

# Discrepancy Model in Program Evaluation of school Literacy Movement at SMP Negeri 5 and SMP Pasundan 2 Cimahi City

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## Abstract:

Indonesian people generally do not have a strong tradition of literacy. This phenomenon also applies to students at school. For this reason, Indonesia government has initiated a program of Gerakan Literasi Sekolah or School Literacy Movement (GLS) since 2016. The program aims to build schools as learning organizations for entire academic communities to be more literate through public involvement. However, there is an indication of inconsistency in its implementation between the expected ideals and the implementation practices. This research is conducted to evaluate the implementation of GLS program in SMP Negeri 5 and SMP Pasundan 2 of Cimahi City. By using the Discrepancy Model, the program evaluation is intended to inquire how the compatibility between the expected standards and the actual performance of the program. The advantages of this research can hopefully be beneficial both academically and practically, especially as information and recommendation for all program stakeholders. The findings of this study indicate that the GLS program is implemented by the two schools, but the implementation process is not optimal and there is a gap between the expected standards and the performance of the program. The 15 minutes reading activity that should be carried out every day has not been running consistently and systematically. In fact, the schools have mostly provided support and facilities that adequately meet standards from the physical, academic and social aspects. However, the existing facilities for literacy activities have not had a significant influence on the internalization of the literacy culture of all existing stakeholders, especially students.

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## BACKGROUND

Problem of literacy culture is one of the most central issues in Indonesia education. Based on data from the *Central Statistics Agency of Indonesia* (BPS) and *The United Nations Educational, Scientific and Cultural Organization* (UNESCO) in 2012, the ratio of the number of people who have interest in reading was only 1: 1,000. This shows that out of 1,000 Indonesians, only one person has an interest in reading, while the remaining 999 people were lack in desire to read (Republika, 2016). Besides, *PIRLS 2011 International Results in Reading* shows that Indonesia was ranked 45th of 48 participating countries. While the results of reading literacy test in PISA 2009 shows that

Indonesian students are still ranked 57th. Even worse in PISA 2012 and 2015, their achievements dropped to 64th from 65 participating countries. (PangestiWiedarti, 2016).

In 2016, PuspendikKemendikbud (the Indonesian Ministry of Education and Culture) in *Indonesian National Assessment Program (INAP)* examined the skills of reading, math, and science for 4th grade of elementary school students. Especially in reading, the result is 46.83% including low category, 47.11% including middle category, and only 6.06% including good category (PangestiWiedarti, 2016).

Based on this reality, in order to develop schools as learning organizations, the Indonesian Ministry of Education and Culture developed the *Gerakan Literasi Sekolah* (GLS) or School Literacy Movement. GLS is a comprehensive effort involving all school members (teachers, students, parents of students) and the community, as part of the education ecosystem. GLS strengthens the movement of growth in character as outlined in the Minister of Education and Culture Regulation (*Peraturan Menteri Pendidikan dan Kebudayaan*) No. 23 of 2015. One of the activities in the movement is "15-minute activities to read non-academic books before the class begins (Pangesti Wiedarti, 2016).

Researcher is interested in conducting *evaluation research* towards the implementation of GLS program in Cimahi City, especially in Junior High School or *Sekolah Menengah Pertama (SMP) Negeri 5* and *SMP Pasundan 2*. The first is a public school and the later is a private school. Cimahi City has 36 Junior High Schools (SMP) consisting of 11 Public Schools and 25 Private Schools spread in North Cimahi District, Central Cimahi District and South Cimahi District, when in the 2016/2017 academic year the total number of students was 22,618 (BPS Kota Cimahi, 2017). Although the government has provided technical guidelines and GLS program implementation, the implementation and *output* practices in each school are different.

### Concept of Evaluation

Purwanto and Suparman (in Rusydi Ananda and Tien Rafida, 2017) described evaluation as a process of applying scientific procedures to collect valid and reliable information to make decisions about education and training programs. Based on this definition, four main elements were found in the evaluation, namely):

- a. Evaluation always applies a scientific method in the form of scientific measurements through the use of statistics and other related disciplines.
- b. Evaluation activities always try to obtain information that is truly valid and reliable by

using instruments in the form of tests, questionnaires, interview guidelines, observation guidelines and others.

- c. Evaluation results are information that can be useful for making decisions.
- d. Evaluation activities are always intended to an object that exists in an education system or training system.

Meanwhile according to Sara M. Steele, the evaluation concept contains two important ideas, namely (Sara M. Steele, 1970):

- a. Evaluation must be purposeful. It must contribute to ongoing programs or programs in the future.
- b. Evaluation has three essential elements, namely criteria, evidence and assessment. These three elements are very important, because in evaluating, an evaluator must have clear criteria, valid evidence and relevant assessment criteria.

### Program Concept

Program is defined as a unit of activity which means the realization or implementation of a policy, takes place in a continuous process and occurs in an organization involving a group of people. In this case, there are three important meanings and need to be emphasized in determining the program, namely (Rusydi Ananda and Tien Rafida, 2017):

- a. Realization or implementation of a policy.
- b. Occurs in a relatively long time and not a single activity but plural continuous.
- c. Occurs in organizations involving a group of people.

Donald B. Yarbrough et al. (in Ashiong P. Munthe, 2015) defines the program as a systematic application of resources which is based on logic, beliefs and assumptions of identification of human needs and factors related to things mentioned. Program is also referred to as things that include a series of planned systematic activities, managed resources, a target or goal, specific needs, can be

identified, individual or group participation, certain context, produce documented output, results, and impacts, existence of belief system that is implemented with programs, and has benefits.

### Program Evaluation

One of evaluation method known in education science is program evaluation. In this discourse, there are several popular theoritician who contributed in formulating ideas of program evaluation, such as Ralph Tyler, Scriven, Lee Cronbach, Daniel Stufflebeam and Malcolm Provus.

For example, Malcolm Provus defines evaluation as a process (in Glenn F. Nyre and Clare Rose, 1979):

1. Defining program standards
2. Determining whether a discrepancy exists among some aspects of the program of performance and standards governing that aspect of the program.
3. Using discrepancy information either to change performance or to change program standard.

Meanwhile, Briekerhoff et al. (in RusydiAnanda and Tien Rafida, 2017) define program evaluation as a process of discovering the extent to which program or project goals and objectives have been realized, providing information for decision making, comparing performance with standards or benchmarks to find out gaps, price and quality assessments and systematic investigations about values or the quality of an object.

### Discrepancy Model

*The discrepancy model* was initiated by Malcolm Provus, namely an evaluation carried out with the intention to determine the level of compatibility between the specified standards in the program and the actual performance of the program. Standard is a criteria that has been developed and established with effective results, while performance is the source, procedure, management, and tangible results that appear when the program is implemented.

*The discrepancy model* consists of 5 stages, each of which consists of a comparison between reality, or performance, and standards. Gaps in this case are measured by testing three elements, namely input, process and output. Besides that, a comparison is also made of information about the program's performance to the standards set at each stage. The five stages are (RusydiAnanda and Tien Rafida, 2017):

#### 1. Design Making

In this stage the following activities are carried out:

- a. Formulate program objectives.
- b. Prepare clients, staff and other equipment.
- c. Formulate standards in the form of a formula that refers to something that can be measured. Usually in this step the evaluator consults with the development of the program.

#### 2. Installation

The stage looks at whether the available equipment is in accordance by what is needed or not. In this stage the following activities are carried out:

- a. Reviewing the standard setting.
- b. Review the program that is running.
- c. Examine the gap between what is planned and what has been achieved.

#### 3. Process

This stage assess whether the objectives have been achieved or not yet. It is collecting datas from the program implementation.

#### 4. Product (Objective measurement)

This stage is to analyze the datas and determine the level of output obtained. The questions raised at this stage are: has the program reached its terminal objectives?

#### 5. Program comparison

This stage is to compare the results that have been achieved with the objectives set. In this stage the evaluator writes all findings about the gaps to be presented to decision makers to decide on the program continuation.

### School Literacy Movement (GLS)

The School Literacy Movement (GLS) has been initiated since March 2016 by the Directorate General of Primary and Secondary Education of the Ministry of Education and Culture by conducting socialization and coordination to all Provincial Education Offices and/or District/City Education Offices.

This movement is an effort to make schools as learning organizations whose literate academic communities through public involvement (PangestiWiedarti, 2016). This movement is participatory by involving school members (students, teachers, principals, education staffs, school supervisors, school committees, parents of students), academics, publishers, mass media, the community (community leaders who can represent role model, business world, etc.), and stakeholders under the coordination of the Directorate General of Primary and Secondary Education of the Ministry of Education and Culture (EkaDewiLukmana Sari, et.all, 2017).

The scope of GLS in Junior High School (SMP) includes ((PangestiWiedarti, 2016):

1. School physical environment (availability of facilities, literacy facilities);
2. Social and affective environment (support and active participation of all school members) in carrying out SMP literacy activities; and
3. Academic environment (the existence of literacy programs that are real and can be implemented by all school members).

### RESEARCH METHODS

This study uses a descriptive method and qualitative approach. The choice of this approach aims to enable researchers to uncover and

understand the reality behind the phenomenon that is not widely known. In addition, a qualitative approach is able to analyze the social reality deeply and can describe a complex phenomenon that is difficult to explain by quantitative approach (Anselm Strauss and Juliet Corbin, 2003).

The location of this study was conducted in 2 junior high schools in Cimahi city, namely: SMP Negeri 5 and SMP Pasundan 2. The reason was due to literacy programs in both schools were the most widely published on the internet among others. So it can be assumed that the two schools have been running literacy programs.

The data were obtained through *indepth interviews* directly with all informans and documentation of photos taken directly at the interview. The informans in this study are:

Table 1. The informans/Interviewees

No.	Interviewees	Total
1	Teacher	1 person / school
2	Students	2 persons / school
3	Headmaster	1 person / school
4	Chairman of the Literacy Team	1 person / school
5	Head of Library	1 person / school

The instrument of data collection used *semistructured interview*, commonly also called *depth interviews*. The interview method aims to explore a particular topic more openly and gives the interviewee the opportunity to express their own opinions and ideas (Kristin G Esterberg, 2002).

### RESULTS AND DISCUSSION

The program evaluation of the School Literacy Movement (GLS) in SMP Negeri 5 and SMP Pasundan 2 of Cimahi City was conducted by comparing the expected standards with the reality of program performance that had been being carried out by each school. In general, the research findings show that the GLS program has been implemented by the two schools, but the implementation process

was considered not optimal and there were still discrepancy between the standards expected and the performance of the program. This reality was realized by most stakeholders, especially by the informants in this study: students, teachers, head of library, head of literacy teams to school principals.

The policy of GLS program in each school generally refers to the GLS guidelines that have been designed and socialized by the government (Ministry of Education and Culture). In fact, some of the members of the school literacy team had participated in training facilitated by the government of West Java province in order to provide technical knowledge and to increase the literacy team capacity in implementing the GLS program. Each school also has formed organizational structures of school literacy team with clear job description.

However, each school has different policies, rules and standards. For example in SMP Pasundan 2, the 15-minute reading activity that should be done every day as stipulated in the Minister of Education and Culture Regulation (Peraturan Menteri Pendidikan dan Kebudayaan) No. 23 of 2015 about *Penumbuhan Budi Pekerti* (Building of Character) was only held every Thursday. Even in SMP Negeri 5, the activity was considered not running consistently. Although it has been running for more than 1 year, the activity is not well structured and scheduled. In addition, not all teachers and other education personnel participated in the 15-minutes reading activity. This makes students do not get a *role model* from school stakeholders in terms of literacy.

In addition, not all books are read by students according to their interests. Indeed there are some students reading in accordance with their interests, but the other students read just to obey the obligation. Most of them also do not write of reading journals and response journals regularly. Even so, there are some students who are members of the literacy community doing of reading activities as a hobby. Furthermore, they are also used to make book reviews either orally or in text.

## Literacy Supporting Facilities

Since the GLS program has been implemented a year ago, the schools have made the policies to support the climate of cultural literacy according to the standards. For example, SMP Negeri 5 has a policy of providing a budget for procurement of books proportionally, a budget for GLS training and providing reading corner in each class. While SMP Pasundan 2 gives more attention to the role of libraries and the creation of a school environment that supports literacy activities.

In practice, the library in SMP 5 has provided many facilities, for example: 1) providing non-academic books needed by students and teachers; 2) providing reading corner in every classroom; 3) Providing posters about reading motivation; 4) providing school bulletin; 5) attracting students to visit the library by allowing them to bring foods into the library; 6) providing chairs in front of the library for students who want to read; and 7) increasing the procurement of computers in the library. In the other hand, SMP Pasundan 2 provided a space to display the results of students' writing (poetry, articles, photographs and so on), even the library manager gives rewards to students who often visit the library.

In general, the support of the physical, academic and social environment in each school is quite good. For example what has been done by SMP Pasundan 2: 1) providing library facilities and reading corners that are comfortable and providing various books; 2) creating a school curriculum supporting the improvement of reading and writing habits, for example by giving lesson assignments that require students to write; 3) creating social interactions supporting literacy culture, for example by making thematic literacy events on certain celebration days. Meanwhile, as an effort to create a conducive literacy climate, SMP Negeri 5 has a method of getting used to the culture of asking each other "what have you read/written today?".

## Internalization of Literacy Culture

In general, although the support provided by the school sufficient to succeed the standards and principles of GLS, but the research findings showed

that the facilities and the ambience have not resulted significant impact on the growth of the internalization of cultural literacy to each person of existing stakeholders, particularly students as the main subject of this program.

There are several obstacles faced by schools in implementing the GLS program. The following are some of the things that can be identified in this study. First, the ability and willingness of teachers have not fully implemented a school literacy program in a massive and cohesive ways. Second, there are still many students whose low motivation to take benefits of the literacy activities. Third, there is a phenomena where students prefer to watch rather than read. Fourth, the availability of reading media is less attractive. Fifth, the development of digital information technology is considered to be able to substitute the function of books.

### Program Implementation Optimization

Most decision makers in SMP Negeri 5 and SMP Pasundan 2 are aware of the discrepancy between the standards and performance of the GLS program, but they mostly regard that the predetermined program standards need not be changed. They concern more about the implementation of the program that needs to be optimized and encourage entire existing stakeholders to succeed the program together.

For example, SMP Negeri 5 requires GLS optimization by existing stakeholders by boosting more massive movements and financial support from both the government and other stakeholders. While SMP Pasundan 2 expects to increase the capacity of teaching staff so that they can become *role models* for students, as well as creating various innovations in order to increase students' reading interest consistently and continuously.

However, the planned strategies to improve the GLS program performance are rather normative and there are no clear measures or parameters to assess the success of GLS program in each school. This can probably be the subject of discussion for the next study, whether possible if each school

makes its own evaluation standards which are more contextual in accordance with the needs, culture, resources and capital available without having to follow the guidelines textually determined by the government, as long as they remain adopt the spirit and general principles of GLS outline. For example, by looking at the data that there is a behavior trend where students prefer watching rather than reading and is it possible (for example) to replace a 15-minutes reading with 15-minutes wathing about educative short films? This can also be a discourse that can be discussed further.

### CONCLUSION

GLS program has been running by SMP Negeri 5 and SMP Pasundan 2 of Cimahi city, but the implementation process is not optimal and and there is a gap between the expected standards and the performance of the program. The 15 minute reading activity that should be carried out every day has not been running consistently and systematically. In fact, the schools have mostly provided support and facilities that adequately meet standards from the physical, academic and social aspects. However, the existing facilities for literacy activities have not had a significant influence on the internalization of the literacy culture of all existing stakeholders, especially students. Based on this reality, the school does not want to change the standards and rules of the ongoing program, but they expect to improve the implementation of the program to be more optimal. However, the planned strategies to make changes tend to be still normative and there are no clear measures or parameters to assess the success of achieving the GLS program in each school.

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