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Program Evaluation of School Literacy Movement at Primary Schools in Bengkulu City

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ABSTRACT

The purpose of this study was to obtain an adequate description of the implementation profile of the School Literacy Movement (SLM) program. This goal is achieved through program evaluation research. In particular, the aim of this study is to obtain data or results in the practice of literacy programs in schools. The results showed that the SLM program had not been implemented optimally and thoroughly, and there were even schools that had not implemented literacy programs. SLM activities are interpreted and applied only as an additional program outside of learning. The habituation program that must be carried out every day has limited time constraints. The recommendation put forward is the need for a school literacy program that is closely related to the learning process.

Keywords: *Literacy, Program evaluation, School literacy movement, Learning.*

1. INTRODUCTION

Literacy is a basic competence for developing other competencies. Literacy competence is an inseparable foundation for anyone who is involved in learning activities at all stages of learning [1]. Thus, the success of education is largely determined by the level of literacy competence of students. Many countries pay more attention to the literacy skills and knowledge of their citizens. Therefore, the Indonesian government has developed a school literacy program called the School Literacy Movement (SLM). This program is expected to increase the literacy competence of students at various levels of education.

The SLM program is designed to strengthen the character-building movement as outlined in the Regulation of the Minister of Education and Culture Number 23 the year 2015. The main program of SLM is reading habit. The success of the SLM program cannot be seen yet because there has not been a comprehensive evaluation. The score of Indonesia in the Program for International Student Assessment (PISA) in 2018 can be used as a temporary measure of the SLM program's success. This provisional measurement also cannot be used as a measure directly related to the success or failure of the SLM program. However, the 2018 PISA Indonesia score can be used as a basis for evaluating the SLM program.

Indonesia has participated in the PISA assessment since 2001. Results have fluctuated flatly, a kind of camel hump. PISA 2018 reading performance was in the same position as in 2001, slightly increasing in 2009 [2]. This means that Indonesia's PISA score, especially reading, has decreased during the 2015-2018 period. This achievement is certainly not in line with the expectation of improving students' reading skills due to the SLM program. Therefore, it is necessary to study why the SLM program has not contributed to improving students' reading skills.

This study is an evaluation of the SLM program so that further activities of the SLM program can be developed and can contribute to improving the reading competence of students at all levels of education. The researcher wanted to know about the performance of SLM implementation. The program evaluation model of the SLM was a gap analysis (discrepancy models) to see how the application of the SLM program in primary schools of Bengkulu City.

The focus of evaluation on the SLM program refers to the component of CIPP Stufflebeam. The evaluation begins with a needs analysis based on the assessments and opinions of school stakeholders. The logic of needs according to Dick, Carey & Carey is the desired condition compared to the actual condition. A needs assessment is sometimes referred to as a discrepancy analysis. Discrepancy or gap is the observed difference

between the desired condition and the actual condition [3]. The results of this program evaluation are expected to be the basis for policies for developing literacy programs in schools.

2. METHOD

This study used a program evaluation method, namely a formative evaluation study of SLM in primary schools in Bengkulu city. The method used was the evaluation of the CIPP-Stufflebeam program to determine the effectiveness and sustainability of the SLM program [4]. Stufflebeam recommends a comprehensive evaluation model that examines the four dimensions of program development and implementation, namely: context, input, process, and product. The implementation of the CIPP model program evaluation uses the following 10 check-list components: (1) contractual agreements, (2) context evaluation, (3) input evaluation, (4) process evaluation, (5) impact evaluation, (6) effectiveness evaluation, (7) sustainability evaluation, (8) transportability evaluation, (9) meta-evaluation, and (10) the final synthesis report [5]. Formative evaluation tends to look at aspects of program implementation as well as interim program outcome data [6]. This evaluation compares the gap between the standards set in the program and the actual performance of the program. Standards are criteria that have been developed and established with effective results, while performance is the source, procedures, management, and tangible results that appear when the program is implemented.

The location of this research was conducted in 4 primary schools in Bengkulu City which were selected purposively by looking at the school classification. Research data can be categorized into two types, namely primary data and secondary data. Primary data obtained from the first source through data collection procedures and techniques in the form of questionnaires and interviews. Secondary data obtained from indirect sources, namely in the form of documentation data. In this study, data collection efforts have been carried out using Questionnaires and Semi-Structured Interview Methods.

Researchers used the interview guideline only as a guide for the main points of the interview which were later elaborated on in more depth. The researcher asked the questions in an unsuitable and not the same way as those contained in the interview guide. Researchers do more improvisation and interactive dialogue with the sources to be able to explore their thoughts further and deeper. The interviews were held in one meeting for each resource person with an average duration of about 2 hours.

The questions developed in the questionnaire instrument were the type of informative questions and opinions of the respondents. Therefore, its validity test using a content-related validity that was degrading questions based on the trait and an indicator of the designed grille. Traits and indicators were taken from the CIPP component.

3. RESULTS AND DISCUSSION

The implementation of the SLM program at SDN 29, SDN 32, SDN 19, and SDN Fatma Kenanga has been running for about four years. Several literacy-themed activities have been carried out, both routine (daily or weekly) and incidental activities based on activities or competitions. The analysis is based on the SLM stage, namely the habituation stage, the development stage, and the learning stage [7]. It seems that the process of implementing SLM in the four schools is still in the habituation stage. In fact, the SLM program in the four schools has been running for about four years. All schools are still focused on providing literacy support facilities and building reading and writing habits. The indicators as specified in the SLM Handbook include: (a) program and implementation of 15 minutes of reading; (b) there is a reading journal available; (c) there is a reading area in the school (library, classroom book corner, and other places to read).

In addition, the principle carried out by the four sample schools was not to charge students both academically and non-academically for their reading activities. It is different if the implementation of the SLM program in the school is already in the development stage, and then all reading assignments performed by students must be assessed non-academically. Likewise, if the process has reached the learning stage, the school must apply the principle of an academic assessment in all subjects.

Although the 15-minutes reading program has been running for four years but in general its implementation is still not optimal. Meanwhile, the implementation of the 15 minutes of reading program in the SDN Fatma Kenanga only run every Thursday, as stated by grade 6 students: "Reading program of non-textbook held every thursday before starting lessons for 15 minutes and runs only in one semester."

This study also found that the performance of the daily journal-keeping program was inconsistent. In fact, there are still students who do not make it. Two students admitted that they did not always keep a daily journal.

Although the performance of the SLM in the 4 schools sample is not optimal when viewed from the reading and writing habits of all students (in general), collectively (partially) the four schools have been able to show sufficient literacy products physically.

The evaluation of the School Literacy Movement (SLM) program at SDN 29, SDN 32, SDN 19, and SDN Fatma Kenanga was carried out by comparing the expected standards with the performance of the programs that have been and are being implemented by each school. In general, the results of the research show that the SLM program has been implemented by the schools, but the implementation process is considered not optimal and there is a gap between the expected standards and the program performance. These facts was realized by most of the existing stakeholders, especially the informants in this study, from students, teachers, head of libraries, and heads of literacy teams to school principals.

Based on the percentage of SLM implementation per school, various conclusions are obtained in terms of how the SLM is implemented. To get an overall picture of the implementation of SLM, the mean percentage of the implementation of the whole school is sought. The following is a table of the mean percentage of implementation in all sample schools (Table 1).

The mean score for the implementation of the entire sample school was 58.7%. This shows that the implementation of SLM in sample schools has not been implemented properly.

Table 1. Percentage of Overall School SLM Implementation

No.	School name	T	P	US	W	P	Ad	PP
		I	II	III	IV	V	VI	VII
1	SDN 29	11	11	9	7	5	6	3
2	SDN 32	11	18	16	11	8	10	6
3	SDN 19	7	11	4	12	4	6	4
4	SDN Fatma Kenanga	11	18	6	6	3	5	6
	Average	10	14.5	8.75	9	5	6.75	4.75
	Highest Percentage	14	22	20	14	10	12	8
	Percentage of Value Per Element	71.4	65.9	43.8	64.3	50	56.3	59.4
	Percentage of Overall School Implementation	**58.7%**						

Low implementation scores are associated with elements of the differentiated grouping of students or programs, professional development, and organizational administration. This shows that school initiatives in literacy programs are still lacking. Schools are very dependent on policies and support from the government (Kemendikbud). For things that should be the responsibility of the school, such as administration and programs for students with special needs, there is no design or document provided by the school. The visualization of the comparison between the elements assessed in the implementation of the SLM for the whole school is illustrated in the following graph:
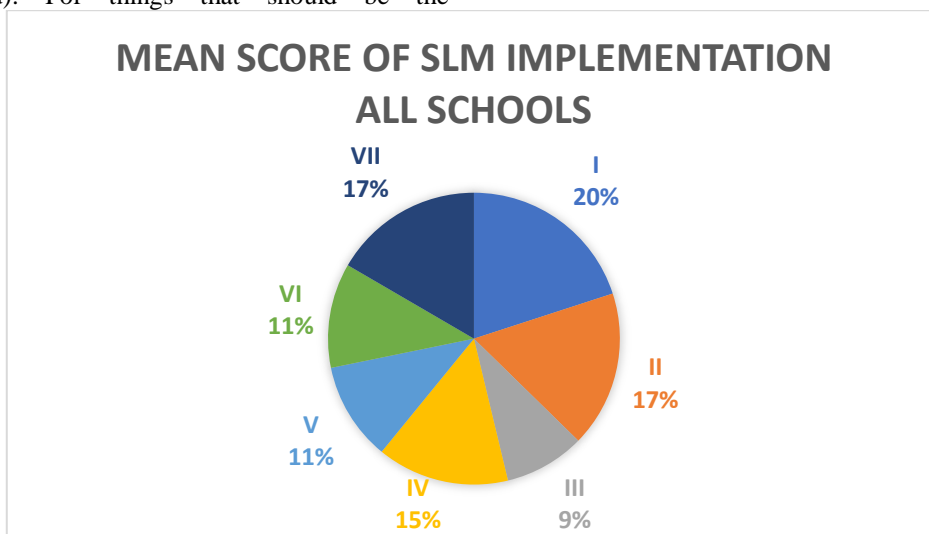

Figure 1. Percentage of Overall SLM Implementation in 4 Schools.

The school literacy program in Indonesia started in 2016 with the release of the National Literacy Movement (SLM) program, which was implemented by the Ministry of Education and Culture (Kemdikbud)[8]. However, government, educational institutions, and the public's understandings of literacy are often not in the same frame of mind. The most common understanding of literacy for most people is reading and writing. Although these two types of skills are certainly an inseparable part of literacy skills, this

understanding needs to be reviewed even if it is necessary to be confronted with the theory of literacy recently.

Based on the SLM handbook [9], it is stated that the school literacy movement is not only limited to a program oriented to improve reading and writing skills, but has a broader scope, which includes thinking skills using sources of knowledge in print, visual, digital, and auditory. However, the school literacy program design seems to only emphasize the reading aspect, which is manifested in the 15 minutes reading program, which is carried out in 3 stages, namely the habituation stage, the development stage, and the learning stage. In this case, SLM is designed as a program that aims to strengthen the character development movement. One of the activities in the movement is "15 minutes reading of non-textbooks before the lesson begins." This means that the literacy program is reduced to reading activities only, and is even further reduced in the context of reading non-textbooks. According to the theory of literacy, literacy should be programmed systemically in the existing curriculum and literacy program design [10].

The 15-minutes reading activity in other school sample was also considered not running consistently. Even though it has been going on for more than 1 year, the activity was stopped because the implementation was not well structured and scheduled. In addition, not all teachers and other education personnel participate in the 15-minutes reading activity every day. This makes students less in getting role models from school stakeholders in terms of literacy. In addition, the books read by students are not all according to their interests.

In practice, school library at school samples has a lack of facilities, related to (a) providing books of non-subjects required by students and teachers; (b) creating a reading corner in each class; (c) increasing reading motivation posters; (d) making wall magazines); (e) attracting students to visit the library; (f) providing seats in front of the library for students reading; and (g) increasing the procurement of computers in the library room. In general, the support for the physical, academic, and social environment in each school is not quite good.

Most of the decision-makers in the school sample were aware of the gap between the standards and performance of the SLM program. The majority of them think that the program standards cannot be changed. They are more concerned about the implementation of programs that need to be optimized and invite all existing stakeholders to succeed in the program together. Research has shown that school management reform leads to successful student achievement [11].

4. CONCLUSION

The implementation of the SLM program at SDN 29, SDN 32, SDN 19, and SDN Fatma Kenanga is at the habituation stage only. The SLM program has been implemented, but the implementation process has a gap between the expected standards and program performance. The 15-minutes reading activity that should be done every day has not been carried out consistently. In fact, schools generally have provided insufficient support and facilities to meet the standards of physical, academic, and social context.

The existing literacy facilities have not had a significant influence on the internalization of the literacy culture of all existing stakeholders, especially students. The school does not wish to change the standards and rules of the ongoing program but hopes to make improvements in program implementation to make it more optimal. The strategy planned to make changes seems too normative and there is no clear measurement or parameter to assess the success of achieving the SLM program in each school. In general, schools have not been able to build a literacy culture for all program targets.

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