Strategic Implementation of Social Inclusion-Based Library Transformation

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ABSTRACT

This study examines the strategic implementation of the Social Inclusion-Based Library Transformation (TPBIS) by the East Java Provincial Library and Archives Office. A descriptive qualitative method was employed, using Fred R. David's strategic implementation theory as an analytical framework, focusing on three key aspects: annual objectives, basic policies, and resource allocation. The findings indicate that TPBIS annual objectives are formulated based on national policy directives and localized through internal discussions and regional development plans. These objectives emphasize improving library services and delivering community-based training programs to empower marginalized groups such as people with disabilities and informal workers. Basic policies are supported through internal regulations, certified staff training, and the formation of implementation teams. In terms of resources, TPBIS is funded by the regional budget (APBD) and supplemented by CSR partnerships. It is implemented by trained personnel and supported by physical infrastructure including Graha Pustaka, inclusive reading spaces, and skill-training incubators. Despite these efforts, the program still faces challenges, particularly related to limited funding, infrastructure, and low community participation. Therefore, the success of TPBIS requires continuous innovation, sustainable mentoring systems, and strengthened cross-sector advocacy. This case study highlights the importance of aligning strategic goals with community needs and improving public engagement to optimize the transformation of libraries into inclusive, empowering institutions. The results are expected to provide insights for strengthening the strategic implementation of TPBIS in other regions.

INTRODUCTION

Education is a key factor in improving the quality of human resources and serves as a benchmark for a nation's development success (Farizi & Paimah, 2023). Within the framework of a constitutional state, the right to education is enshrined in Articles 31 and 32 of the 1945 Constitution of the Republic of Indonesia, which assert that every citizen has the right to receive proper education without discrimination. The state is also responsible for organizing a national education system capable of enlightening the life of the nation (Nadziroh et al., 2018; Wartoyo, 2016). Education helps individuals develop skills and broaden their horizons to support their professional lives. In the era of the Industrial Revolution 4.0, there is a need for human resources who are adaptive, highly competitive, and equipped with relevant skills. However, not all communities can keep pace with such developments, resulting in disparities in access and capacity (Saputra, 2023).

One of the initial steps in improving education quality is fostering a culture of literacy and reading. The government has made various efforts through multiple programs, yet eradicating illiteracy remains a serious challenge. According to BPS (Statistics Indonesia) data in 2024, the illiteracy rate in Indonesia is still at 3.05% (BPS Jawa Timur, 2024). To address this, non-formal educational institutions such as libraries play a strategic role in expanding public access to literacy. Libraries are not merely places for reading, but also lifelong learning spaces, discussion centers, and sources of scientific information (Eskha, 2018). However, as noted by Pasaribu (2018) in (Wulansari et al., 2022), public perception of libraries remains limited to their function as book providers, thus failing to fully support community welfare and empowerment. This underlines the importance of library transformation that aligns with community needs.

At the regional level, East Java is one of the provinces actively implementing the Social Inclusion-Based Library Transformation (TPBIS). However, literacy challenges remain significant. East Java recorded an illiteracy rate of 5.45%—the highest on Java Island—and an average length of schooling of only 8.11 years (BPS Jawa Timur, 2023). This indicates an urgent need to improve public literacy as a foundation for development and poverty alleviation (Sumanang, 2021). To support this transformation, the East Java Provincial Government issued Governor Regulation No. 86 of 2023 concerning Social Inclusion-Based Library Transformation, which serves as a guideline for local governments to develop synergy among institutions, communities, and the public.

The East Java Provincial Library and Archives Office plays a vital role as the main driver of TPBIS at the provincial level. As a fostering library, reference center, and manager of the deposit collection, the office holds a strategic role in promoting literacy and empowering the wider community. In practice, the East Java Provincial Library and Archives Office has organized various skill-training programs. These programs aim to equip the public with practical skills that can be used to enhance their household economies. Moreover, they serve as a medium for social interaction and self-development, especially for vulnerable groups.

East Java's vast geographic area necessitates a targeted strategy and outreach. This remains one of the primary obstacles in implementing strategies and expanding program coverage in line with TPBIS goals. This challenge is also reflected in public participation data from community involvement activities conducted by the East Java Provincial Library and Archives Office (2024), as follows:

Table 1. Data on Community Participation in the TPBIS Program in 2024

Activity Name	Number of Participants
TPBIS Socialization	70 Participants
Decorative Gift Training	30 Participants
Entrepreneurship Training	15 Participants
Takoyaki-Making Training	11 Participants
Hampers-Making Training	25 Participants
Entrepreneurship Briefing Training	15 Participants

Source: East Java Provincial Library and Archives Office (2024)

The lack of community participation contradicts the main objective of the Social Inclusion-Based Library Transformation (TPBIS), which aims to position libraries as inclusive community empowerment centers with broad societal impact. Ideally, TPBIS is designed to enable libraries to function beyond their traditional roles by facilitating access to knowledge, encouraging critical thinking, and supporting productive activities (Nuraeni, 2024). However, many members of the community have yet to be reached by TPBIS programs due to limited resources from the library management, which has resulted in low levels of participation and engagement.

From a public administration perspective, library transformation aligns with the concept of inclusive public service, in which public institutions are expected not only to function as service providers, but also as instruments of community empowerment (OECD, 2019). In this context, the transformation of libraries into centers of inclusion and empowerment reflects the spirit of the New Public Service, which emphasizes citizen engagement, social justice, and the co-creation of public value (Kitchener et al., 2023). This approach requires libraries to go beyond merely delivering administrative services by actively involving the community in planning, implementation, and evaluation processes. Consequently, the public is no longer treated as passive recipients of services, but as strategic partners in social development and in improving quality of life through literacy.

This condition presents a critical gap between policy objectives and field implementation. Although TPBIS has been promoted through various activities, the impact of these efforts is not yet optimal. Community awareness and interest remain relatively low due to limited information dissemination and inadequate promotional strategies. As a result, the community's perception of the library remains conventional as a place solely for reading books, rather than as a space for skill development and inclusive growth (Wulansari et al., 2022). Without proper engagement strategies, TPBIS cannot function as a transformative instrument for social welfare and empowerment (Fansuri & Batubara, 2024).

This discrepancy indicates that although TPBIS programs have been running, their impact remains limited due to the absence of effective strategies for wider outreach and community involvement. According to the strategic management theory proposed by David (2019), an effective strategy consists of three major phases: formulation, implementation, and evaluation. In the context of TPBIS, the implementation phase remains a major challenge, particularly regarding community involvement in the training programs offered by the library.

Theoretically, this study offers novelty by applying David (2019) strategic implementation theory in a comprehensive manner within the context of a public organization, specifically a provincial library implementing the TPBIS program. The research focuses on three strategic indicators: annual objectives, basic policies, and resource allocation. Which have not been systematically analyzed in previous studies. Practically, this study contributes new insights by examining the case of the East Java Provincial Library and Archives Office, which has rarely been the primary focus in TPBIS-related research. This research also reveals challenges in community engagement and limited promotional efforts, while presenting field findings on partnership strategies, community training, and cross-sectoral advocacy efforts led by the institution. Thus, the study not only expands the theoretical understanding of public strategy but also provides practical recommendations to enhance the effectiveness of TPBIS at the provincial level.

The East Java Provincial Library and Archives Office plays a key role in ensuring the success of TPBIS at the regional level. As the coordinator of district and city libraries across East Java, this office is responsible for planning and executing inclusive programs tailored to regional needs. However, the success of these initiatives depends not only on top-down strategies, but also on the ability to create community ownership of the programs. This includes consistent communication, participatory planning, and feedback mechanisms to evaluate the programs' relevance and sustainability (Zikargae et al., 2022).

Through this journal, the author aims to examine in depth how TPBIS strategy implementation is carried out by the East Java Provincial Library and Archives Office. The analysis will focus on challenges related to community engagement and resource allocation, particularly the human and financial capacity needed to achieve strategic objectives. This study also highlights the importance of aligning institutional vision with grassroots needs to bridge the gap between design and practice.

Furthermore, this journal explores how promotion strategies, collaboration, and program adaptation can be strengthened to improve the effectiveness of TPBIS as a literacy and community welfare transformation initiative. These aspects are crucial in enhancing the inclusivity and reach of library programs, especially in a province as geographically and demographically diverse as East Java. The findings of this study are expected to serve as input for improving strategic implementation and fostering broader public participation in library-based community development efforts.

RESEARCH METHOD

This study employed a descriptive qualitative approach, aiming to portray phenomena systematically, factually, and in depth. This approach was considered appropriate for understanding the implementation strategy of the Social Inclusion-Based Library Transformation (TPBIS) by the East Java Provincial Library and Archives Service. According to Bogdan and Taylor as cited in Moleong (2017), qualitative research generates descriptive data in the form of written or spoken words and observable behavior. This is supported by Creswell (2016), who emphasized that qualitative research

focuses on the researcher's interpretation of what is observed, heard, and understood from research subjects.

The research site was purposively selected at the East Java Provincial Library, as it serves as the primary executor of the TPBIS program at the provincial level. The research specifically focused on the strategy implementation stage, guided by David (2019) strategy implementation theory, which is structured into three sub-focuses: (a) annual objectives, (b) basic policies, and (c) resource allocation. This theoretical framework served as the analytical tool to examine how strategies are operationalized within the institutional context.

Informants were selected using purposive sampling, which involves selecting individuals with the most relevant knowledge and direct involvement in the TPBIS implementation Sugiyono (2020). The informants consisted of the Head of the Library Development Division, the TPBIS Coordinator, one implementing staff member, and five community members who had participated in the program. This combination of institutional and community-level informants ensured a balanced perspective on both the planning and the reception of the TPBIS activities.

Data were collected through in-depth interviews, direct observation, and documentation. Observation was conducted to directly witness the phenomena in the field Creswell (2016), while documentation served to complement the primary data through the collection of visual materials, official reports, and other supporting documents. These methods were applied in a complementary manner to ensure comprehensive and triangulated data collection.

The data were then analyzed using the interactive model developed by Miles and Huberman, which includes four major steps: data collection, data condensation, data display, and drawing and verifying conclusions (Miles et al., 2019). This model facilitated the reduction and organization of qualitative data into meaningful patterns. The overall analytical process is illustrated in Figure 1:
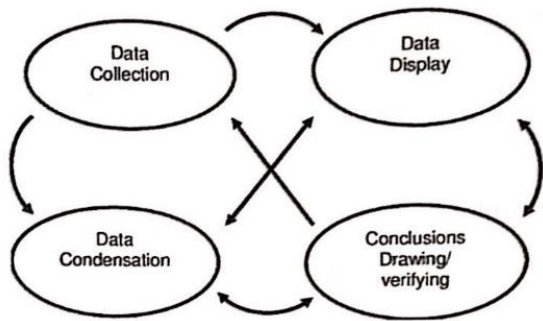

Figure 1. Interactive Data Analysis by Miles and Huberman

To ensure data validity, the researcher applied both source triangulation and technique triangulation. Source triangulation was conducted by comparing the information from multiple informants and validating it through member checks. Technique triangulation involved verifying data from one informant using different methods such as interviews, observations, and documentation (Sinaga, 2023; Sugiyono, 2020). If any discrepancies were found, the researcher reconfirmed the data with the relevant informants to obtain the most accurate information. Through this methodological rigor, the study aims to present a comprehensive picture of how the TPBIS strategy is implemented by the East Java Provincial Library and Archives Service.

RESULT AND DISCUSSION
1. Annual Objectives

The formulation of annual objectives represents the initial step in implementing the Social Inclusion-Based Library Transformation (TPBIS) strategy, aiming to align organizational activities with the vision and mission of the National Library of Indonesia. At the provincial level, the East Java Provincial Library and Archives Service refers to Article 3 of the National Library Regulation No. 3 of 2020, which outlines five primary goals. Based on an interview with the Head of the Library Development Division, the annual objectives established by the institution include the implementation of the national TPBIS program, the enhancement of social inclusion-based library services, and the development of entrepreneurship and literacy programs. These objectives and their implementation outcomes are summarized in the table below:

Table 2. Objectives of TPBIS (National Library Regulation No. 3 of 2020) and Implementation Results in East Java

TPBIS Objectives (National Library Regulation No. 3 of 2020)	Implementation Results in East Java
Enhance the role and function of libraries in improving community welfare	The library has transformed into a skills training center (e.g., barista, hampers, MSME product development), supporting community empowerment beyond its traditional reading function.
Improve the quality of library services	Inclusive services are provided, such as additional computers, reading gazebos, braille facilities, and interest-based training to better accommodate various user needs.
Increase the utilization of library services based on community needs	Communities actively participate in relevant training activities. Programs have been well-received, especially by women and persons with disabilities.
Build stakeholder commitment and support for the sustainable implementation of TPBIS	The institution collaborates with strategic partners (CSR, local agencies, universities, village governments), strengthening intersectoral support for program sustainability.
Improve literacy skills to support community empowerment	Literacy improvement is achieved through entrepreneurship training, digital literacy, and basic literacy activities, resulting in increased knowledge and income-generating capacity for participants.

Source: Processed by researcher, based on interviews with the East Java Provincial Library and Archives Office, 2025

Operationally, the achievement of annual objectives is supported by budget allocation according to fiscal capacity, leadership commitment, and ongoing monitoring. The library

development team is responsible for drafting activity plans and budgets, as well as conducting regular evaluations of program implementation. To encourage performance, informal recognition is given to staff who meet targets on time and within budget constraints. The number of training participants is adjusted based on available funding, while implementation priority is given to selected villages/urban wards and vulnerable communities that require literacy support and skill development.

Externally, the TPBIS annual objectives have demonstrated positive outcomes. The public now perceives the library not only as a reading space but also as a center for practical skill training, such as barista workshops, hamper creation, and MSME product development. Several participants reported that the training was relevant to their business needs and provided direct economic benefits. They also suggested expanding the target groups, such as involving youth and other community segments, to broaden the program's impact and accessibility.

These findings align with David (2019) assertion that annual objectives serve not only as operational guidelines but also as a strategic foundation for resource allocation, performance monitoring, and the establishment of organizational priorities. With clear and measurable objectives, public institutions like the Provincial Library can direct their activities in a more focused and accountable manner, including in reporting outcomes to bureaucratic superiors and relevant stakeholders. These objectives also serve as a benchmark for evaluating the effectiveness of the TPBIS strategy at the regional level.

In conclusion, the formulation and implementation of TPBIS annual objectives by the East Java Provincial Library and Archives Service have been carried out systematically and structurally, despite challenges such as limited budgets and program outreach. Substantively, the strategy illustrates that libraries are capable of transforming into institutions that are relevant to modern societal needs. This adaptive and participatory execution of annual objectives enables the TPBIS strategy to be implemented in a targeted, measurable, and impactful manner, ultimately contributing to community welfare through literacy empowerment.

2. Basic Policies

The Basic Policies serves as a critical instrument in guiding the implementation of strategies within public organizations. In the context of the Social Inclusion-Based Library Transformation (TPBIS), policy acts as a formal framework that clarifies roles, responsibilities, and the scope of program implementation across different levels of government. Normatively, the implementation of TPBIS is regulated under the Regulation of the Head of the National Library of the Republic of Indonesia Number 3 of 2023, which is further reinforced at the regional level by the Governor of East Java Regulation Number 86 of 2023. Together, these legal instruments provide both the legal foundation and strategic direction for the East Java Provincial Library and Archives Office to implement TPBIS in a structured and measurable manner.

Article 22 of the National Library Regulation explicitly outlines seven primary responsibilities for provincial governments in the implementation of TPBIS. These include formulating implementation policies at the provincial level, conducting dissemination, advocacy, and capacity building for city and regency libraries, establishing cross-sectoral synergy, facilitating program execution, replicating the program in other regions, and ensuring program sustainability. In res-

ponse to this mandate, the East Java Provincial Library and Archives Office has incorporated TPBIS into its core functions, particularly under the coordination of the Library Development Division.

As a concrete measure of policy application, the agency has enacted an internal policy requiring all staff members involved in the TPBIS implementation team to obtain certification as expert trainers. This step is intended to ensure that all training activities provided to the community are conducted by competent and certified human resources. In addition, the implementation of programs is formally regulated through official assignment letters, which clearly specify the personnel involved, their respective responsibilities, and the activity schedules.

The Basic Policies also reflects the institution's commitment to internal capacity building. All personnel are encouraged to participate in training, technical guidance, and mentorship programs provided by the National Library to enhance their understanding and skills in facilitating community empowerment. Thus, the policy not only functions administratively but also serves as a motivational instrument to improve staff performance in implementing TPBIS professionally.

The impact of these policies is evident in the orderly execution of programs, clarity of community participation mechanisms, and the ensured continuity of post-training follow-ups. Vulnerable groups such as disability communities and informal women workers have reported that training activities are well-structured and fully supported with equipment, facilitators, and monitoring. These findings indicate that basic policies play a strategic role in reinforcing the direction of TPBIS implementation.

The following table summarizes the basic policy indicators, the policies applied, and the outcomes achieved:

Table 3. Basic Policy and Their Impacts in TPBIS Implementation

Basic Policy	Results and Impacts
National Library Reg. No. 3/2023 and East Java Gov. Reg. No. 86/2023 as legal and strategic basis.	Provide clear legal foundation and direction for TPBIS implementation.
Provincial duties outlined in Article 22 carried out by the East Java Library Office.	Ensure active coordination and sustainability of TPBIS programs.
Staff must be certified as trainers by the National Library.	Trainings are led by competent and certified personnel.
Official assignment letters regulate staff roles and schedules.	Programs are implemented in an organized and accountable manner.
Continuous staff training and mentoring encouraged.	Improve skills and professionalism in program delivery.
Community participation and follow-up mechanisms are regulated.	Ensure program continuity and participant support.
Programs target vulnerable groups like disabled and informal women workers.	Empower marginalized groups through structured training and support.

Source: Processed by researcher, based on interviews with the East Java Provincial Library and Archives Office, 2025.

These findings indicate that the Basic Policies plays a strategic role in reinforcing the direction of strategy implementation. In line with David (2019), policy within public

organizations does not merely regulate internal behavior but also functions as a coordination tool, a managerial control mechanism, and a driver of strategic success. With written, formalized, and consistently implemented policies, the execution of TPBIS in East Java has become more focused, organized, and capable of delivering tangible social impacts for the targeted communities.

3. Resource Allocation

Resource allocation is a key aspect in the implementation of the Social Inclusion-Based Library Transformation (TPBIS) strategy. Without adequate financial support, human resources, and infrastructure, the program cannot be executed optimally. In the context of public organizations, Fred R. David (2019) emphasizes that effective resource allocation significantly influences the success of strategy implementation, as it is directly related to the availability of inputs required to achieve the organization's annual objectives. Based on interview results, the East Java Provincial Library and Archives Office manages three main types of resources: financial, human, and physical. The management of these resources is carried out with consideration for efficiency, cross-sector collaboration, and program sustainability.

Funding for the TPBIS program is sourced from the Regional Government Budget (APBD), the amount of which fluctuates each year. These fluctuations affect the scale of training activities and the number of participants that can be reached. To address this limitation, the library office actively engages in advocacy with partner institutions through corporate social responsibility (CSR) schemes and strategic collaborations. Support from Bank Jatim, Petrogas, Rotary, and PT SIER is typically provided in the form of training equipment.

TPBIS is managed by a team from the Library Development Division, which works across departments and coordinates actively. The capacity of human resources is strengthened through internal training and technical guidance organized by the National Library (Perpusnas). In conducting community training, the library also involves resource persons from academia, entrepreneurs, and entrepreneurial training communities, depending on the type of skills being taught. Cross-sector participation is further enhanced through collaborations with local government agencies (OPD), state/regional-owned enterprises (BUMN/BUMD), private companies, and universities, particularly in providing trainers and mentors. Training participants generally perceive the library's staff as helpful and responsive.

Physically, the office is equipped with a two-story library building that includes training rooms, collection rooms, a Literacy Gazebo, Graha Pustaka, and a Literacy Incubator. These facilities are supported by computers, internet access, training-related books, and practical tools tailored to the types of training provided, such as barista kits, small business packaging tools, and other skill-based equipment. These facilities support the successful implementation of TPBIS both within the library and during outreach activities in partner areas.

To ensure the realization of these annual objectives, the East Java Provincial Library and Archives Office allocates key resources across three main categories: financial, human, and physical. The effective distribution and management of these resources are essential to support outreach, technical guidance, and training programs under TPBIS. The table below summarizes how each resource type is allocated and the resulting impact on program implementation:

Table 4. Resource Allocation and Impacts in TPBIS Implementation

Resource Type	Allocation and Management	Results and Impacts
Financial Resources	Funded by APBD; fluctuating budget each year. Additional support through CSR and partnerships.	Enables training activities and equipment provision; addresses funding gaps through collaboration.
Human Resources	Managed by Library Development Division. Staff trained via Perpusnas programs. Trainers include academics, business actors, and local community mentors.	Staff are skilled and responsive; programs are well-received by participants; strengthens cross-sector roles.
Physical Resources	Facilities include training rooms, Literacy Gazebo, Graha Pustaka, Literacy Incubator. Equipped with computers, internet, and training tools (e.g., barista kits).	Supports practical training delivery; enables both in-house and outreach-based TPBIS implementation.

Source: Processed by researcher, based on interviews with the East Java Provincial Library and Archives Office, 2025.

This strategic allocation ensures that the TPBIS program is not only aligned with policy but also operationally feasible, adaptive to local contexts, and capable of delivering measurable benefits to the community. From an operational standpoint, the realization of these objectives is supported by strategic planning, leadership commitment, and budget alignment. The institution adjusts participant quotas and training volumes based on budget capacity, while the implementation focus is directed toward areas with high social impact potential, such as selected villages and urban wards. Staff performance is monitored and encouraged through informal recognition mechanisms for timely and budget-compliant execution.

The impact of these efforts has been positively received by the community; the public increasingly views the library as not only a reading facility but also a center for practical skill acquisition. Program participants acknowledge the relevance of the training to their livelihood and have recommended expanding its target beneficiaries to include more youth and community groups. In line with David (2019) perspective, annual objectives function as the core of strategy implementation by shaping priorities, guiding resource allocation, and establishing performance benchmarks. Thus, the TPBIS program in East Java is executed in a focused, adaptive, and measurable manner. Offering concrete benefits to the community and reinforcing the library's role as an agent of social transformation.

CONCLUSION

This study examines the implementation of the Social Inclusion-Based Library Transformation (TPBIS) strategy by the East Java Provincial Library and Archives Office. The findings indicate that the formulation of annual objectives is aligned with national policy directions and adapted through internal discussions and integration into regional development planning. However, the realization of these objectives depends heavily on available resources and inter-institutional support. In terms of policy actions, the office has taken steps to enhance employee motivation by encouraging internal capacity building, assigning staff based on competence, and involving them in inclusive service activities. While these efforts show positive results, limited public awareness and budget constraints remain key challenges.

Resource allocation, particularly financial, human, and physical, plays a critical role in strategy execution. Though the office manages to overcome funding fluctuations through CSR partnerships, the scale of activities is still dependent on budget availability. Human resource competence and infrastructure quality support implementation, but sustainability will require stronger institutional commitment and broader collaboration.

To strengthen TPBIS outcomes, continuous improvement is needed in promoting programs, expanding outreach to more community groups, and securing long-term funding. A more structured monitoring and evaluation mechanism will also help measure impact more effectively and guide future innovations. Thus, TPBIS in East Java shows potential as a transformative initiative, but its success hinges on adaptive leadership, strategic communication, and inclusive engagement.

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