

IMPLEMENTATION OF LITERACY MOVEMENT POLICY IN ELEMENTARY SCHOOL

Sumiati, Asep Saepul Hidayat, Miftah Isnaeni Fajrin
Department of Educational Administration, Galuh University, Indonesia
Corresponding e-mail: sumiati_med@unigal.ac.id

Abstract. The policy implementation stage is a very important stage in education policy including in the implementation of the School Literacy Movement policy. This type of research is a literature review, with stages, namely collecting relevant research literature, marking several important terms in the research, conducting an in-depth analysis of the literature that has been obtained by compiling a discussion, compiling conclusions based on the results of the analysis. The conclusion of this study is that the school literacy movement, especially in elementary school education units, has benefits both directly and indirectly. The essential aspects in the implementation process consist of communication factors, resources, bureaucratic attitudes, and procedure standards. The role of the principal in implementing literacy policies in schools is through effective principal-teacher interaction leading to effective literacy learning exploration results, namely by communicating with teachers, especially in reflection and improving professional skills, for example coaching.

Keywords: Literacy movement, Policy implementation, Elementary school

1 Introduction

The national literacy movement policy is a policy initiated by the Ministry of Education in Indonesia starting around 2016 and continues to be implemented by educational institutions. When linked to global trends, the United Nation launched the Literacy Decade campaign as an effort for Global Community Development 2015 (Musfiroh & Listyorini, 2016). Wiedarti, P., & Laksono, K. (2016) explained that the national literacy movement program is generally aimed at improving the quality of life of Indonesian people, increasing productivity and competitiveness, conducting a national character revolution, as well as reinforcing diversity and strengthening Indonesia's social restoration. In the context of Literacy Movement Policy, literacy is the ability to access, understand, and use something intelligently through various activities, including reading, viewing, listening, writing, and/or speaking. Meanwhile, the School Literacy Movement is a comprehensive effort to make schools learning organizations where their members are literate for life through public involvement. The literacy movement as part of character strengthening itself has already received a clear legal basis as explained in Permendikbud Number 21 of 2015 concerning character cultivation in schools. In Article One, it is explained that the Character Cultivation Movement in Schools is an activity of habituating positive attitudes and behaviors in schools. The national literacy movement itself is one form of habituation activities that are not only positive but also very necessary for students in this era of globalization.

Safitri, Marsidin, & Subandi. (2020) described that schools are strategic places in building character, especially the culture of digital literacy, which has the advantage of enhancing critical and creative thinking skills that are essential for every student in facing the developments of the times. In practice, the study exploring the reasons for the lack of implementation of research-based learning practices in schools found several obstacles that frustrate teachers in their efforts to implement literacy programs, including lack of time, large class sizes, the total number of students and classes taught by a single teacher, traditional secondary school curricula, high-stakes assessments, and long-held instructional knowledge and beliefs by teachers and administrators. Solihin (2020) explained that the low reading literacy skills in early elementary school refer to the need for improving teachers' abilities in literacy education, the limitations of the early grade curriculum in reading instruction, and the lack of reading materials in schools.

Children's literacy skills seem to require a comprehensive and targeted strategy at the elementary school age. The real conditions on the ground show that children are required to be able to "read and count" at a basic level before entering elementary school, so both parents and educational institutions such as kindergartens and non-formal institutions strive to boost children's basic reading, writing, and counting skills as early as possible. It seems doubtful that the accelerated improvement of basic literacy skills significantly impacts the preparation for enhancing reading and writing literacy in elementary and secondary schools. Wanelly (2019) explained that the obstacles faced by schools in implementing Literacy Movement Policy are the low awareness of teachers, the difficulty in finding enrichment books that meet children's needs, teachers' reluctance to read, teachers' lack of understanding of the application of the literacy movement, and schools' lack of funding.

Aside from how to improve literacy skills in order to enhance PISA scores, a literacy culture is a more sustainable educational goal. A well-established literacy culture will yield maximum results and have a comprehensive impact on the daily lives of students, both individually and socially. Improving the literacy culture itself tends to be difficult to measure because it is different from other policies whose measurements are well understood at the educational unit level, such as curriculum, co-curricular, or extracurricular policies. Therefore, there is a need to formulate a model for implementing literacy policies in schools in order to achieve optimal results towards a literacy culture among elementary school students.

2 Research method

The research method is descriptive qualitative. The design of this research is a literature review, which is a study that critically examines knowledge, ideas, or findings from a number of academically oriented literatures, and formulates their theoretical and methodological contributions to a specific topic. The literature review in this research was conducted by the author through several stages, namely collecting relevant research literature, which includes gathering a number of textbooks both in hardcopy and online formats, journals covering both national and international journals, and other relevant sources that can elucidate the research objectives regarding the implementation of literacy policies in elementary schools, marking several important terms in the research, conducting an in-depth analysis of the obtained literature by compiling discussions, and formulating conclusions based on the analysis results. This technique is carried out with the aim of uncovering various theories relevant to the issues being studied as reference material in the research discussion.

3 Results and discussion

The literacy movement as a booster

The Literacy Movement Policy Team of the Ministry of Education and Culture (2017), in order to succeed in Indonesia's development in the 21st century, it is essential for the Indonesian people to master six basic literacies, namely language literacy, numeracy literacy, science literacy, digital literacy, financial literacy, and cultural and civic literacy. These literacy skills must also be complemented by developing competencies that include critical thinking/problem-solving, creativity, communication, and collaboration.

The results of the Programme for International Student Assessment (PISA), for example, organized by the Organization for Economic Co-operation and Development (OECD), have become a focus for the Ministry of Education and Culture and educational stakeholders in both primary and secondary education. The purpose of PISA is to measure the reading, mathematics, and science literacy achievements of 15-year-old students in participating countries. For Indonesia, the benefits that can be obtained include knowing the position of Indonesian students' literacy achievements compared to the literacy achievements of students in other countries and the factors that influence them.

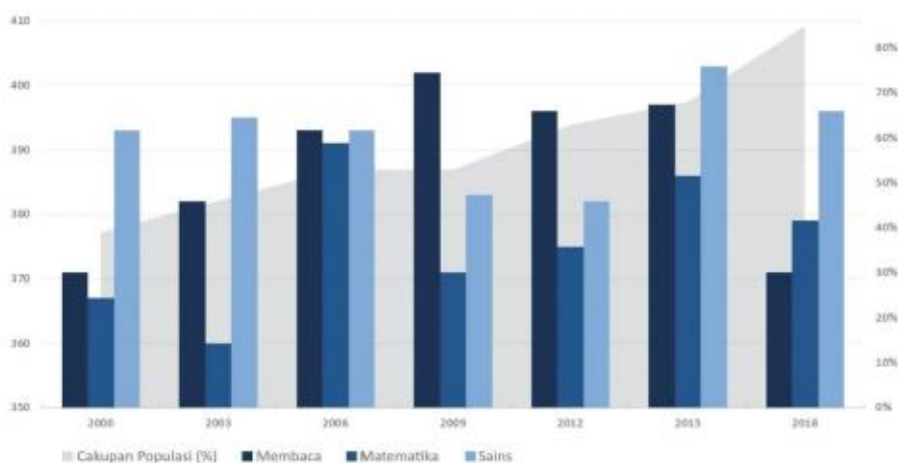


Figure 1 Indonesian PISA test results data 2008-2018

Figure 1 Data from Indonesia's PISA tests from 2008-2018 Based on the obtained data, Indonesia is still below the world average, ranking 74th out of 79 countries. Data shows that the results of 7 rounds of PISA (2000 to 2018) indicate a significant increase in access to education, from 39% in 2000 to 85% in 2018. However, in terms of reading proficiency, there has actually been a decline over the last three rounds (Puspendik, 2019). The National Literacy Movement (GLS) policy, which is currently being re-promoted by the Ministry of Education and Culture, has been implemented to boost the test results.

Wiedarti & Laksono (2016) explained that the Literacy Movement Policy Program is implemented in stages, namely the habituation stage which aims to foster students' reading interest, the development stage which aims to improve proficiency at the habituation stage, reading fluency, and comprehension, and the learning stage which aims to maintain students' interest in reading and reading activities, as well as enhance students' literacy skills through textbooks.

The meaning of habit, especially in the context of improving students' literacy skills, tends to be broad. The concept of habit in the perspective of psychology is indeed very profound and is linked to several psychological theories. Goldwater (2020) describes that human behavior is sometimes not driven by plans to achieve goals, but by habits formed over a long period during reinforcement. Positive habits in empowering students to improve literacy skills need to be supported by a conducive environment. The student environment is indeed very complex, but the role of implementers can stimulate students through school programs, such as yearly event-based programs or routines related to literacy, including competitions, literacy days, weekly performances, etc.

The development stage of student literacy is oriented towards enhancing experiences in terms of both quality and quantity. The orientation towards simple products in the form of writing becomes a fairly relevant direction at this stage. Finally, consistency in literacy culture in the form of integration with core learning is expected. However, considering the diverse character and abilities of students, along with a society culture that is still far from a literacy culture, reaching the habituation stage alone requires the implementation of appropriate programs and strategies.

Theory of Literacy Policy Implementation in Schools

George C. Edward III in Subianto (2020) describes the essential conditions in the implementation process, which consist of communication factors involving the process of information delivery or transmission, clarity of information, and the concentration of the

information conveyed; resources including the ability and number of implementing staff, availability of information, authority, and facilities; bureaucratic attitudes consisting of implementers and bureaucratic apparatus; and implementers as well as the organizational structure and workflow of the implementing bureaucracy in the form of the availability of SOPs. Soetari (2014) explains that George C. Edwards III's policy implementation model regarding the concepts he discusses is much deeper and more applicable. This is very necessary for policy implementers in the field because they face significant challenges in Indonesia.

In policy implementation, there are factors that can cause public policies, including education policies, especially literacy movements, to succeed or fail in being implemented. Van Meter and Van Horn in Subarsono (2005) identified six variables that influence policy implementation performance, namely Standards and policy objectives; a policy with clear, detailed, and measurable standards can be realized in the field. If the standards and objectives of the policy are vague or even ambiguous, it will lead to multiple interpretations at the field level. So far, the Literacy Movement in schools has been guided by several directive and socialization documents. However, what needs to be done is the measurement of results and program evaluation research that still needs to be developed; Resources because policy implementation will be successful if supported by credible human resources and other non-human resources; inter-organizational communication. This is very important for implementing policies in terms of coordination both at the internal level and with other agencies; the characteristics of implementing agents, which include the bureaucratic structure, norms, and relationships that occur within the bureaucracy, which play a significant role in the implementation of a program or policy; social, economic, and political conditions, in other words, the environmental economic resources that can support the successful implementation of policies, including interest groups related to the implemented policy, political elites supporting the implementation of the policy, and public opinion; the disposition of implementors, which includes the implementors' response to the policy, cognition (understanding of the policy), and the intensity of the implementors' disposition (the value preferences held by the implementors).

According to Subianto (2020), the factors influencing the overall implementation process are reviewed according to the stages of policy output (decisions) by the implementing body, the compliance of target groups with those decisions, the actual impact of the implementing body's decisions, perceptions of the impact of those decisions, and the political system's evaluation of the legislation. Tezera (2019) explained that the four main determinants of effective policy implementation and these four aspects must be considered when approaching the implementation of Education policy, including policy design; stakeholders and their involvement; institutional and contextual factors; implementation strategy.

Strategy for Implementing Literacy Policy in Elementary Schools

Looking at the historical context of education policy, Indonesia has seen many changes in its education policies. This is evident from the priority programs mandated to educational units, which change with each leadership transition. This is the basis for the assessment that the implementation of education policies has not been completed but has already changed. However, the literacy program, since it was launched in early 2016, has still been prioritized by the government, especially the Ministry of Education and Culture. Therefore, the strategy for implementing the literacy movement policy is still being pursued as much as possible at the educational unit level.

At the level of educational units, as the implementers of the literacy strengthening policy, several phases have already been experienced. An empirical study by Fadilah and Istikomah (2021) described that the successful implementation of the school literacy movement prioritizes achieving physical environments such as special literacy rooms in various parts of the school, social and affective environments as models of communication and interaction with literacy culture, accompanied by rewarding patterns, and specific times for literacy implementation.

Furthermore, the literature explains that coaching is the right strategy to implement the literacy movement. In this case, teachers are required to be professional in making informed decisions based on their students' needs and current skill levels. To achieve this, teachers must be guided and supported in a continuous learning process on effective ways to integrate literacy instruction with their content in schools. Sturtevant, E. G. (2003). The appropriate coaching perspective is to help teachers address the challenges they will inevitably face in choosing the right teaching strategies and integrating literacy instruction with content area curriculum requirements, rather than acting as supervisors who evaluate their performance. It involves facilitating all educators in the school to brainstorm solutions to problems and resolving issues before they escalate to unmanageable levels.

Sturtevant, E. G. (2003) reported that the importance of school leaders in the development and dialogue about improving literacy in schools cannot be overstated, as teachers cannot be overly stressed. Therefore, administrators need to provide support, which can include various actions such as finding the necessary resources to obtain new materials, modifying schedules, and organizing interdisciplinary literacy programs.

Wanelly, W. (2019) in the empirical study explained that the efforts that schools can undertake to effectively implement the school literacy movement program include adding enrichment books, bringing books closer to students by creating reading areas and environments rich in texts, conducting various forms of literacy activities, and involving the public in the implementation of the literacy movement.

The Role of the Principal in the Literacy Movement. The high challenges faced by school principals in Indonesia regarding the high expectations for the education system have been demonstrated and can continue to be improved in the future (Sumintono, Sheyoputri, Jiang, Misbach, & Jumintono, 2015), including in implementing literacy policies in schools. At the implementation level in educational units, Soetari (2014) explained that the reasons for a policy not being clearly formulated include the complexity in policy-making that occurs between the executive and legislative branches, which tends to result in delegating its execution to subordinates. This happens to teachers who tend to focus on the implementation stage by merely filling out documents or creating literacy program implementation documents without deeply implementing them due to a lack of understanding of the government's detailed objectives and technicalities. In addition, there is still a lack of alignment and even overlap with learning based on the core curriculum.

The leadership of the principal needs to be oriented towards leadership practices that favor student learning and education with several dimensions of leadership. Blasé & Blasé (2000) explain that effective principal-teacher interactions lead to effective literacy learning outcomes through communication with teachers, particularly in reflection and enhancing professional skills. In terms of implementing literacy policies, this approach needs to be carried out without pressure, as the principal should act as a supervisor to the teachers.

4 Conclusion

The literacy movement as part of character strengthening itself has already received a clear legal basis as explained in the Minister of Education and Culture Regulation Number 21 of 2015 concerning the cultivation of character in schools. The school literacy movement, especially at the elementary school level, not only improves the quality of life for Indonesians, enhances productivity and competitiveness, initiates a national character revolution, and strengthens diversity and social restoration in Indonesia, but is also expected to improve the Programme for International Student Assessment (PISA) scores. Essential aspects in the implementation process include factors such as communication, resources, bureaucratic attitudes, and SOPs. The role of the principal in the implementation of literacy policies in schools is through effective principal-teacher interactions that lead to effective literacy learning outcomes, specifically by communicating with teachers, particularly in reflection and enhancing professional skills, such as coaching.

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