Evaluation of the Implementation of Basic Literacy Education Program in Bogor Regency, Indonesia

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Abstract. The purpose of this research is to evaluate the implementation of basic literacy educational program in Bogor regency. This research used discrepancy evaluation model which includes four aspects: (1) design, (2) installation, (3) process, and (4) product. The data were collected through interview, observation, and documentation. The interview was conducted to the chief of development division for non-formal education, implementing officer of curriculum and assessment for non-formal education, head of curriculum and assessment section for non-formal education, head of community learning center, tutors and illiterate learners. The data were analyzed qualitatively, displayed in narrative text, reducing data, and drawing conclusion. The results showed that all aspects of basic literacy education program were less appropriate than the standard evaluation. Thus, the collaboration among the government, local government, and society are needed to support the development of basic literacy education program next year, in order to bring Indonesia to lifelong literacy.

1. Introduction

The eradication of illiteracy has been started since the beginning of Indonesian independence. The problem of illiterate population in our country, since the independence of this nation was proclaimed, has not stopped requiring us to eradicate it, in other words it never seems to disappear from this country. With several related problems, some data have shown that illiteracy remains a serious problem that must be addressed in an integrated and comprehensive manner [1].

The geographical, economic and social cultural conditions and character of Indonesia as a broad and multicultural unitary state is a challenge for the creation of equitable and quality education services, one of the effects of which is the occurrence of illiteracy problems. Referring to the data from the Ministry of Education and Culture stating that Indonesia's population of illiterate people in 2015 aged 15-59 years was 5,629,943 or 3.43%. Those people, who have not been literate, are classified as in the productive age between 15-59 years and should be qualified human resources. To improve the human resources, we certainly need not only literacy education which merely educates
the public to be able to read, write, and count, but also literacy education to develop individual abilities to be able to overcome the problems of life through literacy [2].

The large number of people who still experience illiteracy is one of the factors which shows that our country still needs to improve. It is also included in the indicators of underdeveloped countries because illiteracy is related to education and, as we know, education changes the life of the nation. The problem of illiteracy is not a single sector problem, but rather a problem that is the result of several sectors. Poverty is one of the sectors of the problem that causes a person to be illiterate because when someone lives in poverty, they will spend a lot of time looking for income. In addition, if someone is poor then how can they be able to meet their educational needs, especially in the midst of increasingly soaring educational prices [3].

The World Bank, for the first time, released the World Development Report (WDR) 2018 on education entitled "Learning to Realize Education's Promise". Many people appreciate it because education is the main key to hacking poverty and promoting shared prosperity. But the strategies offered need to be criticized. Further discussion that additional technology-based inputs need to be provided, as well as that the additional inputs include new technology, as a complement, not as a substitute for teachers [4].

The level of adult literacy and economic development to show that continuous economic development is a government priority and also the investment of human resources, in economic development, is a very important contribution. His research also focuses on the growth of basic literacy level in adults which is characterized by the increase of work productivity and labor as a positive impact in the economic field [5]. The scientific contribution of this research is that human resources require: knowledge, skills, reflection of personal literacy, the quality of skills - one of the most important aspects of cognitive abilities in general. The intended literacy is the ability to read and write; for those who are not able to achieve basic standards - for example, writing their own names - can be categorized as illiterate. The basic definition of literacy not only deals with reading and writing, but also various abilities needed at home, also called "literacy" in a broader sense.

Several trends and problems in conceptualizing and operating literacy from a lifelong learning perspective. Lifelong learning is becoming increasingly important, not only as the main regulatory principle for all education, but also as everyone's needs. In the context of a fast-changing and very unfair world, it is very important especially for disadvantaged people or those who do not obtain basic competencies through formal education. Hanemann also stated that there is a weak relationship between literacy activities across sectors, generations, and the field of life that has been identified as a major obstacle to the promotion of literacy based on a lifelong learning perspective. The introduction of the importance of literacy as a 'dynamic social relation' and a critical network of social relations, through language, allowing individuals and communities to interact over time and across space, is the first step towards a more integrated literacy approach. Maintaining literacy depends on such an approach to build partnerships between stakeholders and a literate environment with an expanded vision [6].

As for the efforts made by the Indonesian government to solve illiteracy problems are by organizing a basic literacy education program that aims to serve illiterate people in order to have the ability to read, write, and count in Indonesian. Seeing how literacy is interpreted in alleviating poverty and the purpose of improving the dignity of a nation, it can be knowledge for all of us that literacy is part of basic education for all societies. But what distinguishes it is that literacy education is the next opportunity or, in other words, is the second opportunity for those who are at the age of compulsory education and do not have the ability and literacy skills [7].

1.1. Program Evaluation

Prior to every program implementation, there needs to be a plan and determination of the objectives to be achieved, so that, in the implementation, the level of success can be seen by looking at the references that have been set. According to [8] in his book entitled Program Evaluation: "A program is an organized collection of activities designed to reach certain objectives".
Before a program is launched, various forms of analysis can be undertaken to influence policy decisions: need assessment, problem analysis, considerations of operational efficiency, and cost-benefit studies. These types of analysis are important for guiding decisions about whether or not a program should be implemented and in determining its scope and characteristic. Furthermore,[10] in his book entitled Program Evaluation: Methods and Case Studies, defines program evaluation as "collection of methods, skills, and sensitivities necessary to determine whether a human service is needed and likely to be used, whether it is sufficiently intense to meet the need identified".

1.2. Literacy
[11] Literacy is an indispensable foundation that enables young people and adults to engage in learning opportunities at all stages of the learning continuum. Aid Agencies’ definitions of literacy quoted Departement (UK); United States Agency for International Development; Work Bank. [12] Literacy is a basic set of skills (reading, writing, and counting) or competencies. [13] Literacy is at the heart of sustainable development. It is further noted that literacy is a key lever of social change and a practical tool of empowerment on each of the three main pillars of sustainable development; namely: economic development, social development, and environmental protection. [14] Literacy as the ability to identify, understand, interpret, create, communicate, compute, and use printed and written materials associated with varying context. Literacy involves a continuum of learning in enabling individuals to achieve their goals to develop their knowledge and potentials and to participate fully in their community and wider society.

1.3. Adult Learning
To be able to carry out the learning process of literacy education in Indonesia, literacy education tutors need to have knowledge of the philosophy and concepts of adult education [7]. This is because the literacy education targets are adults. As for adult learning characters are as follows:
1) Adults have different self-concept from one another, adults are able to make decisions, can be given responsibility, and are aware of their duties and roles.
2) Adults are rich in experience, so that experience has become a provision for adults to learn.
3) Adults learn to solve problems in their lives, so learning is not only used for future provision but also to overcome the problems of their current lives.
4) Adults know and are aware of their learning needs, therefore, this awareness can be a source of learning readiness.

[15] Adult learning and education encompasses all formal, non-formal, and informal or incidental learning and continuing education (both general and vocational, and both theoretical and practical) undertaken by adults (as this term is defined in any one country). Adult Learning and education participants will typically have concluded their initial education and training and then returned to some form of learning. But in all countries there will be young people and adults who did not have the opportunity to enrol in or complete school education by the age foreseen, and who participate in adult learning and education programs, including those to equip them with literacy and basic skills or as a 'second chance' to gain recognized certificates.

[16] that ‘andragogy’ comes from two Greek words, namely ‘andra’ which means adult and ‘agogos’ which means to lead. It can also be said that andragogy is a science and art in helping adults learn. [17] In the title of his research: Adult Learning in the Context of Comparative Higher Education, stated that as an art and science in assisting adult learning, there are six assumptions of andragogy for adult students, namely as follows: Want to Know/Understand: Adults must know the reasons why they learn, Experience: Adults use their experience to help their learning, Self Concept: Adults are responsible for their decisions regarding education, involvement in planning and evaluating teaching for them, Readiness: Readiness to take a social role as a learning prediction, and Orientation: As adults acquire new knowledge, it will be immediately applied in solving problems.

Broadly speaking, factors that can affect the adult learning process include internal and external factors. Internal factors are all factors that originate from within the learners; such as physiological
factors that include hearing, vision, physiological conditions, and psychological factors that include needs, intelligence, motivation, attention, thinking; and remember and forget. External factors are all factors originating from outside the learners, such as learning environment factors that include the natural, physical, and social environment as well as the presentation system factors which include the curriculum, teaching materials, and presentation methods. [18] In adult learning, adult learners need to realize that experience is a potential capital and potential for learning. Adult educators need to take the learners’ experience into account in selecting methods and materials to present and help the learners change and transform the meaning and skills acquired from previous experience. As for the implementation channel and learning process of basic literacy education program in Indonesia are as follows:

![Figure 1. The Implementation Channel and Learning Process of Basic Literacy Education Program in Indonesia](image)

2. Methodology
This research is an evaluation research using qualitative methods. The model used is the discrepancy evaluation model (Provus: 1969) which includes four aspects: (1) Design, (2) Installation, (3) Process, and (4) Product. The instruments used in this research are observation guidelines, interview guidelines, and document analysis guidelines. This research uses a qualitative approach. A research with a qualitative approach, as [19] stated, is one that can be conducted because of a problem and the problem needs to be explored. Then qualitative research requires complex and detailed understanding about the problems, and qualitative research can be used to develop theories when the theories are
partial or inadequate for certain populations and samples or the existing theories do not adequately capture the complexity of the problem being studied.

As for the results of the discrepancy will be displayed with A for those that meet the criteria, B for those that do not fully meet the criteria, and C for those that do not meet the criteria. In the findings of this research, we focus on the evaluation findings at the level of ‘not fully meet the standards’ and not meet the standards’.

3. Results and Discussion

The research findings are explained based on 4 aspects (DEM):

1. **Design**: Based on the goals and objectives of the basic literacy education program, there are discrepancies in the target of the basic literacy education program, that there were learners over the age of 59 years old who were registered and attended basic literacy education programs. It can be concluded that the design aspect of basic literacy education program in Bogor Regency are not in accordance with the evaluation standards.

   | ASPECTS EVALUATED | EVALUATION CRITERIA | EVALUATION FINDINGS | RANKS | RECOMMENDATION |
   |-------------------|---------------------|---------------------|-------|----------------|
   | 1. Targets        | a. Learners of basic literacy education program | Each institution has not maximally collected the data on the learners | A B C | The evaluation criteria are mostly fulfilled; the assessment is categorized as less appropriate; the basic literacy education program objectives need to be re-socialized in order that each institution keeps referring to the guidelines that have been set. |
   |                   | b. Illiterate population aged 15-59 years, priority: 45 years and above, in the regency with the densest illiterate population | The socialization provided by the Ministry of Education and Culture and the Education Office of Bogor Regency has not been optimal. |       |                |

2. **Installation**: The findings of evaluated aspect in the orientation or training of educators shows that the orientation of educators should have been carried out before the simultaneous commencement of the basic literacy education program. There had to be a careful preparation and appropriate scheduling before the basic literacy education program was implemented so that educators / tutors would have improved their knowledge. Furthermore, the findings based on the evaluated aspect, which is the initial recruitment and assessment of the learners, conclude that the provider of the basic literacy education program did not maximally perform the administrative selection process. The data collection carried out by the provider of basic literacy education program was also not maximum, so that the information attached to the initial assessment of the learners was only found on the family card. The initial interview to find out the abilities of the learners was not continued, so that it caused the lack of information about the learners who were classified as pure or semi-illiterate. Furthermore, the aspect evaluated was the preparation of work program, the provider
collaborated with educators and education personnel in preparing a work program that had a description of learning time, learning schedules, learning rules contract and attached number of learning groups in each PKBM. However, no academic calendars were found, either those which were issued by the local government or those that had been enriched by the institutions. As for the aspects that were evaluated regarding the preparation of learning facilities and infrastructure, the findings obtained were that there were still learners who learned with makeshift facilities and infrastructure and there were still learners found in the local RT home yard that did not consider the criteria in supporting the learning process.

### ASPECTS EVALUATED

| Evaluation Criteria | Evaluation Findings | Ranks | Recommendation |
|---------------------|---------------------|-------|----------------|
| 1. Orientation or educator training | The central government, local government, and basic literacy education provider are obliged to carry out the orientation or training of educators which is marked by granting certificates and aims to foster or improve the competence of educators. | There is information submitted by the Education Office of Bogor Regency, that the implementation of the orientation will be held before the basic literacy education program is implemented. The lack of preparation regarding the orientation or training of basic literacy education program by the central government caused the orientation was carried out after 2 months of running the basic literacy education program. | A | The evaluation criteria are mostly fulfilled, the assessment is categorized as less appropriate; the orientation or training of educators should be held before the implementation of the basic literacy education program. |
| 2. Recruitment and initial assessment of learners | a. Learner Recruitment; illiterate people aged 15 | The basic literacy education program | | The evaluation criteria are mostly not fulfilled, the assessment is |
| ASPECTS EVALUATED | EVALUATION CRITERIA | EVALUATION FINDINGS | RANKS | RECOMMENDATION |
|-------------------|---------------------|---------------------|-------|----------------|
|                   | years and over,     | provider carried out | B     | categorized as ‘not meet the standards’ so that it needs more detailed and ongoing attention and data collection from the Directorate, the Education Office of Bogor Regency and the provider of basic literacy education program |
|                   | learners aged 15-59 | the administrative selection process less maximally. |       |                 |
|                   | years are prioritized; | |       |                 |
|                   | b. Initial assessment; | |       |                 |
|                   | aims to find out the initial ability of the learners in reading, writing, and arithmetic, also useful for knowing the classifications of prospective learners | |       |                 |
|                   | | | A |                 |
|                   | | | B |                 |
|                   | | | C |                 |
| 3. Preparation of | The provider collaborates with educators and education personnel in preparing basic literacy education work program | |       |                 |
| Work Program      | a. Learning time,    |       |       |                 |
|                   | b. Learning schedule, | |       |                 |
|                   | c. Contract          | |       |                 |
|                   | d. Learning rules    | |       |                 |
|                   | e. Learning groups,   | |       |                 |
|                   | f. Calendar attachment| |       |                 |
|                   | | | A |                 |
|                   | | | B |                 |
|                   | | | C |                 |
| 4. Preparation of | The provider of the basic literacy education program can utilize the facilities available in the surrounding environment to support the learning process. | |       |                 |
| learning facilities and infrastructure | | | A |                 |
|                   | | | B |                 |
|                   | | | C |                 |
|                   | | | A |                 |
|                   | | | B |                 |
|                   | | | C |                 |
|                   | | | A |                 |
|                   | | | B |                 |
|                   | | | C |                 |
|                   | | | A |                 |
|                   | | | B |                 |
|                   | | | C |                 |

The evaluation criteria are mostly fulfilled, the assessment is categorized as less appropriate; so that the preparation of the work program is incomplete and lacks the evaluation criteria.
### ASPECTS EVALUATED

| EVALUATION CRITERIA | EVALUATION FINDINGS | RANKS | RECOMMENDATION |
|---------------------|---------------------|-------|----------------|
| A                   | B                   | C     | process        |

### Process: What were evaluated and have findings are graduate competencies, core competencies and basic competencies. Evaluation findings regarding this aspect show that there were learners who did not comprehensively understand the numbers 1 to 100; learners knew the currency and but did not know how to write it well and correctly; the learners only knew that currency was a daily transaction tool. Furthermore, in the planning and implementation of learning, the evaluation findings are related to the development of Lesson Plans (RPP) which were still lacking guidance on graduate competency standards, content standards, and process standards; so that these weaknesses were still found in the learning process and did not support the implementation of adult learning. The next aspects which becomes the evaluation findings are the assessment of the learning process and final assessment. In the learning process, the tutors should have informed the progress of the learners written in a journal that recorded some weaknesses and strengths of the learners in order that they could be identified. Then, the tutors could find ways to improve the learners’ abilities equally. In addition, there had been no elaboration in the form of narrative text that informed the assessment report on both the aspects of attitude and knowledge and skills, so that every achievement of the learners was not yet measurable.

### ASPECTS EVALUATED

1. Graduate competencies, core competencies, and basic competencies

   | EVALUATION CRITERIA | EVALUATION FINDINGS | RANKS | RECOMMENDATION |
   |---------------------|---------------------|-------|----------------|
   | A                   | B                   | C     |                |

   - Graduates of the basic literacy education programs are expected to:
     - have behavior and ethics that reflect the attitude of believers and be responsible for interacting with the family, community and natural environments in everyday life.
     - master factual knowledge about how to communicate through Indonesian and counting to do

   - There were learners who did not understand the numbers 1 to 100
   - There were learners who knew the currency but were neither able to write it down in numbers nor say it well and correctly.

   The evaluation criteria are mostly fulfilled; the assessment is categorized as less appropriate; so that the graduate competencies need to be seriously improved to realize the expected graduate competencies.
| ASPECTS EVALUATED | EVALUATION CRITERIA | EVALUATION FINDINGS | RANKS | RECOMMENDATION |
|-------------------|-------------------|-------------------|------|----------------|
| daily activities in family and social lives. | | | | |
| c. be able to use Indonesian and numeracy skills to carry out daily activities in family and social lives. | | | | |
| 2. Planning and implementation of the learning | a. Developing the learning syllabus | There is a syllabus. | □ | Evaluation criteria are mostly fulfilled; the assessment is categorized as less appropriate; so that the planning and implementation of learning can be re-identified according to graduate competency standards, content standards, process standards, and assessment standards. |
| b. Developing lesson plans (RPP) | There are lesson plans (RPP) and developed methods. | | | |
| c. Lesson plan (RPP) format | There are guidelines for the implementation and learning of the basic literacy education program. | | | |
| d. Filling in the lesson plan (RPP) format | In the lesson plans, each institution still has deficiencies in the standards that have been determined; there is still a lack of elaboration on graduate competency standards, content standards, and process standards; and there are still many weaknesses in the assessment standards. | | | |
| e. Applying the principles of learning | | | | |
| f. Application of adult learning | | | | |
### 3. Assessment of the learning process and final assessment

| ASPECTS EVALUATED | EVALUATION CRITERIA | EVALUATION FINDINGS | RANKS | RECOMMENDATION |
|-------------------|---------------------|---------------------|-------|----------------|
| 1. Attitude competence: | a. Observation b. Self-assessment c. Journal | | | |
| 2. Knowledge competence: | a. Written test b. Oral test c. Assignment | | | |
| 3. Skill competence: | a. Performance assessment b. Project evaluation c. Portfolio | | | |

- The journal that informs the students' strengths and weaknesses in meeting 3 competencies is not yet found.
- There is no description of the assessment report in the form of attitudes but contained in the report in the form of numbers / scores on 3 competencies.
- Every achievement of the learners is not yet measurable.

Most evaluation criteria are met; the assessment is categorized as less appropriate; the assessment of the process and final assessment need to be explained clearly and completely; so that the detailed assessment is measured.

### 4. Product: What were evaluated and have findings are the achievement results. The findings of this research show that the learners had not maximally understood the learning materials and there were several obstacles in the learning process that became notes to improve the quality of basic literacy education program in the coming year. One of which was the vision factor, attendance, and internal and external motivation of the learners.

| ASPECTS EVALUATED | EVALUATION CRITERIA | EVALUATION FINDINGS | RANKS | RECOMMENDATION |
|-------------------|---------------------|---------------------|-------|----------------|
| 1. Achievement results | Based on the calculations made every year, the achievement results of basic literacy education programs in each province have different levels of success. As for the factors underlying these differences are: a. Geographical | | | The evaluation criteria are mostly fulfilled; the assessment is categorized as less appropriate; the achievement results need to be explained clearly and completely; so that the results of each learner are measured in detail as expected and can re-evaluate the achievements of each learner. |
### ASPECTS EVALUATED

| EVALUATION CRITERIA |
|---------------------|
| location          |
| b. Cultural values in society |
| c. Economy in the local area |
| d. Infrastructure that is less supportive |

While the achievement results of the basic literacy education program are that the learners are able to:
- Read announcement letters, electricity bills, invitations, write their personal or family members’ data on forms, calculate their daily expenses, tell time on the clock, read the calendar, at school (when taking children's report cards), electricity payments, RT or district office when dealing with population matters (KTP), traditional markets, and be confidence to socialize with the surrounding environment.

### EVALUATION FINDINGS

| EVALUATION FINDINGS |
|---------------------|
| results of the learners because of the factors of vision, attendance, and motivation to learn more at home. |

### RANKS

| A | B | C |
|---|---|---|
|   |   |   |

**RECOMMENDATION**

basic literacy education program.

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4. **Conclusion**

Based on the results of the research and the findings of basic literacy education program in Bogor Regency, the researchers can draw the conclusions: (1) Design stages in the basic components of goals and objectives have not maximally met the evaluation standards/criteria. (2) Installation stages in the
components of the implementation preparation have not maximally met the evaluation criteria. (3) The stages of the process in the components of the implementation of basic literacy education program have not maximally met the evaluation criteria. (4) The result stages in the components of achievement results have not been maximized, so that they have not met the evaluation criteria. In the end, the results of this research need to be followed up by the cooperation and commitment of the central, regional government, and institutions that hold basic literacy education programs, to fix the weaknesses of each implementation and in order that there will be continuous improvement to make Indonesia illiterate free.

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