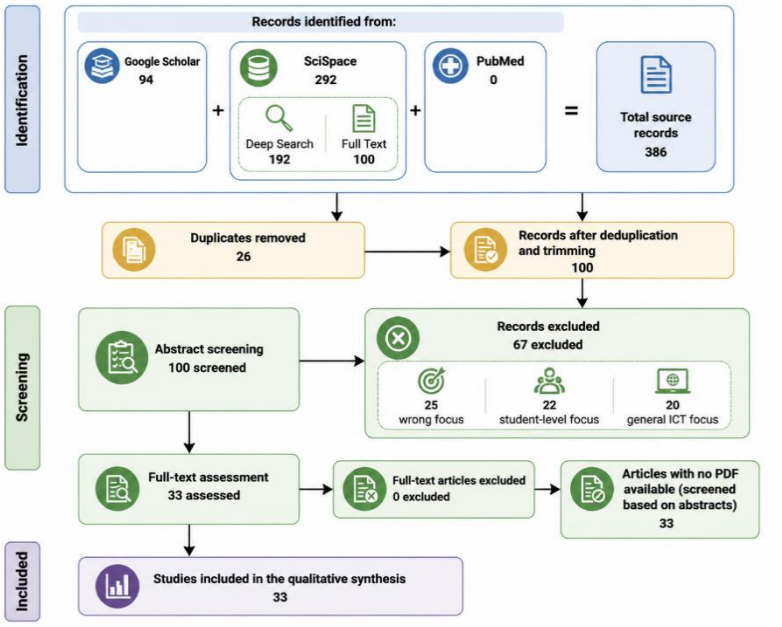


Figure 1. PRISMA Flow Diagram of the Study Selection Process

The study selection process followed the PRISMA 2020 framework, as presented in Figure 1. A total of 386 records were identified through database searches. After removing 26 duplicates, 360 records remained. An initial relevance screening was conducted to identify studies most closely aligned with the research objectives, resulting in 100 records being retained for title and abstract screening. This initial selection focused on the relevance of each record to the Education Report Card, data-based planning, school quality improvement, and implementation challenges in Indonesia. Subsequently, 67 records were excluded because they did not meet the eligibility criteria. The remaining 33 articles underwent full-text assessment, and all 33 met the inclusion criteria and were included in the final synthesis.

3.5. Data Extraction and Analysis

Data extraction was carried out on all articles that met the inclusion criteria using a structured extraction sheet. The information collected included publication identity, year of publication, research objectives, research design and methods, main findings, data-based planning mechanisms, managerial implications, and constraints in implementing the *Rapor Pendidikan*. The data were then grouped based on the themes of planning, achievement benchmarking, the quality improvement cycle, and educational accountability.

The methodological quality of each study was assessed using the JBI Critical Appraisal Tools, applying the checklist appropriate to the respective study design. The assessment results were recorded and used to consider the strength and limitations of the evidence in the synthesis. The assessment procedure, the criteria used, and how differences in assessment results were handled need to be explained transparently.

The analysis used a qualitative descriptive approach through data reduction, grouping of findings, narrative presentation, and drawing of conclusions. Findings from the various studies were compared to identify patterns, similarities, differences, and evidence gaps related to the use of the *Rapor Pendidikan*. The final interpretation was drawn up based on the available findings while considering differences in context, design, and methodological quality of the studies reviewed.

4. Results and Discussion

4.1. Research Results

4.1.1. Study Selection

A total of 386 records were identified through database searches. After 26 duplicate records were removed, 360 records remained. Following an initial screening process, 100 records were retained for title and abstract screening. Of these, 67 records were excluded because they did not meet the eligibility criteria, leaving 33 articles for full-text assessment. The full-text assessment was conducted to determine whether the remaining articles met the inclusion criteria. The final number of studies included in the synthesis was based on the results of this assessment, as summarized in the PRISMA flow diagram.

4.1.2. Study Characteristics

The included studies primarily employed qualitative descriptive methodologies, including case studies and action research (Here & Purbojo, 2025; Kurniasari et al., 2025; Rahmawati et al., 2025). Geographically, the studies covered diverse regions in Indonesia, ranging from urban centers like Semarang (Kurniawati et al., 2025; Rohbiyatun et al., 2025) and Depok (Sulistyo et al., 2024) to rural and coastal areas like Berau (Aulia et al., 2025) and East Manggarai (Ningsi et al., 2022). The research spanned various educational levels, including primary schools (Here & Purbojo, 2025; Rahmawati et al., 2025), junior high schools (Kurniasari et al., 2025), and vocational high schools (Amalia et al., 2025; Kurniawati et al., 2025). Most studies were published between 2022 and 2025, reflecting the recent implementation of the *Rapor Pendidikan* policy. However, the included studies varied in geographical context, educational level, and research design. This heterogeneity limits the extent to which their findings can be generalized across schools in Indonesia. The synthesis therefore focuses on recurring implementation practices and reported challenges rather than assuming uniform outcomes across educational settings.

4.1.3. Data-Based Planning (PBD) Mechanisms

The reviewed studies describe Identification, Reflection, and Improvement (IRB) as a recurring mechanism for implementing Data-Based Planning (PBD) (Imami et al., 2025; Mundaryati, 2022; Tapung, 2025). During identification, schools use the *Rapor Pendidikan* platform to examine available indicators and determine areas requiring improvement (Imami et al., 2025). For example, schools in Mataram used National Assessment indicators to identify priorities for their School Activity Plans (Tapung, 2025). The reflection stage involves examining school performance, identifying gaps, and investigating possible underlying causes (Mustari et al., 2024).

The reflection stage involves examining school performance, identifying gaps, and investigating possible underlying causes (Musakirawati et al., 2023; Tapung, 2025). SWOT analysis and gap evaluation are among the techniques reported in the literature (Kurniasari et al., 2025). The improvement stage translates identified priorities into follow-up programs, including literacy and numeracy initiatives and improvements to the school environment (Kurniasari et al., 2025; Tapung, 2025). These programs often focus on improving literacy and numeracy outcomes, strengthening character education, and structuring the school environment (Mustari et al., 2024). Studies indicate that PBD transforms school planning into a more measurable, participatory, and sustainable process (Kurniawati et al., 2025). At SMK Negeri 4 Semarang, PBD implementation followed a clear trajectory of priority indicator identification followed by program intervention (Kurniawati et al., 2025). Similarly, the use of the IRB cycle in other primary schools has been shown to reorient teachers as active participants in data interpretation rather than passive recipients of administrative data (Imami et al., 2025).

4.1.4. Managerial Applications and Strategic Leadership

The reviewed studies identify school leadership and resource allocation as important components of *Rapor Pendidikan* implementation. Principals coordinate planning, implementation, and monitoring activities, including the integration of identified priorities into school planning documents (Sudadi et al., 2025). The platform is also used alongside other educational management tools, such as the Merdeka Mengajar platform (PMM) and E-Kinerja, to support teacher and principal performance management (Rahmawati et al., 2025).

Table 1 summarizes the functional application of the Education Report Card in school quality management.

Table 1. Functional Application of the Education Report Card in School Quality Management

Application Aspect	Operational Mechanism	Managerial Implication
Data-Based Planning	Root-cause identification through identification, reflection, and improvement stages	Direct integration of recommendations into RKS/RKAS planning documents
Quality Benchmarking	Achievement evaluation based on a color-spectrum system and national standard indicators	Setting academic and non-academic intervention priorities
Deming Quality Cycle	Periodic integration of Plan, Do, Check, and Act principles	Strengthened academic supervision and continuous teacher training
Performance Accountability	Mapping of minimum service standard (SPM) achievement and regional service performance	Improved governance and public transparency of educational units

The integration of *Rapor Pendidikan* data into school budgeting is illustrated by the case of SDN Kertajaya 01, where PBD was associated with changes in the educational planning and budgeting process (Siswadi et al., 2024). At the managerial level, the literature also reports the use of data to inform curriculum adjustments, remedial programs, and collaboration with external stakeholders (Susilowati et al., 2026); (Jaya et al., 2025). Effective management also involves empowering all aspects of the school to operate professionally through systematic cycle models (Mundaryati, 2022). As summarized in Table 1, the application of *Rapor Pendidikan* in school quality management encompasses data-based planning, quality benchmarking, continuous improvement, and performance accountability. The platform is also used alongside other educational management tools, such as the Merdeka Mengajar platform (PMM) and E-Kinerja, to support teacher and principal performance management (Rahmawati et al., 2025). In addition, In-House Training (IHT) and socialization workshops have been reported as strategies for supporting the practical use of PBD (Harnani & Saryanto, 2025).

These applications demonstrate the range of managerial functions supported by *Rapor Pendidikan*. Nevertheless, the existence of data-informed planning, budgeting, or training activities should not be interpreted as conclusive evidence of improved school performance. Establishing such effects requires outcome measures and evidence that can distinguish changes associated with platform use from other contributing factors.

4.1.5. Key Success Factors and Regional Variances

The effectiveness of the *Rapor Pendidikan* varies based on institutional capacity and leadership. Schools that successfully transform data into action often have leaders and staff with strong analytical capabilities (Rahmawati et al., 2025). Regular training and workshops significantly improve educators' understanding of PBD principles (Prasetyono et al., 2023). A culture that supports evidence-based change and a principal who acts as a collaborative facilitator are vital (Jamlean et al., 2024). Active participation from local governments, school committees, and the broader community enhances the sustainability of quality improvements (Rahmawati et al., 2025; Tapung, 2025). Schools with better access to digital tools and stable internet are more likely to utilize the platform's advanced features, such as the *Rapor Pendidikan* 2.0 update, which offers improved readability (Rohbiyatun et al., 2025). In rural areas, despite the effectiveness of the platform, implementation faces unique challenges related to infrastructure and socioeconomic inequality, highlighting the need for context-specific support (Arifin et al., 2026). In coastal regions like Berau, well-structured strategic planning has been shown to improve the resilience of schools against local environmental and resource constraints (Mulawarman et al., 2025).

4.1.6. Implementation Challenges

The reviewed studies identify several challenges in implementing *Rapor Pendidikan*. Difficulties in interpreting indicators and limited understanding of data-based planning are reported in some school settings (Harnani & Saryanto, 2025). Technical constraints, including limited ICT facilities and unstable internet connectivity, are also described, particularly in rural areas (Jaya et al., 2025; Mulawarman et al., 2025; Rohbiyatun et al., 2025). Other reported challenges concern the use of platform data in decision-making. Some schools may approach *Rapor Pendidikan* primarily as an administrative requirement rather than as a basis for planning, while concerns about data updates and indicator accuracy may affect its practical use (Mayuni et al., 2025). Furthermore, reliance on aggregate indicators may not adequately reveal specific problems, such as declines in school safety or particular character-related indicators (Efriyanti et al., 2026; Nafisah et al., 2024).

Other reported challenges concern the use of platform data in decision-making. Some schools may approach *Rapor Pendidikan* primarily as an administrative requirement rather than as a basis for planning, while concerns about data updates and indicator accuracy may affect its practical use (Mayuni et al., 2025). Furthermore, reliance on aggregate indicators may not adequately reveal specific problems, such as declines in school safety or particular character-related indicators (Efriyanti et al., 2026; Nafisah et al., 2024).

Taken together, these studies suggest that the availability of performance data does not automatically ensure its accurate interpretation or effective use in school improvement. The extent to which these challenges affect implementation, however, may vary across contexts and cannot be quantified from the findings presented in this synthesis alone.

4.2. Discussion

The synthesis indicates that the *Rapor Pendidikan* provides an important evidence base for school evaluation and data-based planning (Herwanti et al., 2022). Across the reviewed studies, the platform supports the Identification, Reflection, and Improvement (IRB) cycle by helping schools identify priority indicators, examine underlying problems, and formulate improvement plans (Here & Purbojo, 2025; Imami et al., 2025). However, its contribution to school quality improvement depends on how effectively school leaders and teachers interpret the data and translate the findings into concrete actions (Rahmawati et al., 2025; Tapung, 2025). Studies conducted in different school contexts indicate that stronger data literacy and leadership capacity facilitate the integration of report findings into school planning documents (Jamlean et al., 2024; Harnani & Saryanto, 2025). Conversely, limited analytical capacity may result in planning that emphasizes administrative compliance rather than the diagnosis of underlying educational problems (Indartik et al., 2026; Rahmawati et al., 2025).

A second consistent theme concerns the tension between aggregation and diagnostic precision. While composite indicators simplify reporting and benchmarking, several studies caution that this same aggregation can mask localized declines in specific quality dimensions, undermining the instrument's diagnostic sensitivity (Efriyanti et al., 2026; Nafisah et al., 2024). This suggests that the effectiveness of the Education Report Card is not solely a function of data availability, but of the interpretive infrastructure, including leadership capacity, training, and mentoring, surrounding its use. The aggregation challenge is particularly significant for school safety climate and character development indicators. When these dimensions are subsumed within broader composite measures, schools may fail to detect and address emerging issues in these critical areas. This finding underscores the need for complementary diagnostic tools capable of surfacing sub-domain performance issues that might otherwise remain hidden within aggregate scores.

The review identifies instructional leadership as an important factor supporting the implementation of the *Rapor Pendidikan*. School principals help translate report findings into improvement priorities through decision-making, collaborative reflection, and resource allocation (Susilowati & Murniati, 2025; Mustari et al., 2025; Mulawarman et al., 2025). Leadership also involves strengthening teachers' capacity to interpret data and participate in action planning. Training activities, including In-House Training (IHT) and socialization workshops, are reported as strategies for supporting teachers' understanding of data-based planning (Harnani & Saryanto, 2025; Mundaryati, 2022). These findings suggest that the managerial value of the *Rapor Pendidikan* depends not only on access to information but also on the capacity of school leaders and teachers to use it in planning and improvement activities.

The reviewed studies indicate that the implementation of the *Rapor Pendidikan* takes place under different regional conditions. Differences in digital infrastructure, internet access, and data literacy may influence how schools interpret and use the platform's information

(Arifin & Nurkhoiri, 2024; Kurniasari et al., 2025). These conditions suggest that the same planning framework may require different forms of support across school contexts. For example, schools facing infrastructure constraints may require greater technical assistance, while schools with limited data literacy may benefit more from training and mentoring. Evidence from coastal areas such as Berau also highlights the importance of aligning school planning with local resource constraints (Mulawarman et al., 2025). Therefore, implementation strategies should consider differences in institutional capacity and regional context rather than rely on a uniform approach.

One of the most significant findings of this review is the ongoing tension between administrative compliance and strategic planning. Many schools remain trapped in a reactive planning typology that merely fulfills annual administrative obligations rather than engaging in genuine diagnostic and improvement processes (Latuharhary et al., 2026). This compliance orientation undermines the transformative potential of the *Rapor Pendidikan* and perpetuates a culture of superficial engagement with data. However, the review also identifies examples of schools that have successfully shifted from compliance to strategic planning. These schools typically have leaders who possess strong data literacy, a culture that supports evidence-based change, and access to ongoing training and mentoring (Rahmawati et al., 2025; Imami et al., 2025). The success of these schools suggests that the shift from compliance to strategic planning is possible but requires sustained investment in capacity building and leadership development.

Based on the synthesis above, several critical gaps emerge in the current literature. Few studies quantitatively measure the extent of data literacy disparities among educators across urban and non-urban contexts, limiting the ability to design targeted interventions (Wahira et al., 2026; Yuningsih & Wasliman, 2026). There is a scarcity of longitudinal studies connecting Education Report Card usage to actual improvements in classroom teaching practice, as most existing research focuses on planning documentation (RKS/RKAS) rather than instructional change (Yuningsih & Wasliman, 2026; Efriyanti et al., 2026). Limited research has developed or tested methods to prevent aggregate indicators from masking sub-domain performance declines, such as safety climate or specific character indicators (Efriyanti et al., 2026). Additionally, few comparative studies systematically examine how the platform's effectiveness varies across regions with differing levels of infrastructure and human resource capacity (Indartik et al., 2026; Rahmawati et al., 2025). These gaps indicate the need for mixed-methods and longitudinal research designs capable of tracing the causal pathway from data diagnosis to instructional improvement.

5. Conclusion

This review concludes that the Indonesia Education Report Card (*Rapor Pendidikan*) provides an important basis for data-based school planning by helping schools identify educational priorities and formulate improvement strategies. However, its contribution to school quality improvement depends on schools' capacity to interpret and utilize data effectively. Therefore, strengthening leadership, data literacy, and context-sensitive support is essential to ensure that the platform serves as a strategic planning instrument rather than merely an administrative tool.

This review also identifies a need for further research examining the relationship beeen the use of the *Rapor Pendidikan* and measurable improvements in teaching practices and student learning outcomes. Longitudinal and comparative studies across different regional

contexts would provide stronger evidence of its contribution to sustainable school quality improvement.

5.1. Conflict of Interest Statement

The author declares that there are no known financial or personal relationships that could be perceived as competing interests in connection with this article. No education authority, school, or commercial entity had any role in the selection of studies, the synthesis of findings, or the decision to publish.

5.2. Author Contributions

All works in this article were carried out solely by the author, encompassing conceptualization, methodology, the systematic search and screening of records, quality assessment, data extraction and synthesis, visualisation, writing – original draft, and writing – review and editing.

5.3. Funding Statement

This research received no specific grant from any funding agency in the public, commercial, or not-for-profit sectors.

5.4. Informed Consent

Not applicable. This systematic literature review synthesises published studies and involves no human participants, interviews, or collection of personal data at first hand.

5.5. Ethical Approval

Not applicable. The study is a documentary synthesis of publicly available published research and involves no human or animal subjects and no primary data collection. All primary studies synthesised here were presumed to have obtained their own ethical clearance in accordance with the requirements of their respective institutions.

5.6. Data Availability

No new datasets were generated in this review. The full record of the search and selection process including the database queries, the 386 records initially identified, the 26 duplicates removed, the 67 records excluded at screening, and the final set of 33 studies is documented in Figure 1 and the reference list. The structured data-extraction sheet used to code the included studies is available from the corresponding author [A.S.S.] upon reasonable request.

5.7. Declaration of Generative AI and AI-assisted Technologies

During the preparation of this manuscript, the author utilized Claude (Anthropic) for language editing and clarity improvement, and for generating the visual layout of the PRISMA flow diagram. The underlying screening data depicted in Figure 1 were compiled and verified manually by the author, and the diagram was subsequently checked against the recorded search and selection process to confirm that the reported counts were accurately represented. All outputs generated with the assistance of the tool were critically reviewed and revised by the author to ensure factual accuracy, faithfulness to the cited studies, and adherence to academic standards. The author assumes full responsibility for the integrity and content of this manuscript.

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