

The Implementation of Serdang Bedagai Regency Policy in Accomplishing the Conception of Literacy District

Agus Marwan, R. Hamdani Harahap and Amir Purba
Faculty of Social and Political Science, Universitas Sumatera Utara, Medan, Indonesia

Keywords: Literacy, Implementation of Policy, Literacy District.

Abstract: Serdang Bedagai is one of *Literacy District* in Indonesia. How the policy been applied and implemented to accomplish the conception of literacy district is the formulation of the problem in this study. The objective of this research is to find out the implementations of policies and programs worked by Serdang Bedagai in accomplishing the conception of Literacy District. This research formed in a descriptive analysis. Achieved by describing the available data and facts, of which the data then been interpreted and analyzed. The data gained through data collection techniques then been given adequate interpretation by following with the formulated research objectives. To accomplish the conception of literacy district, there are two-line approaches that have been conducted by Serdang Bedagai. First, by formulating several policies related to literacy. Second, by executing the program as a literacy policy derivative. Serdang Bedagai has formulated a policy in the form of Regional Regulation (*Perda*) No. 7 of 2016, Regent Decree, Decree of the Head of Education Authorities, and several Circular Letters of the Head of the Education Authorities related to the literacy program. This policy then been followed up with the implementation in the form of programs. The formulated policies and programs have been meet the Regional Literacy Index (ILD) standards and thus Serdang Bedagai able to accomplish the conception of Literacy District.

1 INTRODUCTION

It is undeniable that most Indonesian people still have a very low interest in reading. As well as Indonesian students. The survey of reading interest conducted by the 2015 PISA (International Student Assessment Program) test announced on December 6, 2016, has placed Indonesia in 64th rank out of 72 countries (Antoro, 2017). In the 2011 Progress in International Reading Literacy Study (PIRLS), Indonesia is ranked 45th out of 48 participating countries with a score of 428 out of an average score of 500 (Kementerian Pendidikan dan Kebudayaan, 2016).

The National Library of the Republic of Indonesia also reports that 90% of Indonesians over the age of 10 are more fond of watching TV than reading books. This shows that 90% of Indonesian people are likely less enthusiastic about reading (Sutarmi, 2015). The same report also informed that Indonesian people only read at most 3 books, even more, this comes from the age 0-10 years. Meanwhile, most people in developed countries read at least 20-30 books per year.

The movement to increase the awareness reading culture has already been managed by various communities indeed. Yet this movement was still going informally and only limited to certain communities. In 2015, the literacy movement in a formal scheme has been echoed by the government through Permendikbud No. 23 of 2015. In this Permendikbud, it is elaborated that literacy activities are a part of character developing movements. Thus, as a movement, it has been regulated to read and write for 15 minutes every day.

Permendikbud No. 23 of 2015 led to the emergence of the School Literacy Movement (GLS) in the Directorate General of Primary and Secondary Education, the Indonesian Reading Movement (GIM) in the Directorate General of PAUD and Community Education, and the National Literacy Movement (GLB) in the Language Development and Development Agency. All of these programs are contained in the National Literacy Movement (GLN) (Antoro, 2017).

Serdang Bedagai Regency sees this literacy program as a crucial agenda to develop students' and society's life skills. Right after the central

government launched a national literacy program in 2015, the government of the Serdang Bedagai Regency has soon followed up on this literacy curriculum as a district program.

The literacy program in Serdang Bedagai was officially begun since the declaration of Reading Culture Movement in Serdang Bedagai Regency on November 28, 2015 (Jurnal Asia, 2015). Along with this declaration, a mass silent reading activity was also held as well as a mass book reviewing activities involving 10,610 students and educators. MURI, the Indonesian World Records Museum, then listed this activity as the record for the biggest book-reviewing in Indonesia.

Serdang Bedagai District Government's serious attention in developing the literacy has also been demonstrated by formulating several policies and regulations to implement the program. The formulated policies and programs are supported by budget policies through the APBD. In addition, Serdang Bedagai also established a partnership with USAID PRIORITAS to expand the literacy program.

The special attention and commitment of the Serdang Bedagai Government in building the literacy movement was finally noticed by the central government. Especially, at the same time, the central government through the Ministry of Education and Culture (Kementerian Pendidikan dan Kebudayaan (Kemendikbud)) is actively promoting the *national literacy movement*. Kemendikbud's Directorate of Primary and Secondary Education through the School Literacy Movement Task Force (GLS) has formulated a concept to measure the literacy progress in regional areas. The concept is called the Regional Literacy Index (ILD). There are five components measured in this ILD: *first*, the index of publication and outreach; *second*, an index of strengthening the literacy actors/activists; *third*, index of reading material supply; *fourth*, index of institutional strengthening; and *fifth*, the index of public involvement (Kementerian Pendidikan dan Kebudayaan, 2017).

With this ILD measurement tool, the Ministry of Education and Culture conducts an assessment of the literacy program implementation in the regional scopes. In 2017, Serdang Bedagai became one of the districts in Indonesia which had been assessed through the ILD instrument. From this assessment, Serdang Bedagai Regency won first place as the best National Literacy District.

How the policy and the implementation of literacy conception in the Serdang Bedagai Regency been accomplished is the main problem in this research. It is hoped that this research will illustrate how policy

and implementation are managed and operated. Moreover, it can be useful to be a reference in making literacy-related policies by other local governments. Also, it can be additional literature related to literacy policies at the district level because, by the literature search, there are no research results related to literacy policies at the district level.

2 LITERATURE REVIEW

2.1 The Concept of Literacy

According to the Oxford Dictionary, literacy is "*the ability to read and write; competence or knowledge in a specified area*". Meanwhile, the Indonesian Dictionary Tim Penyusun, 2008) has not yet included the word of "literacy", instead of "literator" to refer to the literary experts, professional authors; also "litterer" which means related to writing-tradition. When we interpret "literacy", the Indonesian Dictionary defines the word limitedly, that is the ability to read and write. People who can read and write are called "literate". In the Indonesian-English dictionary written by Stevens and Schmidgall-Tellings (2014), the word contained "literacy" has also not included in the dictionary.

UNESCO defines literacy as a set of abilities in using the skill of reading, writing, and numeric that obtained and developed through the learning process and application in schools, families, and communities (Ibrahim, 2017). On the other hand, the Indonesian government views literacy as not merely a matter of reading-and-writing. To compete with global citizens, the government places literacy skills as one important competency that needs to be possessed. For this reason, the society and community have to master six basic literacy, i.e. literacy of reading-writing, numerical literacy, scientific literacy, digital literacy, financial literacy, and cultural and citizenship literacy.

Laxman Pendit gave literacy a broader understanding (Gong & Irkham, 2012). According to Laxman, literacy includes all the abilities needed by a person or a community to take part in all activities related to texts and discourse. Literacy is also seen as a range that contains various levels of measurement, such as fluent, effective and critical. This means that the people who understand literacy are those who can participate actively and independently in textual communication, including in communication which using media of print, visual, analogue and digital.

In terms of progress of times, literacy community is divided into three generations (Gong & Irkham,

2012). The first literacy generation, or "literacy generation 1.0", is a literacy community based solely on library-related activities. Their acts are limited to borrowing, reading, and returning the books to the library. The second literacy generation, or "literacy generation 2.0", is a generation that has expanded the activities or variants of services not merely in borrowing, reading, and returning the books. This generation held a variety of events to increase the effectiveness of the correctional interest in reading movements, from book launching and reviewing, meet the writers, writing training, to book reading competitions. The third generation of literacy, or "generation of literacy 3.0", is the generation that interpreted literacy entries not merely in the scope of reading or writing, and even limited the activities only to book-related things. Their understanding of literacy is defined as the ability required by a person or a community to take part in all kinds of activities related to texts and discourse. In other words, literacy does not solely cover reading and writing issues but also goes hand in hand with other aspects, such as economics, politics, law, technology, as well as education, history, and lifestyle.

2.2 The Implementation of the Policy

The implementation of policies, cited by Nugroho (2014), principally is a way of a policy achieves its objectives. Riant stated that there was often a mistake in interpreting the implementation of policies that, so far, we often assumed that when a policy had been made, the implementation would proceed on its own.

Meanwhile, Van Meter and Van Horn define policy implementation as actions taken by individuals or groups of government or private sectors which certainly directed to achieve the goals set in previous policy decisions (Winarno, 2008).

According to Edwards (2003), policy implementation is one stage of public policy, between the formation of policies and the consequences of policies on the people they influence. If a policy is inaccurate or cannot reduce the problems of which the policy been targeted, then the policy can undergo a failure even if that policy is very well implemented.

Charles O'Jones defines policy implementation as an interactive process between a set of goals and actions, or that is interactive with the policy activities that precede it. In other words, implementation is an activity intended to operate a program with organizational pillars, interpretations, and implementation (Harahap, 2004).

According to Mazmanian and Sabatier, policy implementation is to understand what actually

happened after the program was declared valid or formulated supposed to be the main focus of the policy implementation. This concerns events or activities that occur after the adoption of state policy guidelines, which include both efforts to administer them and to give a real impact on society (Gustina, 2008).

3 METHOD

This research formed as a descriptive study that aims to explain or describe a situation, event, object whether it is a person or everything related to variables that can be explained either by numbers or words (Setyosari, 2010). Describing the available data and facts, interpreted, and then analyzed.

The materials used as data sources are primary and secondary data. Primary data, in this case, is collected from key sources that are the Regional Head, Head of the Education Office, Head of the Library Office, Education Office Staff, School Principals, and the staff. Primary data is also taken from direct observations in the field. Whereas secondary data is taken from the policy documents and literacy programs that have already been formulated and implemented. Also, secondary data is taken from several program reports.

Both primary and secondary data were collected and analyzed by using the method of qualitative descriptive data analysis. The data obtained through data collection techniques are then given an adequate interpretation by the formulated research objectives.

4 RESULTS AND DISCUSSION

4.1 The Beginning of Literacy Movement in Indonesia

The literacy program informal scope emerged in line with the issuance of Regulation of the Minister of Education and Culture of the Republic of Indonesia (Permendikbud) Number 23 of 2015 concerning Growth of Character. This Permendikbud contains various activities carried out by students and teachers, both mandatory and examples or choices. Essentially, the good behaviour mentioned in Permendikbud become entrenched in school.

One of the expected good behaviours entrenched in school and then transmitted at home is reading. This is mentioned in the attachment to Permendikbud item F, habituation of activities in item VI

(Developing students' full potential), namely: "Using 15 minutes before study time to read books other than textbooks (everyday)."

Based on the program design and road map, the Ministry of Education and Culture then sets the indicators for achievement of the literacy program for the regions nationally. The indicator was formulated in the form of the Regional Literacy Index (ILD).

The Regional Literacy Index consists of five components that describe the literacy program implemented by stakeholders as listed in the 2016 National Literacy Movement Report (DG PAUD-Dikmas, 2016), i.e: Publication and Socialization, Strengthening Literacy Actors/Activists, Provision of Reading Materials, Institutional Strengthening, Public Engagement (Kementerian Pendidikan dan Kebudayaan, 2017).

4.2 The Literacy Policy in Serdang Bedagai Regency

To accomplish the National Literacy Movement program that has been organized by the central government through the Ministry of Education and Culture, the Serdang Bedagai government has formulated several policies. The policies include preparation of local regulations related to literacy, the formation of The Reading-Culture Program Implementation Team at Serdang Bedagai Regency in 2016. The policy was then continued by the Serdang Bedagai Education Authorities by forming the Reading Culture Assistance Team in Serdang Bedagai. In addition to the Assistance Team, the Education Authorities also issues a special Circular Letter on Reading Culture.

As for the form of policies that have been formulated by Serdang Bedagai government, namely *first*, Regional Regulation (Perda) No. 7 of 2016 concerning the Implementation of Education in Serdang Bedagai Regency. In this regulation, a policy related to Reading Culture is regulated to support the improvement of education quality. Article 88-89 regulates the reading culture in the Education Unit. While articles 90-91 regulate Reading Culture in the Community, and articles 92 regulate Regional Government Support for the Development of Reading Culture.

Second, Regent Decree Number 287/420/2016 concerning the Formation of a Reading Culture Program Implementation Team. This team has a role to ensure the program can be well carried out by the plans that have been developed. *Third*, Decree Number 18.11/423/1650/2016 concerning the Appointment of a Reading Culture Program

Assistance Team. The Assistance Team is expected to carry out various literacy programs that have been formulated technically. *Fourth*, Circular Letter from the Head of the Education Office. The Head of the Education Office has issued four Circular Letters which include technical rules regarding the literacy program that must be carried out.

Fifth, Regent Decree Number 216 / 18-30 / Year 2018 Regarding Determination of the Built Library in Serdang Bedagai Regency. The Regent's Decree was issued on March 22, 2018. Through this Regent's Decree, there are 24 libraries have been established in 2018. The 24 libraries consist of 5 school libraries, 9 sub-district libraries, 2 special libraries, they are the library of the Regional Representative Council office and the library of the Serdang Bedagai District Attorney's Office, and 5 TBM.

Sixth, the Policy of Budget Allocation through the APBD. In 2015, the regional budget for the literacy program was allocated Rp. 266,000,000. Specifically, this budget is intended for the Program to develop reading interest and the Declaration of the Reading Culture Movement. In 2016, a budget allocation of Rp. 180,000,000, - for the procurement of reference books, and Rp. 229,250,000, - for the reading culture and library development program. In 2017, a budget allocation of Rp. 2.91 billion has been allocated for the procurement of school books, and Rp. 229,250,000 for reading interest development programs.

4.3 The Literacy Program in Serdang Bedagai Regency

Based on the policies that have been formulated by the Serdang Bedagai government, various program activities have been carried out as its policy implementation. The implementation formed in the scope of programs and was carried out at the district government level, the school level, and also including the program partnership with USAID PRIORITAS.

4.4 Literacy Activities Implemented at the Regency Level

The beginning of the literacy program at district level in Serdang Bedagai was the Declaration on the Reading Culture Movement held on November 26, 2015, which involved 10,610 students, teachers, parents, and the Muspida Plus. This activity has broken the MURI records for the *Silent Reading* and *Book Reviewing* categories. This declaration soon followed by socialization and coordination involving stakeholders to ensure planning and literacy activities

can go accordingly to the objectives. This socialization and coordination are carried out routinely by involving stakeholders, but the leading sector is the Education Office and is assisted by the Library and Archives Service.

Simultaneously the Office of Education implements a 15-minute reading program before school hours in all schools in Serdang Bedagai Regency. In addition to formal schools, informal programs are also carried out through Revitalization and the Development of Community Reading Gardens (TBM).

By the direction of the Regent, all sub-district offices are expected to provide a library in their office. From the data submitted by the library authority, there have been 9 library units in each sub-district. This continued in the procurement and development of libraries in the village, and also libraries in houses of worship. Data of Library Department, there have already been 81 village library units in the entire Serdang Bedagai Regency, and 5 libraries in the house of worship.

Per the mandate of Regional Regulation No. 7 of 2016, the learning hours at home starts from 19:00 to 20:00 WIB. Through this program, the community is expected to support their children to learn and read at home. Another program is the book procurement to expand the reading access, especially to students. Every year the Serdang Bedagai Library Service adds 500 copies to its book collection. While the Education Office has allocated a budget of 2.91 billion for book procurement in 2017. There is also launching and book reviewing activity by presenting the author, procurement of a mobile library by Dina library, revitalizing Madrasah Diniyah Takmiliah Awaliyah (MDTA) as a place to read Al-Qur'an for Muslim students. In addition to involving the Serdang Bedagai Regency Government, the program also has involved the Ministry of Religion, which conducts coaching directly. It also supports and fosters several Al-Quran Parks that have been established in the community.

In addition to providing facilities, a strengthening program for literacy activists has also been completed. This was done by the School Literacy Movement Workshop for all public and private elementary and junior high school principals, as well as a training program for librarians. To get broad support from the community, a Serdang Bedagai Literacy Community Forum was formed. This forum was formed in 2017, through this forum it is hoped that the community literacy movement can be further expanded and strengthened.

Literacy campaign programs are also carried out by both orally and in writing. Orally, in their remarks,

both the Regent and the Head of the Education Office always delivered messages related to literacy. In the context of writings, the campaign was carried out through posters and pamphlets in schools. Publication of various literacy activities was announced through print and online newspaper media such as radio, books, magazines, bulletins, and television.

Various literacy competitions were also held, for instance, the competitions of storytelling, writing, colouring and student speech through the Library Service. Including the Literacy Award given to schools. This award is held annually through the Education Innovation Award activity.

4.5 Literacy Activities at the School/Madrasah

The main target of the literacy program is actually in schools/madrasah. Through schools, we hope that children's intellectual skills can be well developed, one of which is through the literacy program. Various literacy activities at the school level have been carried out in Serdang Bedagai.

The main activity is reading for 15 minutes before class time in all schools and madrasah. The students initially read in silent, and they have to present what they have read, in between class hours, once a week in all schools and madrasah. In writing activities, they have to present their writings, in between class hours, once a week. As well as a guided listening activity where the students have to present what they have listened, once a week. These activities also include regular school library visits.

The school provides facilities and infrastructure to support the reading culture programs in schools/madrasah, such as: reading corners in each class, reading halls, reading trees, and reading baskets. To give more access to books, various activities such as student book gathering and books donations from alumni or other non-binding parties have already been implemented. There are also various publications related to literacy, such as school/madrasah bulletins, and books written by students. At schools, there are such special elections to choose the students who are considered having high commitment and passion for literacy, whereas the elected students then will be assigned as the *ambassador of reading*.

The various literacy competitions were also conducted at schools, such as speech competition, storytelling, poetry, writing stories, reading Qur'an, reading stories with pictures, and quiz. These competitions are usually held in celebrations of religious holidays and national holidays.

4.6 The Program of Literacy Partnership with USAID PRIORITAS

USAID PRIORITAS is an educational partnership program run between the governments of the United States and Indonesia. The purpose of this program is to improve the comprehensive quality of education in Indonesia. USAID stands for *United State Agency for International Development*, a United States World Development Institution. This institution is directly under the United States Embassy. Meanwhile, PRIORITAS stands for *Prioritizing, Reform, Innovation, and Opportunities for Reaching Indonesian Teachers Administrators and Students*. A program that prioritizes renewal, innovation and opportunities for teachers, education staff and students (USAID, 2012).

The program works with partners at the national and local levels to improve the quality and relevance of learning, improve education governance and management, and improve coordination support within and between schools, teacher/teacher education/training institutions and government at all levels. Serdang Bedagai has conducted a Memorandum of Understanding (MOU) with USAID PRIORITAS on November 11, 2014, and the program began in early 2015 (Suara Sumut, 2014).

One of the collaborative education programs is matters related to the reading culture program. The reading culture program began in mid-2015 and is still very limited to 24 partnered schools. In addition to training school stakeholders related to the culture of reading in schools, it also provides 400 copies of books to each school.

In 2016, the partnership program with USAID PRIORITAS was continued with the Tiered Reading Book program. This program will specifically help children in the early grades to have reading skills and understanding the reading content. The program initially trained teachers and principals in 176 selected partnered schools. After the school-level training was completed, then USAID PRIORITAS continued the support by providing book assistance to 176 partnered schools whose teachers had previously been trained. Each school received 312 tiered reading books and guidebooks.

4.7 The Analysis of Serdang Bedagai Policy in Accomplishing the Conception of Literacy District

From the data found during the research process, the government of Serdang Bedagai District has serious

intentions in designing, implementing, and overseeing the program so that it can run in accordance with the achievement targets. This process is really carried out by considering aspects of policy, institutional, and fellowship.

As stated by Van Meter and Van Horn (1975), the implementation of policies should proceed linearly from the formulated policies. The implementation of policies through the literacy program carried out in Serdang Bedagai has been running linearly starting from the formulated policies that have already been accomplished through Regional Regulations (Perda), Regent Decree, Decree of the Head of the Education Authorities, to Circular Letter of the Head of Education Authorities that regulates the technical literacy program. In this case, the policy that has been formulated through the rules is directly proportional to its implementation, so it may not come out or deviate from the established line through policy.

Furthermore, according to Van Meter and Van Horn, policy implementation is also strongly influenced by the implementer or executor of the policy, the characteristics and agents implementing the program, communication between the organizations involved, and also externally strongly influenced by existing social, economic and political conditions. From observations and discussions with the interviewees, especially to the Regent and the Head of the Education Authorities, it was found that the Regent and the Head of the Education Authorities do not only play a role as policymakers, but they also overseeing and act as the policy implementers. The Regent, in his various remarks, always socialized literacy policies. So is the case with the Head of the Education Authorities who always delivers literacy-related policies and programs during all his activities in his working circumstances.

Both the Regent and the Head of Service are very enthusiastic and solid when it comes to literacy topics. They are hoping that all stakeholders and the community can support and be actively involved in the literacy program. Both the Regent and the Head of Education Authorities seem to have charismatic leadership characters so that what they have instructed and run on is always emulated and followed by the ranks underneath. This kind of literacy leadership is also directly proportional to the level of the District Program Implementation Team, as well as to the Literacy Program Assistance Team at the Education Authorities level, and down to the school level. Due to Regent and the Head of the Education Authorities' active leadership in promoting literacy, the impact is also experienced in the technical literacy team up to the school level. This

pattern of leadership decision-makers greatly influences the spirit of literacy, especially at the school level.

The connection between decision-makers and program implementers in the field is very well established, there are no communication barriers from the Regents, the Regional Representative Council, to the ranks of the Education and Library Authorities, and the implementers at the school level. The good collaboration between these institutions makes it easier in implementing policies at many levels. This circumstance is also supported externally by the conducive social, economic and political conditions where it does not interfere with the implementation of the program at all.

Although the contents of policy are formulated by regional regulations and the derived policy underneath, there is still policy rule that has not yet been formulated by Serdang Bedagai to further facilitate the coverage of its whole policies and programs. The researchers found the absence of policies in the form of Regents Regulations (*Perbup*) related to literacy that make the ranks underneath—in this case, the Education Authorities, Library Authorities, Sub-District Government, to villages' government—interpreted the literacy program according to the regulations mentioned above. The Education Authorities follows up on several Decrees and Circular Letters, while the Library Authorities has not followed up on various policies formulated by the Library Service itself. The regulatory umbrella used, aside from local regulation (*Perda*), is the Regent's Decree on the fostered library.

These supports from stakeholders and society also become this program's factor of success. The whole chain actors from the Regional Representative Council, implementers at the lower levels, parents, community leaders, and the community are very supportive of this program. Because it has been proven that the region's education quality is getting improved.

The literacy program that has been developed in Serdang Bedagai also meets the indicators standards set by the central government. Through the literacy program design developed by the central government, it is hoped that local governments can implement a literacy program that approves the ILD as well. Their consistency in ILD is what makes Serdang Bedagai could finally achieve national recognition as the best Literacy District.

Even though the policies and implementation of the literacy program in Serdang Bedagai are considered successful and thus delivered Serdang Bedagai as one *literacy district*, the spectrum of literacy movements is still limited to the concept of

literacy defined by UNESCO, which is still limited to activities around reading, writing, and numeracy. Whereas the central government required that concept of literacy implemented in broader understanding, not only merely interpreted as reading, writing, and numeracy related activities but also connect with the scientific, digital, financial, cultural, and citizenship literacy.

The literacy program developed at Serdang Bedagai still has not achieved the concept that has been stated by Laxman Pandit. Pandit cited that the meaning of literacy is all the abilities needed by a person or society to take part in all activities relating to texts and discourse. He continued, the terms *odliterate people* are those who can participate actively and independently in textual communication in real-life everyday. In other words, they are the type that can contextualize texts in various aspects of life, be it social, economic, legal, political and cultural aspects.

If we examine the category 'Literacy Generation' formulated by Agus M. Irkham, the Literacy Movement that has been developed in Serdang Bedagai is still in the category of First Literacy Generation 1.0 and Second Literacy Generation 2.0. The First Literacy Generation is still involved in activities around reading, writing, and libraries-things, while the Second Literacy Generation 2.0 begun to move on the interest in reading, book review, writer meetings, writing training, and literacy contests.

In terms of understanding and discourse, the actors and activists of the literacy movement in Serdang Bedagai already have understanding about the concept of Third Literacy Generation 3.0, but its implementation has not yet reached that stage. Third Literacy Generation 3.0 is a movement that does not merely involve conventional things as reading-writing, reading-culture movement, competitions, writing-training, but involving all kind of activities related to text and discourse, and concerning all aspects of life. The Third Generation Movement is a higher stage where information is the keyword to capture facts and to determine attitudes when it comes to decision-making stuff on every aspect of life in society. At this stage, technology becomes very instrumental, old patterns change to new patterns and are far more complex and dynamic.

5 CONCLUSION

To accomplish the conception of Literacy Regency, the Government of Serdang Bedagai has formulated

several policies that start from the Regional Regulation, the Regent's Decree, to the Head of Education Authorities' Circular Letter. The policy contents have been successfully implemented in the form of programs run by Program Implementation Team from the district level to the school level. Policy implementation that has been formulated and implemented by Serdang Bedagai has already been referred to as ILD indicators set by the Ministry of Education and Culture. Of five indicators set out in the ILD as a foothold to make a region worth the title "literacy district", Serdang Bedagai Regency has fulfilled every element needed.

The commitment of the regional government, in this case, the Regent and the Head of the Education Authorities strongly determine that the implementation of the literacy program policy can be carried out by the target achievement. The role of the Serdang Bedagai Regent is not merely a policymaker but also acts as a literacy-model itself.

The spectrum of the Literacy Movement in Serdang Bedagai is still in the First Generation and Second Generation stages. The program activities are still limited to reading, writing, numeric activity, library development, writing-training, acculturation of reading interest, literacy community, literacy competitions and the like, and are still not at the Third Generation stage.

REFERENCES

- Ibrahim, G.A., 2017. *Peta jalan gerakan literasi nasional*, Kementerian Pendidikan dan Kebudayaan. Jakarta.
- Antoro, B., 2017. *Gerakan literasi sekolah dari pucuk hingga akar: Sebuah refleksi*, Direktorat Jenderal Pendidikan Dasar dan Menengah, Kementerian Pendidikan dan Kebudayaan. Jakarta.
- Kemertian Pendidikan dan Kebudayaan, 2016. *Desain Induk Gerakan Literasi Sekolah*. Jakarta.
- Kementerian Pendidikan dan Kebudayaan, 2017. *Indeks literasi daerah*. Jakarta.
- Edwards, G.C., 2003. *Implementasi kebijakan publik*, Lukman Offset. Yogyakarta.
- Gong, G.A., Irkham A.M., 2012. *Gempa Literasi: Dari Kampung untuk Indonesia*, KPG. Jakarta.
- Gustina, I., 2008. *Implementasi program penanggulangan kemiskinan di perkotaan (p2kp) di kecamatan medan maimun*, Tesis, Program Pascasarjana Universitas Sumatera Utara, Medan.
- Harahap, J.S., 2004. *Implementasi proyek jalan dan jembatan*, Tesis, Program Pascasarjana Universitas Sumatera Utara, Medan.
- Tim Penyusun. 2008. *Kamus Bahasa Indonesia*, Pusat Bahasa, Departemen Pendidikan Nasional, Jakarta.
- Laporan Tahunan USAID PRIORITAS Sumatera Utara, Tahun 2017.
- Nugroho, R., 2014. *Public policy: teori, manajemen, dinamika, analisis, konvergensi, dan kimia kebijakan*, Elex Media Komputindo. Jakarta, edisi ke-5.
- Nugroho, R., 2017. *Public policy: dinamika kebijakan publik, analisis kebijakan publik, dan manajemen politik kebijakan publik*, Elex Media Komputindo. Jakarta, edisi ke-6.
- Jurnal Asia. 2015. Puluhan ribu pelajar raih penghargaan rekor muri. *Harian Jurnal Asia*, 30 November 2015.
- USAID. 2012. *Selamat Datang di USAID PRIORITAS*, <https://www.prioritaspendidikan.org/id/post/1/selamat-datang-di-usaid-prioritas>
- Suara Sumut. 2014. Sergai-USAID tandatangani mou bidang pendidikan. Suara Sumut. Retrieved from <https://suarasumut.com/arsip/sergai-usaid-tandatangani-mou-bidang-pendidikan>
- Setyosari, P., 2010. *Metode penelitian pendidikan dan pengembangan*, Kencana. Jakarta.
- Stevens, A.M., Schmidgall-Tellings, A.E., 2014. *Kamus lengkap indonesia-inggris*, Mizan. Bandung.
- Sutarmi, 2015. 90% orang indonesia tidak suka baca buku. *Antara*. Retrieved from <https://www.antaraneews.com/berita/526116/90-persen-orang-indonesia-tak-suka-baca-buku>
- Van Meter, D.S., Van Horn, C.E., 1975. The policy implementation process: A conceptual framework. *Administration & Society*, 6(4).
- Winarno, B., 2008. *Kebijakan publik teori & proses*, Buku Kita. Jakarta.