A Review of Bekasi City (West Java, Indonesia) Regional Archives and Library Office Service Transformation Policy Strategy

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Abstract

Background: This study analyzes the Bekasi City Regional Archives and Library Office 's organizational management issues, specifically budget and human resources. The analysis applies Philip Kohler's organizational management theory

Objective: The study is motivated by challenges in optimal budget absorption, misallocation of funds, and human resource constraints, all of which impact the effectiveness of library services. The primary objective is to develop policy strategies to address these issues, particularly to promote reading habits and a culture of literacy in the community

Methods: The study employed a descriptive qualitative method incorporating interviews, observations, focus group discussions (FGDs), surveys, and document analysis

Results: Findings indicated continuous staff training, improved communication and coordination, and innovative library programs are crucial for enhancing budget and human resource efficiency and effectiveness

Conclusion: In conclusion, targeted policy strategies can overcome existing barriers, foster improvements in the Community Literacy Development Index (IPLM) and Reading Interest Level (TGM), and help the organization achieve its strategic goals

Keywords: Government policy, service transformation, literacy, service management

INTRODUCTION

This study analyzed the service transformation policy strategy of the Bekasi City Regional Archives and Library Office. The research was grounded in the role of libraries as outlined in Law No. 43 of 2007 on Libraries, which emphasizes their significance in knowledge dissemination and support for the national education system. The law also mandates district and city governments to manage and develop libraries within their regions. This includes ensuring equitable access to library services, maintaining libraries as community learning resource centers, promoting reading habits through library usage, and facilitating library operations. Additionally, local governments are tasked with organizing and developing regional public libraries as research centers that reflect and preserve local cultural heritage.

In addition to the aforementioned law, Government Regulation No. 18/2016 on Regional Apparatus mandates that the structure and functions of regional apparatus at the provincial, district, and city levels include the establishment of libraries. The Bekasi City Regional Archives and Library Office holds a critical role in realizing the vision and mission

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of the Bekasi City Government. As institutions that facilitate public knowledge, libraries offer various information resources in print, written, and recorded formats (Yusuf et al., 2020).

As a governmental organization, the Bekasi City Regional Archives and Library Office serves as a provider of library services and a manager of various operational and strategic aspects essential to ensuring the continuity and effectiveness of these services. Philip Kotler (1998) identifies six essential elements—Man, Money, Method, Machine, Market, and Material—that are critical to ensuring organizational effectiveness and efficiency. Currently, the Bekasi City Regional Archives and Library Office is facing challenges in these '6M' elements.

According to the Government Agency Performance Report (LKIP) of the Bekasi City Regional Archives and Library Office, recurring issues include a) insufficient human resources for managing libraries and archives; b) continued reliance on the regional budget (APBD) for funding; c) high turnover in leadership positions; d) a lack of a deeply ingrained reading culture in the community; e) an inadequate number and quality of library and archive management staff; and f) limited proficiency in information and communication technology (ICT) within the library and archive sector.

Among the human resource challenges the Bekasi City Regional Archives and Library Office faces is the misalignment between librarians' actual duties and their designated roles and responsibilities. The rapid turnover of officials has led to a weak understanding of key library issues (Tobias, 2017). The library staff is struggling to develop effective activity programs and draft comprehensive terms of reference (KAK/ToR). Additionally, there is a lack of innovation in routine programs and poor internal and external coordination.

Aside from human resource challenges, the budget allocation within the Bekasi City Regional Archives and Library Office is misaligned with the actual needs of various departments. Of the total Rp 17 billion budget, Rp 14 billion was allocated to the Secretariat, while the library and archives sectors received approximately Rp 1.5 billion each. As a result, approximately only Rp 3 billion remained to achieve the key performance indicators (KPIs). Despite the relatively large budget, absorption was inefficient, as many programs lacked clear priorities or were based on outdated initiatives without proper adjustments.

Furthermore, the determination of performance indicators for the library sector was not aligned with local government KPIs as outlined in Permendagri No. 18 of 2020 concerning Reporting and Evaluation of Local Government Implementation, nor with the National Library of Indonesia's KPIs, such as the Reading Interest Level (TGM) and the Community Literacy Development Index (IPLM). TGM indicators include reading duration per day, reading frequency per week, number of reading materials consumed per month, internet access frequency per week, and internet usage duration per day. Meanwhile, the IPLM assessment indicators cover library availability, the adequacy ratio of library collections (based on IFLA/UNESCO standards), staff sufficiency ratio, library utilization rate, promotion activity rate, membership/engagement rate, and budget allocation.

These issues in Bekasi's libraries have been corroborated by several previous studies. For instance, Zumurotin (2023) revealed that the competence and performance of employees at the Bekasi City Regional Archives and Library Office have been unsatisfactory. This study indicated that service times did not align with the established Standard Operating Procedures (SOPs), which negatively affected the Community Satisfaction Index (IKM) for service performance, resulting in a notably low score. In 2021, the library office ranked last among 89 other OPDs. The community satisfaction survey results show that the overall rating of the library service unit was 76.08, which falls under category C, indicating poor service quality and performance. Similarly, the Bekasi City Community Reading Index for 2021 also failed to meet its target, achieving only 58.84 out of the expected 60.

Another study by Fatimah (2023) highlighted persistent challenges in library management at Bekasi City Regional Archives and Library Office such as human resources competence, capability, and other human resource issues. Many employees do not fully grasp the office's goals and performance objectives, leading to a lack of understanding of their responsibilities. Although SOPs are in place, not all staff understand and consistently apply them. Another issue is the lack of communication intensity and the high turnover rate, which hinder the effectiveness of policies and programs.

In alignment with these findings, Sihombing (2023) noted that the library's book collection is insufficient to meet the needs of Bekasi's residents. Several library users have expressed discomfort with the facility's conditions and voiced their desire for the Bekasi City Government to enhance literacy services, particularly in library management. Despite a substantial budget from the Bekasi Regional Budget (APBD), there is still much room for improvement. One resident of Bekasi remarked that the library should meet acceptable standards and support the advancement of knowledge, especially in the Millennial era (bekasimedia.com, 2017). Another library user expressed dissatisfaction with the location and reading environment, arguing that libraries should evolve by creating an engaging atmosphere (Nugie, 2023).

Aside from studies on the Bekasi City Library, several studies have examined reading interest in nearby areas, such as the Bekasi Regency. Ikhsan (2023), noted that reading interest in Bekasi Regency remains low, with the local library attracting a maximum of 20 visitors per day, totaling around 350 visitors per month. Rizki (2022) reviewed the challenges faced by the Bekasi City Regional Archives and Library Office (Disarpus) in implementing the social inclusion-based library program. He pointed out that the program lacks private sector involvement and faces obstacles such as budget constraints, differing levels of awareness among village officials about the importance of social inclusion programs, insufficient information dissemination efforts, and inadequate manpower.

These studies collectively highlight the various challenges facing libraries in Bekasi, including employee competence and performance, library management, and public reading interest level. While previous studies employed various approaches to analyze existing issues, none specifically utilized Philip Kotler's organizational management framework. The novelty of this research lies in its application of organizational management theory, which offers a systematic and comprehensive framework for identifying problems and providing targeted

solutions. This includes a detailed analysis of human resource competencies (Man) and budget allocation and utilization (Money) (Mondal, 2020). As a result, this study presents a holistic and integrative perspective on the challenges faced by the Bekasi City Regional Archives and Library Office, offering solutions based on a thorough and systematic analysis.

METHODS

This study employed a descriptive qualitative methodology to examine the complex challenges and opportunities in the policy strategy development for the Bekasi City Regional Archives and Library Office (Dzogovic & Bajrami, 2023). The selected methodology is appropriate for providing detailed descriptions and interpretations of data, enabling a holistic understanding of the phenomenon and supporting recommendations based on robust empirical evidence. In the context of this study on the Bekasi City Library, this method is particularly relevant, as it offers a comprehensive and structured framework for identifying and addressing the challenges faced by the library. The 6M framework, frequently referenced in general management literature, particularly in marketing and strategic management, emphasizes the importance of a holistic and integrative approach to organizational management (Kotler, 1998). In this study, the 6M theory served as a valuable tool for analyzing the Bekasi City Regional Archives and Library Office as a government organization, offering systematic insights and solutions (Boca, 2015). However, the study specifically focused on two elements of the 6M framework—Man (Human Resources) and Money (Funding)—to provide an in-depth analysis of critical factors that significantly impact the effectiveness and efficiency of library services.

The research sources consisted of internal employees of the Bekasi City Library and Archives Service, such as heads of services, heads of divisions, staff, and librarians, as well as external stakeholders, including representatives of Bappeda, managers of university libraries, school libraries, and village libraries, who were selected using purposive and random sampling techniques. The selection of these sources aims to capture a comprehensive understanding of internal dynamics and external collaborations relevant to regional library management. Data were collected through surveys to evaluate the conditions and operational needs of the library, observations to understand internal and external dynamics, focus group discussions (FGDs) to explore various points of view, and in-depth interviews to obtain more detailed information. In addition, secondary data were obtained from documents such as media reports, academic journals, and other relevant sources (Hudson, 2023). Data analysis was carried out through data reduction, data presentation in visual and matrix forms, and drawing conclusions that were verified using triangulation of sources and methods, ensuring the validity and reliability of the research results.

FINDINGS

Article 2 of Law No. 43/2007 on Libraries outlines that libraries are established based on the principles of lifelong learning, democracy, justice, professionalism, openness, accountability, and partnership. Under these principles, libraries are mandated to serve as centers of learning and collaboration, managed professionally and accessible to the community in a fair and accountable manner, contributing to societal well-being.

Due to this role, libraries play a critical role in promoting literacy and fostering reading habits in society as essential hubs for learning and collaboration. This mission aligns with the government's broader long-term development goals, as set out in the National Long-Term Development Plan (RPJPN) 2025-2045 which highlights literacy improvement, including reading literacy, as a key indicator of quality education. The RPJPD 2025-2045 must align with the RPJPN, which serves as a mandatory guideline for recognizing quality education as a cornerstone of human development. Improving literacy, including reading literacy, is one of the key components in achieving this goal. Reading literacy is foundational to the learning process, the acquisition of knowledge, and a deeper understanding of the world (Delgadova, 2015).

These aspirations are also reflected in the Bekasi City Regional Development Plan (RPD) 2024-2026, as outlined in Bekasi Mayor Regulation No. 9 of 2023. The Bekasi City RPD identifies five key development objectives for the city from 2024 to 2026, further broken down into 11 specific targets. Among these objectives, the second goal is the realization of equitable, quality human and community development. This goal is supported by five specific targets: (1) an increase in a knowledgeable society, (2) improved access to and quality of public health services, (3) enhanced family welfare and gender-responsive development, (4) a more adaptive workforce, and (5) improved urban community welfare.

Enhancing reading literacy is integral to achieving these goals, as it grants the people of Bekasi City greater access to knowledge, information, and educational opportunities. This directly supports the target of fostering a highly knowledgeable society, as outlined in the first development goal.

Enhancing reading literacy can also contribute to other targets in the Bekasi City RPD 2024-2026, such as improving the quality and accessibility of public health services. Literacy facilitates better dissemination of information related to health and healthy lifestyles through relevant literature and resources. Furthermore, reading literacy supports the goal of Improved Family Welfare and Gender-Responsive Development by empowering individuals to make informed decisions regarding family welfare and gender equality, based on a deeper understanding of available information (Nutbeam & McGill, 2019). Thus, integrating improved reading literacy into the Bekasi City Regional Development Plan 2024-2026 will not only aid in achieving the second development goal but also contribute to the fulfillment of other objectives, fostering a higher quality and more equitable society.

Improving reading literacy is an urgent priority for advancing human development and building a more equitable society (Bergen et al., 2023). In this context, transforming the Bekasi City Library is essential, as the library plays a strategic role in enhancing literacy and supporting regional development goals.

However, the current state of the Bekasi City Regional Archives and Library Office reveals significant challenges in managing human resources and budget allocations. As an integral part of public services, the Archives and Library Office holds a crucial role in promoting community literacy and improving access to information.

Policy Implications and Strategies for Human Resource Development

Human resources are a critical component of effective library management (Islam & Rahman, 2023; Ridwan et al., 2021; Suprihatin, 2022), as librarians and staff are central to delivering high-quality services. Skilled and experienced employees can efficiently manage collections, provide user assistance, and develop meaningful library programs (Ike, 2023).

In this context, human resources encompass all employees of the Bekasi City Regional Archives and Library Office. According to data from the Bekasi City Regional Archives and Library Office, the office employed 53 active staff members, including 11 librarians, in 2024. Of these 11, seven librarians were based in the service building, separate from the main DAP office building.

Table 1. Number of Librarians in the Bekasi City Library (as of February 2024)

Position	Total
Junior Expert Librarian	7
First Expert Librarian	1
Middle Librarian	1
Advance Librarian	2
Total	11

Source: Bekasi City Regional Archives and Library Office, 2024

Some librarians were also involved in planning and other administrative areas. Additionally, several employees, including the Heads of Division, were relatively new to their positions, having held their roles for only 2 to 4 months on average. As a result, they were not familiar with library operations while being tasked with implementing programs that align with local government performance indicators, such as improving the Reading Interest Level (TGM) and the Community Literacy Development Index (IPLM).

Officials who have served for only a few months often lack a comprehensive understanding of the Library Service's challenges and priorities. Consequently, several issues have emerged: (a) Difficulty in developing effective activity programs for the DAP, as many staff and librarians struggled with drafting adequate Terms of Reference (ToR); (b) The ToRs often lack clarity regarding the objectives, scope, methods, and responsibilities of specific programs or activities; (c) Furthermore, the KAK/ToR documents were often prepared by a single individual assigned to multiple activity programs, even though many of them lack the necessary expertise and experience in the relevant fields. As a result, the ToRs often fail to meet the standards and requirements essential for the success of the programs or activities.

A significant human resource issue within the Bekasi City Regional Archives and Library Office was the lack of innovation (Harsanto, 2021). Most of the programs initiated were routine, with simplistic goals. For instance, circulation services, reference services, library guidance, library provision services, and mobile libraries were all recurring programs that lacked innovative approaches. Librarians struggled to generate creative ideas to enhance services or increase library visitor numbers, typically waiting for instructions from their

supervisors, who were new to their positions and unfamiliar with on-the-ground conditions. This lack of initiative and innovation results in stagnation in collection development, services, and the overall competitiveness of the library service (Durney, 2023). Compounding these challenges is a widespread lack of understanding among staff regarding the key performance indicators in library affairs, particularly the Reading Interest Level (TGM) and the Community Literacy Development Index (IPLM). Many employees are also unaware of the types of activities that can support the achievement of these indicators.

Another issue with human resources was the lack of effective internal and external coordination. Internally, communication between supervisors and subordinates was poor. Supervisors provided inadequate direction and motivation, while subordinates appeared disengaged or indifferent. Similarly, the relationship between structural and functional employees seemed distant and disconnected. Externally, communication and coordination with various stakeholders were minimal (Huang, 2023). This was particularly evident in interactions with Bappeda (regional development planning agency), the agency responsible for regional development planning.

While coordination with Bappeda did happen, it was typically managed by a single individual, despite the presence of many employees. This over-reliance on one person led to inefficiency and a lack of synergy between units, as critical information from Bappeda was not always effectively communicated. For instance, Bappeda offered flexibility in proposing programs and budgets, including for the construction of a new library service building, provided the rationale was sound. However, the proposal was never submitted due to miscommunication.

Moreover, insufficient coordination and mutual understanding between the DPRD and relevant agencies further hinder the execution of programs designed to benefit the community (Gautam, 2020). For example, the DPRD allocated a budget through the Pokir fund for the construction of a new library in one village; however, the implementation stalled due to a lack of clarity on administrative procedures and accountability on both the DPRD and the Bekasi City Regional Archives and Library Office.

Furthermore, the prevailing mindset among employees, which focused on securing larger budgets, contributed to the office's stagnation. Many staff members believed their budget was the smallest among other OPDs in Bekasi City, attributing the library's low productivity to this perceived budgetary constraint. In reality, many programs initiated under the existing budget were ineffective, failed to achieve a significant impact, and were primarily created to use up the budget. Most programs were not productivity-oriented; for example, substantial expenditures on collection procurement failed to align with the actual needs of their target, while development programs prioritized official travel over achieving substantive outcomes.

The Bekasi City Regional Archives and Library Office faced significant challenges related to human resources and budget constraints, which greatly affected the effectiveness and efficiency of library services. Librarians, who also had responsibilities in planning, along with the newly appointed Head of Division, demonstrated a lack of in-depth understanding of their duties and responsibilities. This situation resulted in difficulties in developing program activities that aligned with local government performance indicators, such as increasing the Reading Interest Level (TGM) and the Community Literacy Development Index (IPLM).

Furthermore, the lack of innovation in library programs, which were routine and devoid of creativity, exacerbated the issue. Employees often waited for directives from superiors, who, ironically, also lacked a comprehensive understanding of the situation on the ground. This dynamic has led to stagnation in the development of collections, services, and the library's overall competitiveness.

Additionally, insufficient internal and external coordination presented a significant challenge. The lack of communication between superiors and subordinates, as well as among structural and functional employees, hampered operational effectiveness (Yakubu, 2021). Externally, communication with stakeholders such as Bappeda remained minimal, leading to inefficiencies and a lack of synergy between units. Reliance on specific individuals for communication with Bappeda created risks of inefficiency and suboptimal message delivery. For instance, although Bappeda allowed flexibility in program and budget submissions, a proposal for a new library service building was never submitted, indicating a significant communication gap.

Employees' focus on large budgets as a determinant of productivity was a barrier to effective operation. The existing budget was often perceived as insufficient, even though many programs were ineffective and lacked significant impact. These programs were created to utilize the budget without regard for productivity; for instance, book procurement did not align with target needs, and coaching programs were primarily focused on official travel. These practices demonstrate inefficiencies in resource utilization, resulting in budget waste and suboptimal outcomes.

In the context of the service transformation policy strategy, it is imperative to address these issues with a holistic and integrative approach. Strengthening human resource (HR) capacity through continuous training and development (Anyim, 2021), as well as improving internal and external coordination, is essential for creating better synergy (Udo-Anyanwu, 2021). Additionally, it is crucial to shift employees' mindsets to prioritize innovation and program effectiveness. More efficient, productivity-oriented budget management should be a priority within the Bekasi City Regional Archives and Library Office transformation policy strategy. This approach will facilitate the achievement of key performance indicators and enhance the overall quality of library services.

The lack of creativity in developing activity programs within Bekasi City Regional Archives and Library Office can be attributed to the capabilities of their human resources. Human resource policies in the library sector have not effectively prioritized enhancing the quality and competence of the workforce, thereby impeding their ability to manage libraries and archives in alignment with the mandates of their respective agencies or institutions (Makeeva et al., 2021; Smith et al., 2013). A competent workforce can be fostered through various initiatives, including recruiting new personnel and ongoing professional development.

Qualified library staff can be recruited by hiring new personnel with educational backgrounds in library sciences or other relevant fields aligned with the agency's mandates. Additionally, tailored training programs can serve as an effective strategy for enhancing workforce competence (Dewi, 2023). Implementing competency certification can be a viable strategy for promoting sustainable skills development (Frank et al., 2018). This certification

allows library and archive personnel to gain official recognition for their expertise in managing libraries and archives. Furthermore, diverse professional development activities—such as scientific seminars, workshops, and technical guidance—offer opportunities for the workforce to continuously advance their knowledge and skills in the library sector. A comprehensive policy and strategy focused on human resource development in the library sector is essential for cultivating a qualified workforce capable of addressing the challenges and demands of modern information and documentation management.

Based on this analysis, the identification of risks related to human resources that hinder programs and affect the Community Literacy Development Index (IPLM) and Reading Interest Level (TGM) in Bekasi City is illustrated in Figure 1.

Inadequate Internal and External Coordination

Risk: Poor communication between superiors and subordinates, along with a lack of coordination with external stakeholders such as Bappeda and the Regional House of Representatives (DPRD),

Mitigation: Develop a more effective communication and coordination system, which may include regular meetings and workshops with stakeholders.

High Employee Turnover and Experience Gaps

Risk: The high turnover rate of officials over a short period leads to insufficient understanding of library affairs and the priorities of the Archives and Library Service.

Mitigation: New leaders and officials should engage in direct coordination with staff to accelerate their understanding of the tasks and priorities of the service.

Challenges in Program Development

Risk: Difficulties in creating effective Terms of Reference (ToR), resulting in documents not meeting the required standards for successful program implementation.

Mitigation: Provide training on drafting ToRs and establish a dedicated team to prepare documents.

Dependence on Specific Employees

Risk: Relying on a single individual for communication with stakeholders may result in a lack of synergy among units.

Mitigation: Distribute communication and coordination responsibilities among a larger group of employees, ensuring that all staff members have a clear understanding of their duties and responsibilities.

Misunderstanding of Performance Indicators

Risk: Insufficient comprehension of performance indicators such as the TGM an IPLM may lead to ineffective program implementation.

Mitigation: Specialized training on library performance indicators and integrate these into planning documents.

Lack of Innovation

Risk: Routine programs lacking innovation can lead to stagnation in collection development, services, and the competitiveness of the Archives and Library Service.

Mitigation: Foster a culture of innovation by implementing internal competitions, rewarding creative ideas, and adopting best practices from other libraries.

Mindset Focusing on Large Budgets

Risk: This mindset results in the ineffective programs that are yielding minimal impact while primarily aimed to consume the budget without achieving optimal outcomes.

Mitigation: Promote a productive mindset through budget management training that emphasizes the efficient use of resources, alongside regular evaluations of programs to ensure they generate positive impacts.

Figure 1. Identification of Human Resource Risks Hindering Programs and Affecting the IPLM and TGM

Budget Management Policy Implications and Strategies

In addition to human resources, budget management plays a crucial role in the implementation of activity programs and the achievement of organizational performance targets (Ratag et al., 2019), including those of the Bekasi City Regional Archives and Library Office. The budget functions as a tool for financing activities and an instrument for regulation and control, ensuring the effective and efficient utilization of organizational resources (Asriev et al., 2023; Shawe, 2023). Proper budget allocation enables an organization to prioritize the use of resources and direct them toward the most strategic and important activities (Sinuhaji & Nasution, 2023). Additionally, the budget functions as a control mechanism for organizational operations (Shawe, 2023) and serves as a tool to enhance accountability and transparency in organizational management (Sulistiani, 2021).

In 2023, the Bekasi City Regional Archives and Library Office (Disarpusda) was allocated a budget of Rp 17,356,146,185 to meet key performance indicators. However, by the end of December 2023, only Rp 14,156,670,309 (81.57%) had been realized. This shortfall was attributed to discrepancies between unit prices in the SIPD system and actual market prices for expenditures, such as books, PCs, member card printers, and fumigation services. Several sub-activities could not be executed due to account entry errors, preventing full budget utilization.

The 2024 budget was also similar to the 2023 budget. The 2024 allocation did not align with the needs of the programs. Of the Rp 17 billion allocated, the Secretariat received the largest portion—Rp 14 billion—while the library and archive sections each received an allocation of Rp 1.5 billion. Hence, only Rp 3 billion was allocated to activity programs to achieve the main performance indicators.

Despite perceptions that the budget was insufficient, there was a recurring inability to absorb the allocated funds effectively (Maziekien, 2024). Additionally, many planned programs lacked rationality and failed to prioritize essential activities. For instance, in 2024, the Development and Maintenance of Electronic Library Services received an allocation of Rp 120,000,000, which could have supported higher-quality outcomes if managed effectively. The planning process often replicated programs from previous years without adequate adjustments or innovation. The planning division, particularly the Secretariat, lacked the initiative to prioritize critical programs and activities, resulting in inefficient resource utilization. According to DPA data, the budget for book procurement in Bekasi City amounted to Rp 340,000,000, targeting the acquisition of 2,402 copies. However, with effective planning, this allocation could have resulted in a greater quantity of higher-quality books. The planning division's reluctance to eliminate non-priority programs and activities undermines budget effectiveness, resulting in suboptimal outcomes.

The budgetary function, which is intended to optimize resource allocation, regulate activities, and enhance accountability and transparency, is not fully utilized. The equal distribution of funds between the archives and library sections without considering their specific needs hinders the ability to meet key performance indicators (Maine State Library, 2021).

Additionally, the tendency to replicate previous years' initiatives, without proper adjustments, further reduced the effectiveness of the budget. For instance, the IDR 120 million allocated to establish electronic library services could have been better utilized to achieve higher-quality outcomes with improved planning. These issues highlight a lack of innovation and capacity to develop relevant and effective programs.

The planning department's failure to prioritize essential activities reflects weaknesses in decision-making, leading to inefficient spending and missed opportunities for improvement. For instance, the Rp 340 million allocated for book procurement to acquire 2,402 copies, could have yielded better results with more effective planning and execution.

In the context of the service transformation policy strategy, addressing these budgetary and planning issues necessitates a focused, evidence-based approach. Strengthening budget planning and management capacities is crucial to ensuring that resources are allocated and utilized effectively, in alignment with organizational needs and priorities. A thorough evaluation of proposed programs is also essential to ensure that each initiative is based on clear, relevant, and measurable objectives. To optimize budget utilization, the Bekasi City Regional Archives and Library Office must align its spending with strategic goals, enhance service quality, and meet key performance indicators such as TGM and IPLM. This approach promotes a more effective, efficient, and sustainable service transformation.

In terms of budgeting, revising the budget allocation policy is essential. A thorough review is needed to ensure that allocations are aligned with the needs and priorities of each sector, (Isti'anah, 2019) improving efficiency and ensuring appropriate resource distribution. Furthermore, establishing transparency and accountability policies is crucial. These policies should set out clear regulations for transparent and accountable budget management (Kiszl & Winkler, 2022). This includes providing open, measurable financial reports and implementing accountability mechanisms to ensure proper oversight by relevant parties (Melitski & Manoharan, 2014; Okiror et al., 2024).

Figure 2. Identification of Budget-Related Risks Impeding Programs that Affect IPLM and TGM

Several key pillars of library transformation are aimed at enhancing the effectiveness, accessibility, and relevance of libraries in the digital era. Libraries must adopt digital technology to improve both the accessibility and management of their collections(Cleveland, 1998). This involves developing digital libraries and offering access to e-books, e-journals, and other digital resources. The integration of technology in libraries may encompass the implementation of library management systems, online lending services, and app-based platforms. Program activities should also focus on innovative services that meet community needs (Herring, 2010), such as home book delivery, literacy consultation, and online learning programs. Furthermore, improvement of the library's physical space is needed to better support educational and learning activities (Ramjaun, 2022).

Libraries should also develop educational programs that contribute to the growth of local communities (Enamudu et al., 2021). These could include digital literacy training, financial literacy workshops, or media literacy programs that help individuals objectively assess

information. Moreover, transformation efforts should involve forming partnerships with educational institutions, non-profit organizations, and the private sector to broaden library access and services (Moreillon, 2007). Libraries must be accessible to all segments of society, including people with disabilities, minority groups, and underprivileged communities (Raharja et al., 2021). Achieving these goals requires identifying reading trends, enhancing services, and allocating resources effectively. This approach also promotes advocacy efforts by raising public awareness about the crucial role of libraries in fostering literacy, education, and access to information (Ezeala & Hundu, 2019; Illinois Library Association, 2021; Zainal Abiddin et al., 2022).

Table 2 presents a range of library programs aimed at fostering reading habits and achieving literacy objectives. These programs are strategically developed to tackle current challenges while enhancing the effectiveness of library services.

Table 2. Programs designed to achieve the reading habit and literacy culture targets, with a focus on human resources and budget allocation.

NO	INDICATOR	PROGRAM	ACTIVITY
1	2	3	4
LITERACY DEVELOPMENT INDEX (IPLM)			
1	Equitable Distribution of Library Services	Development and Maintenance of Library Services	Training for Community Reading Space (TBM) Managers
2	Library Staff Adequacy		Conduct a position analysis to determine the needs on library staff
		Recruitment and Training of Library Personnel	Recruit new staff, prioritizing candidates with educational backgrounds or experience in library science or education
			Organize training and courses for library staff on KTI writing, developing terms of reference, and other essential skills
			Implement a continuing education program for librarians

NO	INDICATOR	PROGRAM	ACTIVITY
1	2	3	4
		Library Staff Welfare Improvement	Provide training and workshops for school library managers to meet accreditation standards
			Conduct evaluations and improve salaries and allowances for library staff
			Organize health and welfare programs, including regular medical check-ups and counseling services, to enhance staff well-being
			Acknowledge and reward the contributions and achievements of library staff
		Career Development and Mental Well-being	Organize self-development events and motivational seminars to enhance the mental well-being and motivation of library personnel.
3	Public Visit to Library	Promotion and Marketing	
		Adding Library Collection	Allocate a budget to update and expand book collections in school libraries, ensuring alignment with national standards.
		Improve Literacy and Usage	Conduct training programs for teachers and library staff on library management, literacy strategies, and integrating technology to support literacy.

NO	INDICATOR	PROGRAM	ACTIVITY
1	2	3	4
4	Library Membership	Partnerships with Schools and Educators	Integrate literacy initiatives within the school curriculum, including structured reading programs and other literacy-related activities.
			Select student literacy ambassadors to engage in volunteer programs aimed at organizing literacy events.
			Reward schools and teachers that excel in promoting literacy and participation in library programs.
		Launch membership campaigns and promotional activities.	Organize rewards or incentive programs for active library members, such as shopping discounts at partner bookstores, free tickets to library events, or other special gifts.
READING INTEREST LEVEL (TGM)			
1	Reading Frequency: Measure the number of reading activities per week.	Program to Increase Access to Reading Materials	Expand book collections in public libraries and schools, focusing on materials that appeal to diverse age groups and interests.

CONCLUSIONS

To enhance the effectiveness and efficiency of its services, the Bekasi City Regional Archives and Library Office must focus on staff capacity building and continuous training. Intensive training in the development of Terms of Reference (KAK/ToR) and understanding key performance indicators, such as the Reading Interest Level (TGM) and the Community Literacy Development Index (IPLM), is essential. These training programs will ensure that the staff are equipped to develop documents that enable the successful implementation of programs and have a clear understanding of the activities required to improve these indicators.

Moreover, enhancing both internal and external communication and coordination is essential. Regular meetings, workshops with stakeholders, and delegating communication responsibilities to a wider range of employees will help bridge gaps in understanding and strengthen inter-unit collaboration. It is also crucial to reorganize budget allocations based on each sector's needs and priorities. Budgets should focus on programs that support improvements in IPLM and TGM while also supported by enhanced verification and validation systems to reduce administrative errors and ensure the efficient use of resources. A thorough evaluation and selection process should be implemented to ensure program relevance and prioritization by assessing each program's potential impact on IPLM and TGM. Programs that do not align with key objectives should be scaled back or discontinued. Fostering innovation through internal competitions and rewarding creative ideas will enhance the quality and competitiveness of library services. By adopting a flexible approach to planning and budgeting that adapts to evolving needs, the Bekasi City Regional Archives and Library Office will be better positioned to optimize resource use and achieve its strategic goals more effectively.

AUTHOR CONTRIBUTIONS

[Moh Ilham A Hamudy]: Conceptualization, methodology, writing the original draft, review and editing, supervision. [M Saidi Rifki]: Writing the original draft, investigation, data curation.

CONFLICTS OF INTEREST

The authors declare no conflict of interest.

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