Implementation of Social Inclusion-Based Library Transformation Policies

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Abstract:

The Social Inclusion-Based Library Transformation (SIBLT) program aims to increase literacy in realizing community welfare, but increasing literacy in The Special Region of Yogyakarta is not followed by an increase in community welfare. To analyse the determinant factors that cause high levels of literacy but low levels of community welfare, the researcher used a policy implementation model with the Van Meter and Van Horn model by adding the variables of technology use and community participation within the framework of qualitative research method with a case study approach in Kulon Progo regency and Sleman regency, DIY. As for the research results obtained, there are several determinant factors that influence the implementation of SIBLTin the two districts above, including policy standards and targets, organizational resources, inter-organizational community and activity measurement, characteristics of the implementating bureaucracy, socio-economic and political conditions, use of technology and community participation, attitude of implementers and policy performance. So that the implementation of SIBLT is in line with policy direction and objectives, strategies that can be used include increasing leadership commitment, drafting regulations, forming a coordination team, implementation National Action Plan (NAP) and Regional Action Plan (RAP) as well as regular evaluation and monitoring.

Keywords: *Policy implementation, Literacy, Transformation, Social Inclusion, Library, SIBLT*

1. Introduction

The success stories of Mark Zuckerberg, Elon Musk, Warren Buffet, Jeff Besos, Bill Gates, Mark Cuban, and Oprah Winfrey all began with a love of reading. Facebook Chief Executive Officer (CEO) Zuckerberg makes it a habit to read one book in two weeks to obtain information related to technology, culture, history, and beliefs. Warren Buffett spends time reading five different newspapers and examining 500 pages of financial documents for 5-6 hours a day. Elon Musk spends about 10 hours a day reading science-fiction novels, even his extensive knowledge of rockets is gained from reading books (Gramedia, 2018).

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Literacy is included in the Declaration of Human Rights (1946). Therefore, the United Nations Education, Scientific and Cultural Organization (UNESCO) places literacy as its main mission. This was reinforced by UNESCO through the 1975 Persepolis Declaration and the 1990 Education for All or EFA Declaration (UNESCO, 1990). The Hamburg Declaration on Adult Learning was issued by UNESCO in 1997. Resolution number 11 of the declaration states that "literacy, broadly conceived as the basic knowledge and skills needed by all people in a rapidly changing world, is a fundamental human right" (UNESCO, 1997).

A society with a high level of literacy is an asset to face the challenges of the digital era. Automation, which has resulted in the loss of some jobs, as well as the emergence of new jobs, has prompted the government to accelerate the adoption of science and technology by the community. Therefore, improving literacy culture in the 2020-2024 National Medium-Term Development Plan (RPJMN) aims to increase people's knowledge, innovation and creativity so that people are more empowered (Narrative of RPJMN 2020-2024).

Although literacy is an important factor in improving people's knowledge, various global literacy indicators place Indonesia in a relatively low position. Some of the global literacy indicators that are often used to measure literacy levels are Progress in International Reading Literacy Studies (PIRLS), Program for International Student Assessment (PISA) and The Program for International Assessment of Adult Competencies (PIAAC). PIRLS has been conducted since 2001. PIRLS measurements are carried out by the United States Central Bureau of Education Statistics (NCES) every five years. PIRLS tests the reading skills of 4th grade elementary school students and questionnaires about students' attitudes toward reading and reading habits. Questionnaires are also given to educators and school principals to obtain information related to students' experiences in developing reading literacy at school. Indonesia only participated in PIRLS once in 2011, where Indonesia ranked 42 out of 45 countries.

PISA is a program of the Organization for Economic Cooperation and Development (OECD) every 3 years to measure the ability of 15-year-old students to use knowledge and skills in reading, mathematics and science to face real-life challenges. Indonesian students' reading, science and math skills were lower than the OECD average in PISA 2018. The number of students who were able to identify the main idea, find explicit information, and reflect on the purpose of medium-length texts only reached 30% while the OECD average was 77%. Indonesia's position in student reading ability is ranked 70th out of 78 countries. Indonesia's reading ability in PISA 2018 is lower than Singapore, Malaysia, Brunei Darusalam, and Thailand as shown in Table 1. The literacy, numeracy and problem-solving skills of adult citizens based on the results of the PIAAC assessment in 2016, states that Indonesian adults are also ranked at the bottom of 35 countries.

Various theories about policy implementation emerge to analyze how policies are implemented. Some theories of policy implementation, among others: (i) Van Meter &; Van Horn (1975) which propose six variables that have an influence on policy implementation; (ii) Edward III in Implementing Public Policy 1980, which sets out four variables that have an influence on policy implementation; (iii) Grindle, 1980 which sets out the content and context of policy; and (iv) Mazmanian and Sabatier (1983), who suggest that the stages (dependent variables) in policy implementation start from policy outputs from implementing agencies, adherence or compliance with policy outputs and target groups, the real impact of policy outputs, perceived impacts, and revisions to laws and regulations. The dependent variable is influenced by the characteristics of the problem (four variables), the characteristics of the policy or law (seven variables), and variables outside the policy (six variables). Policy implementation theory needs to be adapted to new theories related to the implementation of literacy improvement policies to be relevant to current conditions.

2. Theoretical Background

Library Theory

Law No. 43/2007 on Libraries defines a library as an institution that manages collections of written works, printed works, and/or recorded works professionally with a standardized system to meet the needs of education, research, preservation, information, and recreation of the users.   Libraries include public libraries and special libraries. Public libraries are directed to provide services to the wider community as a vehicle for lifelong learning by not distinguishing gender, socio-economic conditions, age, ethnicity, race and religion. While special libraries are intended to serve the public in a limited manner within the government, religious educational institutions, communities, houses of worship, or other organizations. The organization of the library is based on the principles of lifelong learning, openness, justice, professionalism, democracy, partnership, and measurability. Providing services to the community, increasing the love of reading to develop horizons of insight and knowledge is the goal of the library.

The public has the same rights to obtain, utilize library services, and participate in monitoring and evaluation, as well as participate in the establishment of libraries. This includes people in isolated, remote and underdeveloped areas who are entitled to special services from libraries. To ensure the fulfillment of the community's rights, the government is obliged to develop libraries, ensure equitable distribution of library services, carry out the promotion of a love of reading, and organize library services. The development and implementation of libraries is based on local wisdom as a reference center for cultural wealth and research in the region. To develop libraries, national library standards are set, which include standards for organization, services, management, collections, staff, and library facilities and infrastructure. Library development is oriented towards the needs of the library users, facilitates the

participation of the library users, and is adapted to the advancement of information technology (Law No. 43/2007).

Theory of Library Transformation Based on Social Inclusion
The SIBLTpolicy aims to change the paradigm to improve the role and function of libraries as a vehicle for lifelong learning. Through SIBLT, libraries are transformed not only as a place to acquire literature (contextual learning), but also as a place to share experiences, a space for cultural expression, and a vehicle for developing community capacity and capability through training and mentoring. The SIBLT program has been implemented by the National Library since 2018. However, the legal umbrella for the implementation of the SIBLT program was only issued in March 2023 through Perpusnas Regulation No. 3 of 2023 on Library Transformation Based on Social Inclusion.

Community participation is an important element in the transformation to improve the role and function of libraries. SIBLT aims to empower the community, which in turn will improve the quality of life and welfare of the community. The central government up to the village government is involved in the implementation of the SIBLT. The SIBLT program is implemented through selection, socialization, debriefing, training, stakeholder meetings, peer learning, monitoring and evaluation, and publication. To support the SIBLT program, the District/City Government is responsible for establishing policies at the district/city level; conducting socialization; coordinating, advocating, supervising and mentoring; building stakeholder synergy; facilitating implementation; carrying out expansion or replication; and ensuring the sustainability of the SIBLT implementation in the district/city. Village/Kelurahan governments have the responsibility to facilitate the implementation of the SIBLT; build commitment and synergy of stakeholders in the village; facilitate the implementation of transformation; and ensure the sustainability of the program.

3. Methodology

This study used qualitative research methods. This research uses a grounded theory approach as one approach in qualitative research. The grounded theory that will be developed in this study is the implementation of policies in the context of SIBLT in the Special Region of Yogyakarta. Data processing and analysis techniques used are data reduction, display, and conclusions drowing / verifying.

4. Empirical Findings/Result

According to Kurniasih and Rahmat (2021), a social inclusion-based library is a library that facilitates the development of community potential by paying attention to cultural diversity, offering opportunities to work, and increasing the community's ability to adapt to change. Library transformation is an increase in library services that can attract people to take advantage of the facilities provided in the library,

expand the space for the community to exploit programs and activities to improve their knowledge and skills. It can be interpreted that the library is a place to facilitate various skills training activities aimed at community empowerment in improving the quality of life and community welfare.

Education and libraries are a unity of effort in developing cultural strategies to realize a literate society which is a collective literacy movement (Saputro, 2018). As the culmination of a long process of education taken by the community, a literate society is achieved through a cultural movement carried out collectively (Sardjoko, 2018). Although libraries have a big role in realizing a knowledgeable society, until now there are still many people who doubt the role of libraries as a vehicle for community empowerment and development. The role of libraries is often considered less than optimal in creating a climate of welfare improvement for the community (Nashihuddin & Suryono, 2018; Pasaribu, 2018).

Libraries are still considered to have a lack of role in improving community welfare. Libraries should be an important pillar in strategies to alleviate poverty, improve people's lives, and build independence (Wulansari et al, 2021). Increased community knowledge can encourage a more prosperous and advanced life, so that it can encourage an increase in the quality of life (Rachman, 2019). Libraries must transform, so that they can survive and play a better role in supporting the improvement of community progress and welfare (Haryanto, 2020). The current library transformation is a social inclusion-based transformation that is not only to maintain the sustainability and existence of the library, but also to support the achievement of Sustainable Development Goal's (SDG's).

The following are the results of qualitative data processing that researchers use as secondary data references in the form of several regulatory documents related to the SIBLT policy articles and research journals relevant to the issues raised in this study, including:
1. Law Number 43/2007 concerning Libraries.
2. Government Regulation Number 24/2014 concerning the Implementation of Law Number 43/2007 concerning Libraries.
3. National Library of the Republic of Indonesia Regulation Number 3/2023 concerning Social Inclusion-Based Library Transformation.
4. Regional Regulation Number 4 of 2018 concerning Libraries.
5. Lampung Governor Regulation Number 24/2022 concerning Social Inclusion-Based Library Transformation.
6. West Kalimantan Governor Regulation Number 40/2019 concerning Social Inclusion-Based Library Transformation in West Kalimantan.
7. Perbup Pacitan Number 102/2022 concerning Social Inclusion-Based Library Transformation in Pacitan Regency.
8. Perbup Nagan Raya Number 14/2022 concerning Social Inclusion-Based Library Transformation in Nagan Raya Regency.

9. Perwali Bengkulu Number 36/2021 concerning Social Inclusion-Based Library Transformation in Bengkulu City.
10. Some relevant research articles and journals.

From the results of Word Cloud Frequency Query Analysis on Secondary Data, it is known that there are several keywords that appear in qualitative data processing such as the words budget, culture, empowerment, program, strategy, literacy, community, based, inclusion, economic aspects, human, policy, center, training, region, welfare, regulation, technology, librarian and social inclusion-based library transformation services. So it can be concluded and interpreted that the key words above can represent the key words in the design of the research model that researchers raise in this study, where researchers combine the Van Meter & Van Horn (1975) policy model; Mazmanian & Sebastian (1983) model; and Petersen & Miettinen (2016) model by modifying aspects of technology utilization and community participation into the research model.

Furthermore, researchers also analyzed qualitative data on documents from in-depth interviews with several key informants who are considered relevant, can represent the population and have the knowledge and ability to provide data and information related to the issues raised in this study. Some of the key informants that the researchers managed to interview include: (1) Head of the Yogyakarta Special Region Library Development and Guidance Division; (2) Head of the Kulon Progo Regency Library and Archives Office; (3) Kulon Progo Regency SIBLT Facilitator; (4) Head of Bogel Village, Kulon Progo Regency; (5) Beneficiary community in Bogel Village; (6) Bogel Village Library Manager; (7) Head of the Library and Archives Office of Sleman Regency; (8) Library Manager of Bangun Kerto Village, Sleman Regency; (9) SIBLT Facilitator of Bangun Kerto Village; (10) Library Manager of Taman Martani Village, Sleman Regency; and (11) Library Manager of Sukoharjo Village, Sleman Regency.

Based on the Word Cloud Frequency Query Analysis of Primary Data, several keywords that appear in the qualitative data processing can be obtained, including the words village, community, SIBLT, library, training and several other keywords. So it can be interpreted that the key words above can represent the purpose of the items of questions that have been asked, there is no biased meaning between the researcher and the sources or all the answers submitted by the sources are in accordance with the data and information expected in the research directly from the main source in the field. Thus, the fulfillment of source triangulation (checking data and information using different sources) and technical triangulation (testing the credibility of sources) has been fulfilled in the research.

Basically, the implementation of the SIBLT policy aims to change the paradigm of library services to improve the role of libraries as a vehicle for lifelong learning. Through the SIBLT, the library is not only a place to acquire knowledge contextually but also a vehicle for sharing experiences and developing community

capacity through training and mentoring. Through the SIBLT, the government seeks to empower the community to create goods and services of local excellence so that the community can prosper. The SIBLT is implemented through a selection process, socialization, trainer briefing, facilitator training, peer learning, monitoring and evaluation, and publication.

Based on the Cluster Query Analysis, it can be seen that after testing qualitative data, both on primary data and secondary data, several keywords were obtained that are related to the keywords in the research design from the combination of the Van Meter Van Horn (1975), Mazmanian & Sabatier (1983), and Petersen & Miettinen (2016) policy implementation models. The key words referred to lead to the keywords of resources; policy standards and objectives; interorganizational commitment and activity measurement; characteristics of the implementing bureaucracy; economic and political conditions; technology utilization; community participation; implementing attitudes; and policy performance.

Thus, researchers have carried out the data reduction stage in the research by sorting and selecting the main data and information relevant to the research and then presenting the data in the form of charts, graphs matrices and tables. Finally, the researcher has verified the data as the last step in data processing and analysis, where the researcher rechecks the data processing obtained to ensure the correctness of the data processing and analysis in this study and to ascertain whether or not data collection in the field is necessary again. Thus, the data and information in this study are suitable for further analysis and discussion.

5. Discussion

Determinants Influencing the Implementation of SIBLT Policy in the Special Region of Yogyakarta
Implementation is an implementation or action that has been planned in detail and carefully by involving various actors who have their own interests (Tjilen, 2019). Policy implementation is a very important issue in Indonesia. The budget allocation for various programs to the villages issued by the government reaches thousands of trillions every year. The reality shows that the implementation of various programs has failed more than succeeded (Purwanto & Dyah, 2012; Jumadi et al, 2022).

To realize the goals to be achieved, the policy implementation preparation process must utilize available resources, involve groups of people or individuals in implementation, integrate various policies, planning with good managerial before the program is implemented, and provide benefit services for the community (Mukhtar et al, 2023). The determinant factors that can affect the implementation of the Social Inclusion-Based Library Transformation (SIBLT) policy in the Special Region of Yogyakarta are policy standards and objectives, organizational resources, interorganizational communication and activity measurement, characteristics of the

implementing bureaucracy, socio-economic and political conditions, technology utilization, community participation, disposition/attitude of implementers, and policy performance.

In general, of the determinant factors that can influence the implementation of the Social Inclusion-Based Library Transformation (SIBLT) policy in the Special Region of Yogyakarta, only the technology factor has been running well. The facilitation of technology utilization in the implementation of the SIBLT program and the adoption of technology, which is a need of the SIBLT trainees, encourage good technology utilization as stated by several key informants. However, the other seven factors are still not working well.

The absence of regulations related to the implementation of the SIBLT at the provincial and district levels, as stated by key informants 1, 2 and 7 as the person in charge of the SIBLT implementation, has resulted in the absence of policy standards and targets as guidelines for cross Organization of Regional Devices (ORD) in the implementation of the SIBLT. The ego-sectoral understanding of policy objectives from each DPO indirectly impacts on the failure to accelerate the implementation of the SIBLT policy (key informants 1, 2023). Key informant 4 also said that the role of each stakeholder in the region does not yet have a good scheme. Therefore, a joint agreement across stakeholders is needed to determine policy standards and targets that can map the roles of each stakeholder. In order to have legality, the policy standards and targets across ORDs and stakeholders need to be stipulated through laws and regulations.

Regarding organizational resources, key informant 1 expressed the constraint of limited trained human resources. Key informant 7 as the person in charge of the SIBLT in Sleman District also said that one of the main obstacles to the implementation of the SIBLT is limited personnel, especially library staff. In addition to limited human resources, budget constraints are also an obstacle to the implementation of the SIBLT as stated by key informant 1, key informant 2, and key informant 7 as the person in charge of the SIBLT implementation. Key informant 3 as the facilitator of the SIBLT in Kulon Progo also stated that limited human resources and budget are constraints to the implementation of the SIBLT. Several key informants who are the managers of the Kalurahan Library conveyed that the adequacy of manpower, availability of books, and library facilities differ between the four kalurahan due to differences in village budget allocations.

Regarding interorganizational communication, key informant 1 said that PLM and stakeholder meetings have been held once a year. Key informant 3 said that there is a limited budget, which causes stakeholder meetings not to be held regularly or depending on whether there is a budget or not. Furthermore, key informant 1 stated that interorganizational communication in the implementation of the SIBLT is still lacking. Although there is a communication forum held every three months, the communication forum does not specifically discuss the SIBLT but generally

discusses library and archives issues. The same thing was conveyed by key informant 4 who stated that there is already a communication forum that is routinely held in the village, but it does not specifically discuss the implementation of the SIBLT. The lack of inter-organizational communication has resulted in the SIBLT program not being implemented sustainably. People who already have knowledge and skills from the SIBLT training are not facilitated with programs from other related DPOs, so most SIBLT participants cannot start or develop businesses according to the training they participated in (key informant 5 as a community beneficiary).

Regarding bureaucratic characteristics, key informant 1 said that there is no specific sop and division of labor, so work is carried out together. Key informant 3 also said that there are no job specifications, so one staff member does a lot of work together. This is due to the limited human resources available. In addition, key informant 3 as the SIBLT facilitator also said that the leadership's commitment to the implementation of the SIBLT has changed with the change of leadership, which is an obstacle in the implementation of the SIBLT. Therefore, efforts need to be made to maintain and improve leadership commitment so that the SIBLT can run well.

Regarding social, economic and political conditions, key informant 4 said that the SIBLT participants are generally farming communities and MSMEs with a high school education. Key informant 5 also said that the average participant is a housewife with a high school education. Information from several key informants indicates that poverty level has not been the basis for determining SIBLT training participants. Regarding the environment, key informant 2 said that the typology of the village, where most villages in Kulon Progo are located in the highlands and mountains, is an obstacle in the implementation of the SIBLT.

Regarding community participation, although some forms of community participation have begun to emerge, based on information from several key informants as the managers of the village libraries, most people still act as trainees. Furthermore, key informant 2 said that one of the motivations for the community to participate in the training was the economic factor in the form of activity fees. Lack of communication and top-down policies are factors that hinder community participation.

Regarding the disposition of implementers, in general, the implementing staff have the ability and willingness to implement the SIBLT as stated by key informant 1. However, key informant 3 as the SIBLT facilitator in Kulon Progo District conveyed that there are pro and con attitudes towards the SIBLT program. There are still implementing staff who do not believe in the success of the SIBLT program. A good communication process can bridge the problem related to the disposition of implementers.

Strategy for Implementation of Social Inclusion-Based Library Transformation Policy in Special Region of Yogyakarta

There are several strategies that can be used so that the implementation of the SIBLT policy in the Special Region of Yogyakarta can be successful in accordance with the plan, namely the increase in literacy in the community in villages / kelurahan which has a positive impact on the economic, social and political welfare of the community among others including:

a. Increased leadership commitment

This form of commitment from the leadership has a significant impact on the level of availability of library reading materials in the village. Based on the observations of researchers in the field, information was obtained that the allocation of reading material provision was uneven because there were several village libraries that had excess reading materials but there were also several villages that actually lacked library reading materials. The assistance provided still focuses on the construction and development of village library infrastructure but is not accompanied by the availability of sufficient library reading materials for library users in the village. There are as many as 3,700 reading materials available in the village library, but the library is still not up-to-date with the current needs of the community (key informant 6, 2023).

Leadership commitment at the Kalurahan level can also be seen in the availability of reading materials to improve community literacy. Key informant 6 when interviewed by researchers said that the procurement of books in village libraries in Kulon Progo Regency is mostly old editions, where there should be new, up-to-date library reading sources, so that village communities who access library services get new and developing knowledge. Not to mention some village libraries that do not have standardized facilities and infrastructure, such as village libraries that do not have computers, including the availability of wifi but with a slow internet network. This shows the relatively low commitment of the leadership.

Key informant 4 further stated that the role and commitment of top-level leaders directly determine the success of the SIBLT implementation in the field. This is because very few leaders are willing to take risks in the implementation of this program, even though it has many benefits for the village community. In fact, increasing knowledge and skills through the SIBLT can play an important role in skill development and improving the welfare of village communities as program targets if implemented properly.

To build collaboration with regional leaders and related stakeholders, the National Library needs to more intensely organize meetings with stakeholders at the national level with a view to: (1) equalize the same perception of the concept of literacy for welfare and the SIBLT; (2) monitor the progress of the SIBLT program

implementation in each region; (3) obtain testimonials of the impact of program implementation from program recipients; (4) seek support from other ministries or institutions, especially support for additional budget allocations for the sustainability of program implementation, especially related to policies and resource allocations for the sustainability of program implementation; and (5) discuss program expansion or replication.

The Library and Archives Offices of Yogyakarta Province, Kulon Progo District, and Sleman District need to hold regular meetings to build a common perception of the importance of the SIBLT program and to build the commitment of ORD leaders and village heads to support the implementation of the SIBLT program.

b. Drafting regulations that can become a legal umbrella

Policies and their derivative rules such as guidelines, procedures and terms of reference for the implementation of activities are prepared, documented and controlled based on the provisions of laws and regulations based on the latest scientific evidence or can be proven by referring to updated references including the control of evidence documents for the implementation of activities. There is a need to develop regulations that can become a joint legal umbrella across Ministries/Agencies/ ORDs where the SIBLT policy regulation document refers to the vision, mission and national goals in the National Long-Term Development Plan (RPJPN) (Pamungkas, 2013).

The RPJPN is an elaboration of the objectives of the establishment of the State of Indonesia as stated in the Preamble of the 1945 Constitution of the Republic of Indonesia. The RPJPN contains the vision, mission and direction of national development for the next 20 years. The RPJPN is then elaborated in the form of RPJMN which contains the vision, mission and program of the President for 5 years. RPJMN is further developed in the form of Renstra and detailed in the form of RKP in the Ministry / Agency. This regulatory basis will later become a guide and regulatory reference for local governments in formulating SIBLT policies for village communities at the provincial/district/city level (Pamungkas, 2013).

At the local government level, key informant 2 said during the interview that the regulation used as the basis for the implementation of the SIBLT in Kulon Progo District is Regent Regulation No. 2/2023 on the Development of Village Libraries into Special Libraries. Key informant 7 (2023) also said that the basis for the implementation of the SIBLT in Sleman Regency is still based on Regional Regulation No. 1/2016 on Regional Libraries and Archives. In contrast, the Library and Archives Offices in several regions have regulations on the implementation of the SIBLT program in their regions, such as West Kalimantan Governor Regulation No. 40/2019 on SIBLT in West Kalimantan; Regent Regulation No. 14/2022 on SIBLT in Nagan Raya Regency; Pacitan Regent Regulation No. 102/2022 on SIBLT

in Pacitan Regency; Bengkulu Mayor Regulation No. 36/2021 on SIBLT in Bengkulu City and so on.

The laws and regulations related to the SIBLT that researchers propose to make, among others, need to contain: (1) policy standards and objectives as joint guidelines across sectors; (2) mapping the roles of each ORD and related stakeholders; and (3) the establishment of a coordination team and its work plan. Policy standards and targets as cross-sectoral guidelines in the regions that need to be stipulated in the proposed regulation in the form of a Regional Action Plan.

c. Establishment of a coordination team to integrate programs that have the same objective relevance as the SDGs policy

According to Perpusnas Regulation No. 3/2023 on SIBLT, it is known that although the levels of government have their respective responsibilities, the commonality and spirit is to build synergy among stakeholders at all levels of government, including central/provincial/district/municipal/village. The existence of the National Library Regulation 3/2023 on the SIBLT should synergize the commitment of the central and local governments to succeed the SIBLT policy program for rural communities. The establishment and synergy of this coordination team can be integrated optimally if the programs owned by each government and Organization of Regional Devices in the regions have the same direction and purpose and target rural communities by being packaged in one SIBLT policy program.

Key informant 2 said that technically, collaboration with related agencies has been mapped out, but the problem is that sometimes the nomenclature often changes, which directly affects the quality of collaboration in implementing the SIBLT in the regions. Furthermore, key informant 6, when interviewed by the researchers, said that in order for the implementation of the SIBLT policy to be successful, more training is needed for village communities participating in the SIBLT program. Sometimes the implementation does not reach identification and evaluation as data, so collaboration with other related parties is needed so that the SIBLT program can be maximized and there needs to be a simultaneous synergy movement. Therefore, when the village community has high literacy but is not accompanied by an entrepreneurial spirit, the purpose of this program will be in vain because the community is still not prosperous.

The Kulon Progo District Village Community Literacy Activist as key informant 5 when interviewed by the researchers said that coordination related to the implementation of the SIBLT policy has routinely been carried out through village forums where various issues in the village are discussed, including discussions related to the implementation of the SIBLT policy. This forum is important because through this forum, data and information can be exchanged related to activities and programs that have been and are currently being carried out and plans for future programs.

Key informant 2, when interviewed by the researchers, said that the commitment of the stakeholders needs to be increased in order to ensure the sustainability of the SIBLT policy in the coming period, and a clear mapping of the rights and responsibilities of the central and local governments is needed, especially in implementing the SIBLT policy programs in the field that directly target the village communities who are the beneficiary participants of the SIBLT policy. Therefore, a coordination team that meets regularly to discuss and synergize roles in supporting the implementation of increased literacy for welfare is needed.

d. Preparation of National Action Plans and Regional Action Plans

Perpusnas Regulation No. 3/2023 on SIBLT has mapped out the executors at the central and local governments quite well. This step should be maximized by compiling and forming a National Action Plan (NAP) program and replicated at the regional level in the Regional Action Plan (RAP) program to implement the role of the SIBLT in improving community welfare, especially for village communities, namely through coaching and providing trainings whose purpose is to empower the socio-economy of village communities who are participants in the SIBLT program. Moreover, the National Library has held a National Coordination Meeting for the Library Sector on March 6-7, 2023 with the theme SIBLT for welfare, a smart solution for community economic recovery after the COVID-19 pandemic. Throughout 2023, SIBLT activities were carried out by involving partners as many as 450 village / kelurahan libraries, and have carried out 1,661 training activities attended by around 70,165 participants. The Head of National Library said that the national coordination meeting was mandated by Law No. 43/2007 on Libraries.

Key informant 1, during the researcher's interview, said that synergy involving Ministries/Agencies and several related DPOs in the regions needs to be improved in order to accelerate poverty alleviation among rural communities as beneficiaries of the SIBLT program. In particular, the role of each DPO in the provincial/district/city area is needed directly by the village community as a follow-up to any sustainability activities that have been carried out, so that the community has access to the development and empowerment of independent communities from each DPO. In addition, the support from the DIY Provincial Legislative Council is quite significant in the implementation of the SIBLT policy, with several council members allocating aspiration funds for library activities in villages in DIY Province.

e. Regular evaluation and monitoring

Key informant 2, when interviewed by the researchers, said that the implementation of the SIBLT policy has a high intensity, but it has not yet touched on reducing the poverty rate in rural communities in DIY Province. He further mentioned that the activities are focused on the implementation of the SIBLT that can contribute to the reduction of poverty, especially in the poorest villages in Kulon Progo District. In addition, the focus of other activities is also directed at procuring library books that are really needed by the community.

Currently, 21 villages have received the SIBLT policy program and only one village has not implemented it. This is due to the lack of sustainability of the independent village replication by the village government (key informant 2, 2023). One of the community leaders in Kulunprogo District when interviewed by the researchers said that the unavailability of working capital for entrepreneurship provided by the relevant Organization of Regional Devices for the SIBLT policy participants is one of the obstacles why the SIBLT policy output is not as expected, so that the increase in literacy in the form of increased knowledge and skills is not followed by an increase in welfare, which has an impact on reducing the poverty rate of the village community.

Key informant 6, when interviewed by the researchers, said that the SIBLT program has classified the community into several groups of community categories, such as youth groups, elderly groups, children's groups and disability groups. The grouping is done so that all levels of the village community can truly be represented as beneficiaries of the SIBLT policy. The evaluation and monitoring of the implementation of the SIBLT policy is conducted regularly through the National Library Information System. Furthermore, Key Informant 6, when interviewed by researchers, said that the form of supervision of village libraries is reported through the online SIM application as well as direct visits to libraries in the villages.

6. Conclusions

Based on the analysis and discussion described above, there are several conclusions that can be drawn in this study, including the determinants that influence the implementation of inclusion-based library transformation policies in the Special Region of Yogyakarta including policy standards and objectives, the implementation of the SIBLT policy by the Kulon Progo Regency Library and Archives Office and Sleman Regency still refers to the SOP from the National Library through National Library Regulation Number 3/2023 concerning SIBLT. The absence of a Regional Regulation on the SIBLT has resulted in the absence of regional-level policy standards and targets as guidelines for implementing the SIBLT that can synergize the roles of cross-stakeholders in the regions. Organizational resources, limited budget and insufficient library human resources are obstacles to the implementation of the SIBLT policy. The lack of budget allocation results in the lack of replication of the SIBLT program, as well as the fulfillment of library facilities and infrastructure. The lack of library human resources resulted in the absence of job specifications and affected the implementation of the SIBLT. Inter-organizational communication and activity measurement, the Kulon Progo Regency Library and Archives Office has a synergy team from a combination of existing Organization of Regional Devices offices where each head of office becomes the SIBLT program synergy team. The Sleman District Library and Archives Office has also done the same. However, the communication routine is still lacking and has not focused on discussing the sustainability of the SIBLT program. The characteristics of the

implementing bureaucracy, the Provincial Library and Archives Office and the District/City Library and Archives Office have their respective duties and functions in implementing the SIBLT. However, at the implementation staff level, there are no job specifications due to the lack of library human resources. The change in leadership orientation is an obstacle in the implementation of the SIBLT. Library as a compulsory regional affair but not a priority causes the support of regional budget allocation to the Library and Archives Office to be relatively small. Social, economic and political conditions, the characteristics of village communities participating in the SIBLT program in Kulon Progo Regency and Sleman Regency are farmers, livestock breeders, fisheries and MSMEs and the average educational status is equivalent to high school. The relatively low level of education is an obstacle in the implementation of the SIBLT. Technology utilization, the Library and Archives Office has provided wifi facilities, computers, digital content, and assistance to the community to utilize the meet zoom application and the use of e-commerce platforms. Community participation, There are already people participating in improving library services, but most people still act as SIBLT training participants. Implementers' attitudes: There are still pro and con attitudes towards the SIBLT program. The contra attitude is based on disbelief in the success of the SIBLT program. To increase the commitment of the implementers, they still use Employee Work Targets (EWT), the results of which are submitted directly to the Governor. In terms of policy performance, there is no measure of the success rate of the SIBLT program. Success has only been assessed by the villagers who want to do business after participating in the SIBLT program.

Strategies for implementing the social inclusion-based library transformation policy in the Special Region of Yogyakarta include Increasing leadership commitment, the implementation of the SIBLT program should focus on developing the competence of village communities in empowering the potential of regional resources through increasing village community literacy. The National Library and the Regional Library Office need to increase stakeholder meetings to increase leadership commitment. Drafting regulations that can serve as a legal umbrella, where National Library regulation 3/2023 on SIBLT can be used as the basis for drafting regulations for the implementation of SIBLT in the regions, so that this program can bind the commitment of stakeholders in the regions. The Regional Library Office needs to advocate for the SIBLT policy regulation to be drafted. The establishment of a coordination team to integrate programs that have the same relevant objectives as the SIBLT policy, the mapping of responsibilities between the central and local governments related to the implementation of the SIBLT in the Perpusnas regulation 3/2023 on SIBLT can be used to synergize ministries/agencies and DPOs in the regions. The Special Government of Yogyakarta needs to establish such a coordination team. The implementation of a national action plan to synergize the implementation of the same in every village/sub-district throughout Indonesia, with the holding of a national coordination meeting on libraries organized by the National Library, can be a way to develop a RAD on the implementation of the SIBLT policy.

The Yogyakarta Special Government needs to develop a RAD as a joint guideline. Regular evaluation and monitoring, the implementation of the SIBLT policy has been quite high in intensity but has not yet touched the reduction of poverty levels in village communities, so there is a need for continuity and sustainability from each stage of activities to the next stage of activities, including the availability of business capital assistance and further assistance from related Organization of Regional Devices in the region.

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