

The Impact of *Positive Deviance* in Empowering Public libraries Towards “Rumah Baca Modern”: Case Study of Yogyakarta Smart Gardu Public Library

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The purpose of this study is to see the impact of the implementation of the *Positive Deviance* (PD) approach carried out by the public library through the Indonesian Peruseru program, the Gardu Pintar II Public library Gunungkidul Yogyakarta.

This study uses qualitative methods, the object being studied is the impact that occurs in village turnover after applying the *Positive Deviance* (PD) approach. The subject of the study that became the focus of this research was the public library in Gunungkidul Regency, Yogyakarta, which was considered successful in making a PD approach so that it gave a good chance for the library. This study uses a purposive sampling technique as a sampling method, with the selected information being the public library manager in Yogyakarta that is the focus of the Indonesian user program and has felt the impact of the *Positive Deviance* (PD) method. Data collection techniques are carried out through observation, interviews, and documentation. Observations were made through direct observation of the research location, while interviews were conducted by asking for information from the public library manager who was the subject of the study.

The results of this study are the Substation Smart Public library in the Kepek village of Yogyakarta being one of the public libraries that successfully implemented the concept of *Positive Deviance* (PD). The concept of PD is done as a solution to the problems that occur in the library, namely the lack of appeal of the library to the community due to the lack of facilities, and the inability of libraries to meet the needs of the community. As a library that stands in the countryside, the smart substation library needs the right solution in order to solve the problem by doing unusual activities with the library in general, or what is often referred to as a positive deviation. In carrying out positive deviant activities, the smart substation library carries out several stages, namely identifying problems, understanding community needs, finding solutions as a form of PD, and developing ideas and innovations. Some of the steps taken by the smart substation library have had a great impact on society, in terms of education and the economy. Productive children begin to spend time in the library by reading books and accessing information via the internet. While people like housewives have entrepreneurial skills by making batik cloth, making cakes, and chicken noodles. Thus, it can be concluded that the implementation of PD by smart substation public libraries can improve the quality of education and improve the economy of the community.

This study provides a recommendation that looking at the research results obtained through the implementation of the concept of *Positive Deviance* (PD) conducted by smart substation public libraries, researchers can provide recommendations to other public libraries. Public libraries in other places can imitate PD activities such as those carried out by the smart substation library in Yogyakarta or even other better activities. Of course, PD activities chosen must be adjusted to the problems and needs of the community. Thus, the public library which has been known as a small library and has no innovation is able to become a modern library that is more capable of solving community solutions in the countryside.

Keywords: *Positive Deviance*, Public library, Information Literacy, Smart Substation Library

1. BACKGROUND

The function of libraries in Indonesia is still not optimally felt by the public. This is partly due to the condition of libraries that have not been able to serve the needs of the community optimally. Likewise, with the public library. Public libraries still face many challenges to be able to be a place for learning resources and finding information at the level of rural communities, such as budget and human resources. The problem is a challenge that is almost felt by all public library managers. Of course the challenge is an inevitable problem for library managers, so they need the right solution to solve it.

Actually, the problems that occur in the scope of public libraries are also experienced by most other libraries. However, the search and selection of the right solution must continue to be sought. One solution that can be offered is to use the *Positive Deviance* approach. *Positive Deviance* (PD) is actually widely used in the health sector, which is used to explain a state of positive deviations related to the health, growth and development of certain children in the community or family environment (Leitlin & Mansour, 1990). These intended practices include feeding, caring, hygiene, and health care behaviors. However, this PD approach has begun to be widely applied in various fields of science, such as the social sciences to solve problems that occur in the community (Bulletin *Positive Deviance*, 2003).

The concept of PD is based on the observation that in every community or organization, there are several individuals or groups whose behavior and strategies are not familiar with groups in general. However, this strategy can actually be successful and enable them to find better solutions to the problems they face. This asset-based approach is also based on the fact that people have assets, that is, human resources that have not been used maximally, thus enabling them to reinforce these unusual behaviors or initiative strategies that stem from the findings of the problems that have been studied. By utilizing assets in the form of maximum human resource capabilities, this PD approach will be able to foster creativity and innovation to improve previous conditions or solve various existing problems.

In its development, the PD approach is also able to be applied as an effort to develop public libraries, where the library manager as the human resource who has the most role in getting special training through the PD approach. The librarian or public library manager can learn and understand correctly the concept of PD and get the right direction in implementing the concept of PD. With that, they are expected to be able to create innovation and creativity for the public library that they can so that the function of the library can really be felt by the surrounding community and can even create new innovations in developing the library.

The *Positive Deviance* (PD) approach in providing solutions for libraries has been carried out in the Indonesian Peruseru program in collaboration with the Coca Cola Foundation and the Bill & Mellinda Gates Foundation. This program targets public libraries throughout Indonesia by providing in-depth guidance to library managers. Supposedly, after the library manager gets guidance through the Perpuseru program, it is expected to be able to make changes to the public library that they can afford. Therefore, the researcher wants to see the impact of the implementation of the *Positive Deviance* (PD) approach carried out by the public library through the Indonesian Peruseru program.

2. CONTEXT OF STUDY

Positive Deviance (PD) approach in the library environment began in fostering public libraries in Indonesia. This method was adopted by the Indonesian Government in collaboration with the Coca Cola Foundation and the Bill & Mellinda Gates Foundation for the development of libraries, especially Indonesian community libraries. In this research, the focus of the study is on the public library in Indonesia which is the focus of the program. There are 18 provinces in Indonesia consisting of approximately 78 thousand villages. Not all

villages in Indonesia have a library, which is only around 24 thousand public libraries. While in the Special Province of Yogyakarta (DIY), according to data from the Yogyakarta Regional Library and Archives Agency (BPAD) there are around 455 public libraries spread throughout the districts in Yogyakarta.

Seeing the distribution of the vast public library, the researcher only took the focus of the study on the public library in Gunungkidul Regency, Yogyakarta (DIY). In this study, researchers wanted to see how the steps of *Positive Deviance* carried out by the public library and the impact of the implementation of the *Positive Deviance* (PD) method carried out by the public library in Gunungkidul Yogyakarta in developing the public library.

Objective and Methods

The objectives to be achieved in this study are as follows;

1. Explain the implementation of the *Positive Deviance* (PD) concept in the development of public libraries.
2. Describe the challenges experienced by public libraries in implementing the concept of *Positive Deviance* (PD).
3. Explain the impact of the implementation of the *Positive Deviance* (PD) program in the development of public libraries on modern reading houses.

Based on the objectives to be achieved, the formulation of the research problem that appears as follows;

1. How is the implementation of the *Positive Deviance* (PD) concept in the development of public libraries?
2. How are the challenges experienced by public libraries in implementing the concept of *Positive Deviance* (PD)?
3. What is the impact of *Positive Deviance* (PD) in developing the library towards a modern reading house?

This study uses a qualitative method in which this research intends to understand the phenomena about what is experienced by the research subject, for example, behavior, perception, motivation, action, etc. holistically and description in the form of words and language (Moleong, 2007: 178). Meanwhile, according to Sugiyono (2010: 14), qualitative research is a research method based on the condition of natural objects, where researchers become key instruments and emphasize meaning rather than generalization. In this study, the object to be studied is the impact that occurs in the village cycle after applying the *Positive Deviance* (PD) approach. The subject of the study that became the focus of this research was the public library in Gunungkidul Regency, Yogyakarta, which was considered successful in making a PD approach so that it gave a good change to the library.

This study uses a purposive sampling technique as a sampling method. According to Sugiyono (2009: 127), purposive sampling is a technique for determining samples or informants with certain considerations. In this study, the informants selected were public library managers in Yogyakarta who were the focus of the Indonesian Perpuseru program and had felt the effects of the *Positive Deviance* (PD) method. While the data collection techniques are done through observation, interviews, and documentation. Observations were made through direct observation of the research location, while interviews were conducted by asking for information from the public library manager who was the subject of the study.

3. LITERATURE

3.1 Concept *Positive Deviance*

Positive Deviance is defined as “intentional behaviors that significantly depart from the norms of a referent group in honorable ways” *Positive Deviance* is used to refer to collective actions of individuals or groups that are unusual but succeed when others fail to face similar problems (Johnson Morris, 2014: 20). The *Positive Deviance* Initiative (2010: 2) explains that *Positive Deviance* is an asset-based problem-solving. The aim is to find extraordinary and unusual behavior or strategies and teach them to all members of the community or organization. The trick is to identify existing solutions. From some of these notions, it can be said that *Positive Deviance* is an asset-based approach to encourage individuals or groups to carry out unusual, creative, and innovative strategies to solve problems that occur.

In carrying out the *Positive Deviance* (PD) approach, several steps need to be done according to some experts. According to Fowles (2009), PD approach consists of 6 (six) steps namely; 1) defining the problem, 2) looking for perceived causes and community norms, 3) recognizing positive deviants, 4) finding unique practices and behaviors, 5) determining design and implementation, and 6) spreading interventions. While other experts argue that the steps that need to be taken include; 1) identifying problems, 2) identifying positive deviations, 3) finding positive deviant behavior, 4) analyzing and confirming behavior, 5) designing programs, and 6) evaluating (Marsh et al., 2004). Another opinion was also expressed by Sternin (2002) that there are at least 5 (five) steps in implementing *Positive Deviance*, including:

1) *Define*, interpreted as the efforts of PD implementing candidates in finding problems that occur and need to be solved because they are considered to hamper the progress and development of the program. Other things such as identifying policymakers and people who play a role also need to be done.

2) *Determine*, is an activity of observing and analyzing data by groups of prospective PD executors who will later be used to determine the PD activities.

3) *Discover*, interpreted as an activity to find practices or implementation of PD suitable for use as a solution to the problem. Through this step, PD candidates are also able to find solutions to problems based on community empowerment or local natural resources.

4) *Design*, is an activity to develop initiatives from PD practices that have been chosen as a solution step. The group will design appropriate strategies for successful PD practices.

5) *Discern*, is the final stage by observing the implementation of PD practices that have been run. This step is also part of the evaluation of activities by observing aspects of progress in various fields after the practice of PD is carried out.



Figure 1: The step of *Positive Deviance* (PD)

In the expert's opinion, it can be explained that the *Positive Deviance* approach method actually recognizes the importance of knowing and identifying problems that exist in a group or community. Once identified, the next task is to find unusual behavior called *Positive Deviance* or positive deviant behavior through innovative and creative activities as a form of solution to the problem. Then they can develop appropriate strategies in their implementation and intervene in groups so that they want to jointly carry out the practice of PD. After that, the group can observe and evaluate the PD's practice by seeing what changes

have occurred. Thus, the PD approach taken can be a solution to solving the problems that have been occurring.

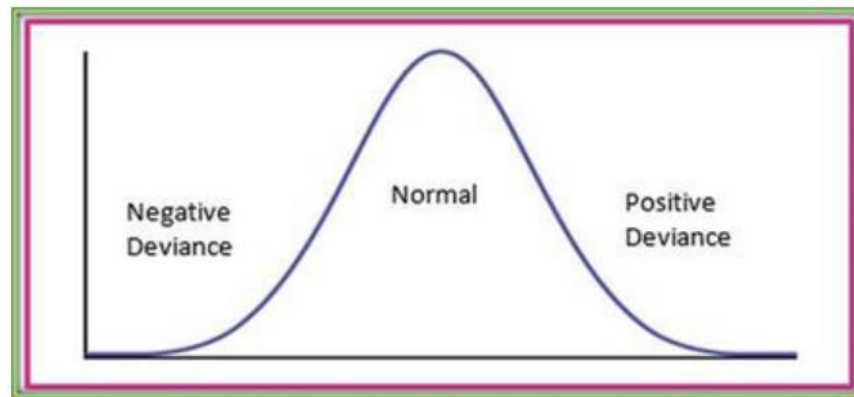


Figure 2: A Statistical Approach to Deviance

From the above statistics, it can be explained that the position of positive deviant behavior is in the right part of the normal region. This means that people who do positive deviant behavior are not like people in general (not normal) so that it is considered unusual and minority. As said by (Clinard & Meier, 2001; Heckert, 1998) that, positive deviant behavior is different from the behavior of the average normal person.

3.2 Public library

According to the Law of the Republic of Indonesia Number 43 the Year 2007 Article 1 paragraph 6, public libraries are libraries intended for the wider community as a means of lifelong learning without differentiating age, sex, ethnicity, race, religion, and socioeconomic status. There are 4 (four) levels of public libraries at the level of the Indonesian government, namely (1) the national library of the Republic of Indonesia, (2) district and city public libraries, (3) sub-district public libraries, and (4) village/village office public libraries.

Based on geographical location, the public library is a library in the village/village office area. The scope of public libraries is the smallest element in the level of public libraries in Indonesia. The public library is one of the types of public libraries that serves to provide and disseminate information to the community in the village area. Decree of the Minister of Home Affairs and Regional Autonomy No. 3/2001 concerning "Implementation of Public libraries" explains that public libraries are community libraries as a means/media to enhance and support village/outreach development activities. As a public library, the public library also has its own challenges in providing services to the community. Sutarno (2008: 124) said, in general village, public libraries are still faced with several challenges both internal and external. Internal challenges include limited manpower, collections, infrastructure, budget, and leadership. Meanwhile, external challenges include interest in reading, access to libraries, and limited public attention. From this explanation, it can be concluded that the public library is a public library located in the village /village office which is tasked with providing information for the community in the village environment. Even though the area is the narrowest, the challenges faced by the public library are also quite large, given the community's interest in reading is still very small.

4. RESULT AND DISCUSSION

4.1 Implementation of the concept of *Positive Deviance* (PD) in the Gardu Pintar II Public library Gunung Kidul Yogyakarta

The Gardu Pintar public library is one of the public libraries in Gunungkidul Regency, Yogyakarta, Indonesia. Meanwhile, the Gunungkidul region itself is a coastal part of the city of Yogyakarta. Although it is near the sea area of Yogyakarta, the library of the Gardu Pintar village has a very unique and different way from most other libraries. This makes the public library very interesting to study.

Before 2008, the place which is now a library called Gardu Pintar is a Gardu or Poskamling village. Like the Gardu in general which was made as a night watch patrol and playing area for playing cards by the local community, this Gardu in Kepek village also received a negative impression from the community because it was considered as a place that was less beneficial. However, since 2008 the place has been transformed into a place for learning and reading, which has come to be called the Gardu Pintar or the Gardu Pintar public library.

The process of making the Gardu Pintar public library is also quite unique because at first there was no proper preparation. At first, there was one resident who was concerned with the condition of the community's interest in reading in the village, then he tried to bring the book little by little to the substation. This smart substation library initially also did not have a collection rack like a library in general. The books are only placed on the floor and in time the community becomes interested in reading them. Now, the books in the smart substation library have increased and already have a collection rack, so that useful activities that are able to develop the potential of the community began to be created there.

This smart substation library is indeed different from most libraries. Smart substations library never processes existing books, such as classification, cataloging, and recording of circulation. Even this library does not have a list of books that are owned. This condition is certainly very different from the library in general that does technical things like that. Interestingly, the library is open 24 hours a day and the public can borrow books as they wish, there is no limit to the number of books to be borrowed, and there is no recording of circulation. However, these different conditions make the smart substation public library feel very close to the community like there is no limit. It is this openness and ease of access that makes the library of smart substations can be used by people in all circles without exception.

Looking at the concept of a smart substation library that is different from most other libraries, shows that there is a concept of deviation in the positive direction carried out. This positive deviation (PD) makes the library in the village more able to meet the wants and information needs of the community. In addition, with the positive deviant service concept, the community around the library can feel the existence of the library. Meanwhile, the library feels that its collections and services can be enjoyed more by the community. It is precisely this important to be done by the library, that the library must be a source of information and a place of creation for the community without limiting it with formal regulations that are burdensome. The library must open as wide a place as possible for people from various backgrounds, such as students, teachers, fishermen, farmers, laborers, even those who do not have a job. This is in accordance with the statement of the informant below.

” Like the concept that we want to build about the unusual library. We built a library in the village with the aim to be enjoyed by the entire village community. So, we don't want to limit them from using any services and facilities in the library. Because the most important thing is how much the facility is used.”

The service without limits and regulations conducted by the smart substation library in Yogyakarta has become one of the positive deviations (PDs) that are carried out. In

addition, this positive deposit also successfully resolved the problems that occurred before. However, the success of the concept of PD carried out of course through stages. As is the case with the *Positive Deviance* (PD) theory described by some experts, there are several stages that are passed in the implementation of PD, including defining problems, looking for perceived causes and community norms, identifying positive deviants, finding unique practices and behaviors, determining design the implementation, and carry out the deployment of interventions. The following are the stages carried out by the smart substation public library in implementing the PD concept.

a. Identify the problem

Knowing the problems that can hamper a program is the main key in choosing the right solution. This is because the solutions provided are expected to be able to solve the problem completely. Problem identification is also carried out by the Yogyakarta Smart Substation library. As a library in the village, the Smart Gardu library has a great challenge in serving information to the community. In addition to reading culture that has not been developed in rural communities, the rigid concept of the library also makes people unwilling to use the library.

The identification of this problem was carried out by several people namely the library manager and several village youths who were active in library activities. Initially, the smart substation library was still quiet and no people were reading books there. People still feel unfamiliar with libraries, so people only gather there without utilizing library services.

” Initially, it was still quiet because the community was still not familiar with the library. No community wants to read, besides that the books are indeed not many and are still limited. So, we try to look for the real problem that happened. What makes the library deserted.”

After making observations, the library managers found several problems that hampered the development of the library. Among these problems are, 1) the number of books that are still limited, 2) rigid library services, 3) there are no interesting activities in the library, and 4) the minimum budget for the library. They feel that these problems that make the library smart substations have not been widely used by the community and have not been able to meet the needs of the maximum.

b. Understand community needs

The next activity carried out by smart substation library managers is to understand the needs of the community. Knowing what the community needs is very important because that is what must be fulfilled by the library. A good library is a library that not only has a lot of services but can also meet the needs of the community. Information is a very important requirement at this time, but the source for getting information is not only through books. Other ways can be used to attract people to come to the library looking for information and knowledge.

Seeing the economic condition of the Kepek village community which is not yet stable, the library of smart substations must be able to help empower community resources. This is done to develop the economic condition of the community. After the library managers identify the problem, they also try to find out the community's needs and what the library can do to meet those needs.

” The majority of the work of the Kepek community is farmers, but many also work outside the city. Besides, the level of education here is still very low because many children only study up to junior and senior high school.”

From this statement, it can be said that the needs of the people of Kepek Gunung kidul village in Yogyakarta are about the economy and education. The community still cannot find a way to improve the economy, while the community still has very little work skills. Also, children of childbearing age do not get optimal learning places, because they lack teaching at home. From this information it can be concluded that the manager of the smart substation library can see the needs of the village community of Kepek namely, 1) lack of community skills, 2) no creativity is built in the community, and 3) the lack of conducive learning places. These needs should be provided by the library so that people feel fulfilled and helped by the existence of a library in their midst.

c. Finding a solution as a form of positive deviation

Finding the right solution becomes a very important step, because the solution given will determine the resolution of the problem or not. The manager of the smart substation library becomes a person who is very instrumental in finding solutions to existing problems. The solutions they provide are highly expected to solve problems and meet the needs of the community.

smart substation library managers try to provide solutions to solve economic and educational problems that occur. They see that the concept of the library they created in the village of Kepek has not been able to touch the community. The library has not been able to provide what the community needs, such as community empowerment to improve the economy and provide conducive learning places for children. So the solution that can be given must be under these problems.

” We found several solutions to this problem. Among them, began to add to the collection of books, library services without limits and formal rules, and held activities based on community empowerment.”

Based on the statement of the informant above, it can be explained that there are several solutions provided by the smart substation library in solving problems that occur. First, the smart substation library does not impose service hour limits because the library is open 24 hours a day. This is done to provide a place for the broadest community so that they are not limited by the rules of visiting the library. The public can come to the library at any time and enjoy library services to their heart's content. Second, the smart substation library does not have a standard library service system, such as circulation and classification. Gunungkidul Yogyakarta smart substation library does not carry out a classification system on its book collection and does not record the circulation of borrowed books. The public can borrow books as much as they can and can be returned at any time. This is done so that people do not feel constrained by the rules of borrowing, so they can read the library books to their heart's content.

Third, create entrepreneurship-based activities. The smart substation library also carries out entrepreneurial activities for the community through training and skills. Among the entrepreneurial activities carried out are training in making chicken noodles, making cakes and bread, making batik and welding. Besides, the public also received computer training and accessing the internet, because the community around the smart substation library could not yet use computers or the internet. From these skills training activities, the community around the smart substation began to enjoy coming to the library. Besides, from the results of the training they can make products that can be sold in markets such as batik and cakes.

d. Idea development and innovation

The manager of the smart substation library realizes that the solutions provided through interesting activities for the community need to be developed. This was done to maintain continuity of activities and better library development management. The

development of ideas and innovations is done by the smart substation library by installing wifi in the library as a public attraction to want to come to the library. Provision of internet access is also done so that school-age children can access information through the library, such as doing homework and discussing with other friends. This strategy is considered appropriate because by providing training using computers and the internet can help people market their products through the internet.

” We think that if the library provides internet access to the public, they can enjoy more information. Children can also access information with the internet. The internet is still a strange thing for the people. Therefore, the library wants to bring them closer to information, one of which is through the internet.”

After developing designs and innovations by providing internet facilities, people began to be interested in visiting the smart substation library. Children and adolescents like to spend their free time in the library by reading, studying, discussing, and accessing the internet. Now, the smart substation library has become a place of learning and finding information that is convenient for the community. Libraries also no longer only provide facilities that support education, but also grow skills that are useful to improve the community's economy.

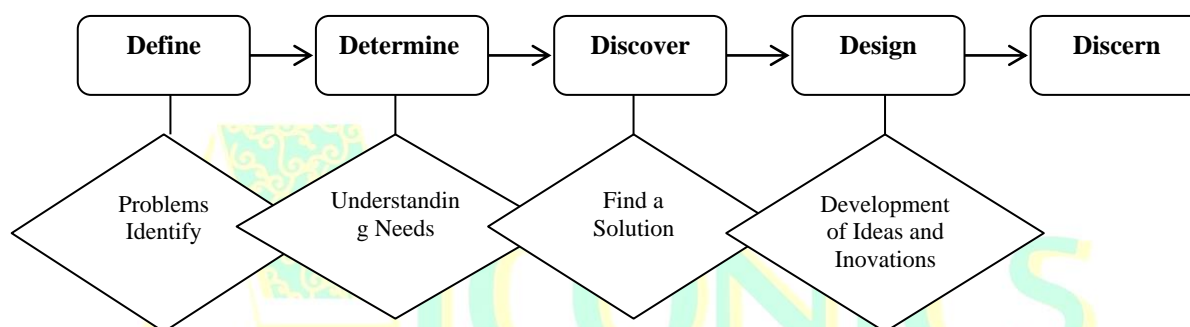


Figure 3: Implementation of PD Concept in Yogyakarta Smart Gardu Library

4.2 Challenges faced when Doing *Positive Deviance* (PD)

Positive deviation activities carried out by smart substation libraries such as providing skills training for the community and library services that are not rigid are not easy activities. Several challenges must be faced by library managers to remain able to develop public libraries. During the process of positive deviations, the library must be able to convince the public that the library has many benefits for them. However, the smart substation public library must have obstacles, including:

a. Lack of support from policy makers

A smart substation public library located in the village of Gunek-yogyakarta Yogyakarta is a village-owned library. That is, this library is under the policy of the village government. This library certainly needs support and great motivation from policymakers in the village such as the village head. However, the smart substation public library felt that it had not received more attention from the stakeholders. One example is the absence of a place for a library in the village hall because until now the library is still in the post of a post or camp post. The lack of attention from these stakeholders also makes the library of smart substations a little difficult in socializing to the public.

b. Lack of budget

In addition to the lack of support from the village government, the smart substation library is also very short of budget. This public library does not have regular income from the village government and the lack of assistance provided by the government. the library

manager has sent several aid proposals to several agencies and companies, but the assistance obtained has not been sufficient. Moreover, the smart substation library must continue to organize training activities for the community. However, because the library's budget is very minimal, causing these activities cannot be carried out routinely. the library manager can only hold it when there is a sufficient budget.

4.3 Perceived Impact After Implementing *Positive Deviance* (PD)

Developing a library in the village is not easy. Many challenges must be faced so that the library does not die. In addition to the public mindset about libraries that are still considered unimportant, the lack of support from policy makers has also become an obstacle for libraries. Like the smart substation public library that has various problems in developing the library. However, by carrying out unusual activities, such as positive deviant activities, the smart substation public library can solve the problems experienced.

After carrying out several PD programs that were considered unusual with libraries in general, the smart substation public library became more advanced and developed. Some of the impacts felt after carrying out PD activities include; 1) people have started to use library services. The increase in the number of visitors in the smart substation public library was felt after the library held skills and entrepreneurship-based activities. Previously, the residents did not want to come to the library at first, now they want to take advantage of library services. Besides, after having installed wifi as internet access, children began to enjoy spending time in the library, so it can be said that the PD program has had an impact on increasing children's enthusiasm for learning, 2) the community has trading skills by creating various products. After the library held cooking training activities, made chicken noodles, made cakes, and also made batik, the community could create products that could be sold. Just for example the batik they made is now sold out of town through online marketing. From this it can be seen that PD activities have an impact on improving the people's economy.

5. CONCLUSION

From the results of the research and discussion above it can be concluded that the library of the smart substation village in the Kepek village of Yogyakarta became one of the public libraries that successfully implemented the concept of *Positive Deviance* (PD). The concept of PD is done as a solution to the problems that occur in the library, namely the lack of appeal of the library to the community due to the lack of facilities, and the inability of libraries to meet the needs of the community. As a library that stands in the countryside, the smart substation library needs the right solution to solve the problem by doing unusual activities with the library in general, or what is often referred to as a positive deviation.

In carrying out positive deviant activities, the smart substation library carries out several stages, namely identifying problems, understanding community needs, finding solutions as a form of PD, and developing ideas and innovations. Some of the steps taken by the smart substation library have had a great impact on society, in terms of education and the economy. Productive children begin to spend time in the library by reading books and accessing information via the internet. While people like housewives have entrepreneurial skills by making batik cloth, making cakes, and chicken noodles. Thus, it can be concluded that the implementation of PD by smart gardu public libraries can improve the quality of education and improve the economy of the community.

6. RECOMMENDATIONS

Seeing the research results obtained through the implementation of the *Positive Deviance* (PD) concept conducted by the smart substation public library, researchers can provide recommendations to other public libraries. Public libraries in other places can imitate PD activities such as those carried out by the smart substation library in Yogyakarta or even other better activities. Of course, PD activities chosen must be adjusted to the problems and needs of the community. Thus, the public library which has been known as a small library and has no innovation is able to become a modern library that is more capable of solving community solutions in the countryside.

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