

MANAGING SCHOOL LITERACY PROGRAMS IN PUBLIC SENIOR HIGH SCHOOLS IN AMBON

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ABSTRACT

This study describes and analyzes the management of school literacy programs at SMA Negeri 9 Ambon and SMA Negeri 5 Ambon. The research used a qualitative multi-site design because it examined naturally occurring literacy practices in two public senior high schools. Data were collected through observation, semi-structured interviews, and documentation. The interviews involved ten informants consisting of two school leaders or school management representatives, four teachers, two library staff members, and two students. The analysis followed the interactive model of data reduction, data display, and conclusion drawing, while credibility was strengthened through source, technique, and time triangulation. The findings show that both schools have implemented literacy activities, particularly reading before lessons, but they demonstrate different management cultures. SMA Negeri 5 Ambon shows a more institutionalized literacy management pattern through broader program variation, teacher-library coordination, the annual Language Month program, and more regular evaluation practices. In contrast, SMA Negeri 9 Ambon shows an emerging literacy management pattern in which activities are mainly centered on classroom reading routines and strongly depend on subject teachers. Both schools have not yet established a formal School Literacy Team, which limits coordination, documentation, program continuity, and systematic evaluation. Supporting factors include principal support, teacher involvement, library availability, and coordination between teachers and library staff. Inhibiting factors include limited varied reading materials, low student reading motivation, uneven teacher punctuality, limited use of reading corners, and the absence of formal evaluation instruments. The study concludes that literacy programs need stronger formal planning, structured teams, diversified reading resources, teacher modeling, student-centered literacy activities, and systematic evaluation to develop into a sustainable school culture.

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INTRODUCTION

Literacy is a basic competence that enables students to understand, process, and use information in academic and social life. It is not limited to reading and writing activities, but also includes the ability to access, interpret, communicate, and use information critically in various contexts (Ati & Widiyanto, 2020; Kuder & Hasit, 2002). In the context of senior high school, literacy is particularly important because students are expected to understand increasingly complex texts, connect information across subjects, and use knowledge to solve problems.

The urgency of strengthening literacy is related to the continuing challenge of students' reading ability in Indonesia. Studies and policy reports have repeatedly shown that Indonesian students' literacy performance remains below the expected level. The analysis of PISA 2018, for example, indicated that Indonesian reading scores were still far below the OECD average (Badan Penelitian dan Pengembangan dan Perbukuan, 2021). At the school level, this condition encourages schools to strengthen reading habits and to integrate literacy practices into daily learning activities.

The School Literacy Movement, or Gerakan Literasi Sekolah, was introduced to cultivate a school ecosystem that supports reading, writing, critical thinking, and lifelong learning. The program emphasizes habituation, development, and learning stages, including fifteen-minute reading activities, use of school libraries, reading corners, book discussions, reading journals, and integration of literacy into classroom learning (Kementerian Pendidikan dan Kebudayaan, 2016; Direktorat SMA, 2020). However, the success of this program depends not only on the existence of activities, but also on how the program is managed.

Management is a systematic process that involves planning, organizing, actuating or implementing, and evaluating organizational activities to achieve predetermined objectives (Handoko, 1995; Terry & Rue, 2016). In a literacy program, planning includes setting goals, determining targets, forming a School Literacy Team, and integrating the program into school planning documents. Organizing includes program formation, role distribution, and funding arrangements. Implementation includes routine reading activities, library use, and student involvement. Evaluation includes routine review, success indicators, and follow-up improvements.

Preliminary observations at SMA Negeri 9 Ambon and SMA Negeri 5 Ambon indicated that literacy programs were already practiced, especially reading before lessons. Nevertheless, several management problems remained. The literacy program was not fully documented in school planning documents, a formal School Literacy Team had not been established, library collections were limited, students rarely visited the library independently, and evaluation was often conducted informally. These conditions show that school literacy practices require stronger management in order to become sustainable culture rather than incidental classroom routines.

Although the School Literacy Movement has been widely studied in Indonesia, many previous studies tend to focus on literacy habituation, reading interest, or implementation at elementary and junior secondary school levels. Fewer studies have specifically examined literacy program management in public senior high schools in eastern Indonesia, particularly in Ambon. This context is important because senior high schools face more complex literacy demands, including the need to connect reading activities with subject learning, critical thinking, public speaking, writing, and digital literacy. In addition, schools in Ambon operate within a socio-geographical context where access to varied reading materials, library development, student motivation, and school resource mobilization may differ from schools in larger educational centers. Therefore, studying SMA Negeri 9 Ambon and SMA Negeri 5 Ambon provides a more contextual understanding of how literacy programs are planned, organized, implemented, and evaluated in public senior high schools.

The novelty of this study lies in its focus on the management culture of literacy programs rather than merely describing the existence of literacy activities. By comparing two schools in the same district, the study shows how similar literacy policies may produce different practices depending on leadership, role distribution, program documentation, library support, evaluation mechanisms, and school culture. This comparative multi-site perspective is expected to contribute to the development of more sustainable literacy management models for senior high schools, especially in local contexts outside major urban education centers.

Based on this background, the present study aims to describe and analyze the management of school literacy programs at SMA Negeri 9 Ambon and SMA Negeri 5 Ambon. The study focuses on four management functions: planning, organizing, implementation, and evaluation. It also identifies supporting and inhibiting factors affecting the implementation of literacy programs in the two schools.

METHOD

This research used a qualitative approach with a multi-site study design. The approach was selected because the research aimed to describe and analyze the natural practices of school literacy program management in two different school settings. Qualitative research enables the researcher to examine social life in its natural context and to understand meanings from the perspectives of participants (Sugiyono, 2021).

The research was conducted at SMA Negeri 9 Ambon and SMA Negeri 5 Ambon, both located in Baguala District, Ambon City. The object of the study was the management of school literacy programs at the senior high school level. The research subjects included principals, teachers, library staff, and students because these groups were directly involved in planning, organizing, implementing, and evaluating literacy activities. The research subjects were individuals directly involved in the management and implementation of school literacy programs at SMA Negeri 9 Ambon and SMA Negeri 5 Ambon. The informants were selected purposively because they had relevant knowledge, roles, and experiences related to planning, organizing, implementing, and evaluating literacy activities. Based on the field data, the study involved ten informants consisting of two school leaders or school management representatives, four teachers, two library staff members, and two students. School leaders provided information about policy direction, planning, coordination, and evaluation of literacy programs. Teachers explained the implementation of reading activities in classrooms, students' responses, and the obstacles encountered during literacy practices. Library staff provided information about library use, book borrowing, reading facilities, and the availability of reading materials. Students described their direct experiences in reading activities, classroom literacy routines, and library use.

Data were collected through observation, semi-structured interviews, and documentation. Observation was used to examine literacy activities in classrooms and school environments, including reading routines, use of libraries, reading corners, and students' participation. Interviews were conducted to obtain information about planning, role distribution, program implementation, evaluation, and obstacles faced by schools. Documentation was used to review supporting evidence such as school program documents, activity records, library data, and photographs of literacy activities.

Data analysis was conducted through data reduction, data display, and conclusion drawing. The researcher selected relevant data from field notes, interview transcripts, and documents; organized the data based on the four management functions; and drew conclusions by comparing patterns between the two schools. The credibility of the data was strengthened through triangulation of techniques, sources, and time. Technique triangulation was conducted by comparing observation, interview, and documentation data. Source triangulation involved comparing information from principals, teachers, library staff, and students. Time triangulation was carried out by collecting data at different times to check the consistency of findings.

RESULT AND DISCUSSION

The results are presented according to the four management functions: planning, organizing, implementation, and evaluation. The study also presents supporting and inhibiting factors. The comparative achievement of each management function is summarized in Table 1.

Table 1. Comparative achievement of school literacy program management

Management aspect	SMA Negeri 5 Ambon	SMA Negeri 9 Ambon	Interpretation
Planning	75%	50%	Goals and targets exist; formal documents and team formation are incomplete.

Organizing	100%	66.6%	SMA 5 has wider programs and funding; SMA 9 focuses on classroom reading.
Implementation	100%	100%	Reading habituation, library use, and participation are present, but need optimization.
Evaluation	100%	66.6%	Evaluation exists; written indicators and instruments are stronger at SMA 5.

Source: Author analysis based on field data.

Planning

Planning is the initial stage that determines the direction of the literacy program. In the two schools, planning had been carried out, but it was not yet fully supported by complete documents. SMA Negeri 5 Ambon reached 75% in the planning aspect. The school had set literacy goals, had program targets, and had included at least part of the literacy program in the School Work Plan. The annual Language Month program was documented as a school program, while the daily reading routine was treated as part of teachers' classroom responsibility. However, the school had not established a formal School Literacy Team through an official decree.

SMA Negeri 9 Ambon reached 50% in the planning aspect. The school had set the goal of improving students' literacy and had a target that students should read consistently and understand what they read. Nevertheless, the program had not been formally included in the School Work Plan or medium-term planning documents, and no official School Literacy Team had been formed. As a result, the implementation of literacy activities depended largely on the initiative of principals and subject teachers.

These findings indicate that both schools understand the importance of literacy, but planning still needs to be institutionalized. Planning should not be limited to verbal agreements or meeting discussions. It should be written in school planning documents, supported by clear targets, and followed by a formal team structure. This finding is consistent with the view that management begins with determining goals, strategies, resources, and indicators of success (Handoko, 1995; Terry & Rue, 2016).

Organizing

Organizing refers to the arrangement of programs, tasks, authority, and resources. At SMA Negeri 5 Ambon, the organizing aspect reached 100%. The school organized two main literacy activities: reading before lessons and the annual Language Month. The Language Month involved activities such as speeches, debates, public speaking, poetry reading, writing, digital literacy campaigns, flyers, and student performances. Funding was supported by bazaars and school resources. Although the school did not have a formal School Literacy Team, roles were distributed among teachers, student affairs staff, student organizations, the library head, and library staff.

At SMA Negeri 9 Ambon, the organizing aspect reached 66.6%. The school had formed a literacy routine in the form of reading for approximately fifteen minutes before learning. The responsibility for implementation was assigned to subject teachers in each class. Teachers guided students, asked them to summarize their reading, and used library books to support classroom activities. However, funding for literacy activities was not specifically allocated, and role distribution was not documented in a formal structure.

The comparison shows that organizing was stronger at SMA Negeri 5 Ambon because the school had a wider range of activities and clearer resource support. Nevertheless, both schools still need a formal literacy team. A School Literacy Team can coordinate programs, document activities, monitor reading progress, connect the school with parents and external partners, and ensure that literacy activities do not depend only on individual teachers.

Implementation

Implementation was the strongest aspect in both schools, with each school reaching 100% on the research indicators. At SMA Negeri 5 Ambon, reading activities were conducted before lessons, although students reported that the routine was stronger in certain subjects. Teachers did not only ask students to read, but also checked their comprehension by asking questions, requesting oral explanations, or asking students to write summaries. The school

also provided a library and reading space near the library, although classroom reading corners were not yet available in all classes.

At SMA Negeri 9 Ambon, literacy activities were also conducted before lessons. Teachers varied the activity by asking students to reflect on their reading, write summaries, or attach written notes to the classroom wall. In subjects such as mathematics, teachers used reading materials related to mathematical figures or concepts to connect literacy with subject learning. The library was used mainly to borrow textbooks and support classroom learning. However, independent visits to the library remained low.

The implementation findings show that reading habituation already exists in both schools. However, the quality of implementation still needs improvement. Students' involvement was uneven; some students were enthusiastic, while others read only formally without understanding. This suggests that reading activities should be made more varied and meaningful. Reading should be followed by discussion, reflection, creative response, reading journals, or simple projects so that literacy does not become a routine without impact.

Evaluation

Evaluation is needed to determine whether the program achieves its objectives and what improvements should be made. SMA Negeri 5 Ambon reached 100% in the evaluation aspect. Evaluation was conducted through weekly or monthly discussions, leadership meetings, teacher discussions, library monitoring, and observation of book borrowing and classroom practices. The school used indicators such as students' reading interest, frequency of book borrowing, teachers' use of library books, and students' reading fluency. The results of evaluation were used to adjust the reading routine. For example, when reading only at the beginning of lessons was considered less efficient, the school allowed teachers to place literacy activities at the beginning, middle, or end of learning according to classroom needs.

SMA Negeri 9 Ambon reached 66.6% in the evaluation aspect. Evaluation was usually discussed in broader school meetings, such as meetings related to grade promotion or parent meetings. The school considered students' participation, consistency of classroom reading, and library visits as signs of program effectiveness. However, the school had no specific written indicators or evaluation instruments. Follow-up was conducted by guiding students directly, especially those who showed low interest or weak reading comprehension.

The findings show that evaluation in both schools has been conducted, but documentation and instruments remain limited. Systematic evaluation should include written indicators, schedules, responsible persons, data collection instruments, and follow-up plans. Without clear instruments, schools may find it difficult to measure progress and to prove whether literacy activities have improved students' reading culture.

Supporting and Inhibiting Factors

The supporting factors found in both schools include the commitment of principals, teacher involvement, library availability, and coordination between teachers and library staff. Principals provided encouragement and feedback to teachers. Teachers guided classroom reading and motivated students to read. Libraries supported learning by providing textbooks and some additional reading materials. In SMA Negeri 5 Ambon, the Language Month program also became a supporting factor because it gave students opportunities to express literacy skills through competitions and performances.

The inhibiting factors include the absence of a formal School Literacy Team, limited varied reading materials, low student reading motivation, limited use of reading corners and information boards, teacher punctuality problems, and the lack of formal evaluation instruments. Some teachers stated that students were more interested in using the internet than reading books, while library staff noted that available book titles did not always match students' interests. In addition, the short break time limited students' opportunity to visit the library independently.

These factors indicate that literacy program management must combine structural support and cultural development. Structural support includes written planning, team formation, funding, varied book collections, and evaluation tools. Cultural development includes teacher modeling, student motivation, reading appreciation, involvement of parents, and attractive literacy activities. If both dimensions are strengthened, literacy programs can move from a classroom routine to a sustainable school culture.

Table 2. Supporting and inhibiting factors of literacy program management

Category	Factors	Implication
Supporting factors	Principal support, teacher involvement, library availability, coordination between teachers and library staff, and Language Month at SMA Negeri 5 Ambon.	These factors help maintain routine literacy activities and create opportunities for students to practice reading, writing, speaking, and digital literacy.
Inhibiting factors	No formal School Literacy Team, limited varied reading materials, low independent library visits, teacher punctuality issues, and limited evaluation instruments.	These factors reduce sustainability, weaken documentation, and make program impact difficult to measure.
Recommended response	Form a literacy team, integrate the program into RKS/RKJM, diversify books, schedule library visits, involve parents, and use evaluation rubrics.	The program can become more structured, measurable, and sustainable as school culture.

Source: Author analysis based on interview, observation, and documentation data.

Literacy Management and Change Management Perspective

The inhibiting factors found in both schools should not be understood merely as technical problems. Low student reading motivation, limited varied reading materials, weak documentation, teacher punctuality issues, and the absence of formal evaluation instruments indicate that literacy programs have not yet fully become part of school culture. From the perspective of change management, literacy improvement requires a transition from routine activity to institutionalized habit. Lewin’s change model explains that organizational change involves unfreezing old habits, moving toward new practices, and refreezing the new practices into stable organizational culture (Lewin, 1947). In this study, both schools have begun the “moving” stage through reading-before-lesson activities, but the “refreezing” stage remains weak because literacy has not been fully supported by formal teams, written indicators, systematic evaluation, and consistent school-wide routines.

In the context of school literacy management, the “unfreezing” stage requires school leaders to build awareness that literacy is not only the responsibility of language teachers, but a whole-school responsibility. The “moving” stage can be strengthened through teacher modeling, attractive reading materials, scheduled library visits, reading journals, peer discussion, student literacy products, and integration of literacy into subject learning. The “refreezing” stage requires formal policies, School Literacy Team formation, integration of literacy programs into RKS and RKJM, routine monitoring, and recognition of student literacy achievements. Without these stages, literacy activities may continue to exist but remain dependent on individual teachers rather than becoming a shared school culture.

Kotter’s change perspective also emphasizes the importance of creating urgency, forming a guiding coalition, communicating a vision, generating short-term wins, and institutionalizing new practices (Kotter, 1996). In both schools, the urgency of literacy is already recognized, but the guiding coalition has not been formally established because neither school has formed an official School Literacy Team. The Language Month program at SMA Negeri 5 Ambon can be seen as a short-term win because it gives students opportunities to practice reading, writing, speaking, debating, and digital literacy. However, such activities need to be connected with regular classroom routines and library programs so that literacy development does not occur only during annual events.

These findings are also consistent with Fullan’s view that educational change is not only about adopting a program but also about changing beliefs, relationships, practices, and institutional capacity (Fullan, 2016). Therefore, improving literacy management in both schools requires simultaneous structural and cultural strategies. Structurally, schools need formal planning documents, a literacy team, funding allocation, library development, and evaluation instruments. Culturally, schools need to develop teacher commitment, student motivation, reading appreciation, parental involvement, and a literacy-rich environment. When structural management and cultural change are

developed together, school literacy programs can move from incidental classroom routines toward sustainable literacy culture.

CONCLUSION

Based on the findings, the management of school literacy programs at SMA Negeri 9 Ambon and SMA Negeri 5 Ambon has been implemented but still requires strengthening. Both schools have conducted literacy activities, particularly reading before lessons, but they show different management patterns. SMA Negeri 5 Ambon demonstrates a more institutionalized pattern through broader program variation, stronger role distribution, the Language Month program, and more regular evaluation practices. SMA Negeri 9 Ambon demonstrates an emerging pattern in which literacy activities are mainly carried out through classroom reading routines and depend strongly on subject teachers.

In the planning aspect, both schools have set literacy goals, but planning has not been fully institutionalized because neither school has established a formal School Literacy Team. The integration of literacy programs into school planning documents also remains inconsistent. In the organizing aspect, SMA Negeri 5 Ambon has broader role distribution and program support, while SMA Negeri 9 Ambon still relies mainly on subject teachers. In the implementation aspect, both schools have carried out reading habituation, library use, and student involvement, but student enthusiasm remains uneven and reading materials are not yet sufficiently varied. In the evaluation aspect, both schools have conducted evaluation, but written indicators, formal instruments, and documented follow-up actions still need to be strengthened.

The main supporting factors are principal support, teacher involvement, library availability, and coordination between teachers and library staff. The main inhibiting factors are the absence of a formal literacy team, limited book collections, low student reading motivation, teacher punctuality issues, limited use of reading corners, and the absence of systematic evaluation instruments. These findings indicate that literacy management should combine structural strengthening and cultural development. Structural strengthening includes formal team formation, written planning, funding, library development, and evaluation tools. Cultural development includes teacher modeling, student motivation, parental involvement, reading appreciation, and attractive literacy activities.

The policy implication of this study is that the local Education Office needs to support school literacy programs not only through general policy instructions but also through practical facilitation. The Education Office can encourage every senior high school to establish a School Literacy Team through an official decree, integrate literacy programs into RKS and RKJM, provide technical guidance for literacy evaluation instruments, facilitate teacher training on subject-based literacy, and support the provision of varied reading materials that match students' interests. In addition, collaboration between schools, public libraries, universities, literacy communities, and parents should be strengthened to expand students' access to reading resources. With these policies, the School Literacy Movement can be implemented more systematically and become a sustainable literacy culture in public senior high schools in Ambon.

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