

Literacy development in Kalimantan, Indonesia

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Abstract

Literacy development in Kalimantan has its ups and downs. Some regions in Kalimantan have experienced increases and decreases. The East Kalimantan ranks in the top 10 provinces with the highest National Reading Interest Level (TGM), and only South Kalimantan achieved the highest Community Literacy Development Index (IPLM). Some other regions experienced a decrease. The aims this research to determine literacy development in Kalimantan, Indonesia with analysis factors hinder it, and what factors contribute to its success. Method research used a descriptive qualitative. The study covered the period 2019 to 2021. The results revealed that several contributing factors to the low literacy development, including limited library human resources, ineffective leadership, bureaucratic politicization, poor planning, and dualism in literacy budgeting. However, the study also identified success factors, such as effective communication between leaders and staff and support from various stakeholders. The research conclusion states that literacy development in Kalimantan of low, identify inhibiting factors, find success factors, and provide recommendations for improvement. In conclusion, the low level of literacy development in Kalimantan is due to several inhibiting factors; however, there are also success factors that can guide improvement. The importance of effective communication and collaboration between librarians and the government to enhance competency and literacy development.

Keywords: Literacy; Literacy development index; Reading interest level

Perkembangan literasi di Kalimantan, Indonesia

Abstrak

Pembangunan literasi di Kalimantan telah mengalami pasang surut. Beberapa wilayah di Kalimantan ada yang mengalami kenaikan dan penurunan dalam pembangunan literasi. Kalimantan Timur masuk ke dalam 10 besar provinsi dengan Tingkat Kegemaran Membaca (TGM) tertinggi dan Indeks Pembangunan Literasi Masyarakat (IPLM) menunjukkan bahwa Kalimantan Selatan memiliki nilai indeks tertinggi. Namun di beberapa daerah mengalami penurunan. Penelitian ini bertujuan untuk mengetahui pembangunan literasi di Kalimantan melalui analisis identifikasi faktor penghambat dan faktor keberhasilan. Metode penelitian yang digunakan adalah kualitatif deskriptif. Penelitian ini mencakup periode 2019 hingga 2021. Hasil penelitian mengungkapkan bahwa beberapa faktor yang menyebabkan menurunnya pembangunan literasi di Kalimantan, antara lain kemampuan SDM pustakawan, kepemimpinan yang kurang melayani, politisasi birokrasi, kurangnya perencanaan, dan dualisme penganggaran literasi. Di sisi lain, penelitian juga menemukan faktor keberhasilan, seperti komunikasi yang efektif antara pimpinan dan pegawai serta dukungan dari berbagai pihak. Simpulan penelitian menyatakan bahwa turunnya pembangunan literasi di Kalimantan disebabkan oleh berbagai faktor penghambat. Selain itu, faktor keberhasilan dapat menjadi acuan untuk perbaikan dalam pengembangan literasi di Kalimantan. Komunikasi efektif dan kerja sama antara pustakawan dan pemerintah dapat dilakukan untuk meningkatkan kompetensi dan pembangunan literasi.

Kata Kunci: Literasi; Indeks pembangunan literasi; Tingkat kegemaran membaca

INTRODUCTION

The term "Literacy Development" in this study refers to the government's efforts to increase the National Reading Interest Level (*Tingkat Kegemaran Membaca/TGM*) and the Community Literacy Development Index (*Indeks Pembangunan Literasi Masyarakat/IPLM*) as mandated by Minister of Home Affairs Regulation No. 18 of 2020 on Reporting and Evaluation of Regional Government Implementation, and National Library Regulation No. 7 of 2020 on the National Library Strategic Plan for 2020-2024. Indonesia encounters difficulties in promoting reading interest and advancing literacy, as noted in numerous studies. The country also ranks poorly in the Human Development Index (HDI) and literacy metrics (Solekhah et al., 2019). According to UNESCO, Indonesia ranks second lowest globally in literacy rates, underscoring a remarkably low reading interest among Indonesians, estimated at only 0.001% (Soepardi, 2023).

The National Library's 2020 strategic plan aims to realize literacy development and foster a love for reading in the community. This literacy development policy forms the basis of library-related affairs for regional governments. In this study, Kalimantan refers to five provinces, namely, North Kalimantan, South Kalimantan, Central Kalimantan, West Kalimantan, and East Kalimantan.

According to a 2022 study conducted by the National Library, the progress of literacy development in Kalimantan needs to be improved. Among the 34 provinces in Indonesia, only East Kalimantan is ranked in the top 10 in the National TGM score. East Kalimantan is ranked seventh

with a score of 66.88., South Kalimantan is ranked 12th (64.95), West Kalimantan is ranked 18th (64.10), Central Kalimantan is ranked 19th (63.82), and North Kalimantan is ranked 26th (60.70). Albeit the rankings 12, 18, 19, and 26 appear to be in the middle range, these rankings still indicate that literacy development in Kalimantan is still low compared to other provinces in Indonesia.

Furthermore, indicators such as reading duration and internet access, which are significantly lower than those in Java, along with poor library conditions in North Kalimantan, demonstrate that infrastructure and access to literacy in this region are in dire need of improvement. These relatively low rankings highlight the need for greater attention and efforts to enhance reading interest and literacy access in Kalimantan (Perpustakaan Nasional RI, 2023). TGM results did not show a direct correlation with IPLM values. Among the provinces in Kalimantan, East Kalimantan achieved the highest TGM score but was ranked 16th nationally with 69.22 points. Meanwhile, South Kalimantan attained the highest score in Kalimantan, securing the fourth position nationally with 75.71 points. In terms of ranking, North Kalimantan is in 20th place with 66.56 points, West Kalimantan is in 23rd with 65.32 points, and Central Kalimantan is in 28th with 54.26 points.

According to Table 1, the distribution of library services (UPLM1) and the adequacy of library staff (UPLM3) are identified as contributing factors to the low IPLM in Kalimantan (Perpustakaan Nasional RI, 2023).

Table 1
IPLM assessment in Kalimantan

No	Rank	Province	UPLM 1	UPLM 2	UPLM 3	UPLM 4	UPLM 5	UPLM 6	UPLM7	IPLM
1	4	South Kalimantan	0.0025	1.9336	0.0034	0.6198	1.7544	0.3042	0.6818	75.71
2	16	East Kalimantan	0.0040	1.6675	0.0020	0.3581	1.9447	0.3014	0.5675	69.22
3	20	North Kalimantan	0.0026	1.9547	0.0011	0.4122	1.4705	0.3301	0.4882	66.56
4	23	West Kalimantan	0.0026	1.7100	0.0003	0.4353	1.5699	0.2820	0.5721	65.32
5	28	Central Kalimantan	0.0046	0.9595	0.0054	0.4072	1.3071	0.4695	0.6451	54.26

Source: Perpustakaan Nasional RI, 2023

Descriptions:

Elements of Community Literacy Development (UPLM): Equitable distribution of library services (UPLM1); Library collection adequacy (UPLM2); Adequacy of library staff (UPLM3); Community visits/day (UPLM4); Library with SNP (UPLM5); Community involvement in outreach activities (UPLM6); Library member (UPLM7).

TGM Indicators: Reading frequency (times/week); Reading duration (hours/day); Material read per quarter; Frequency of accessing the internet (times/week); Internet access time (hours/day).

The initial assumption is that the inadequate level of literacy development in Kalimantan may be attributed to the local government's limited attention to library affairs. An analysis of 2021 data from the Directorate General of Regional Financial Development of the Ministry of Home Affairs revealed a downward trend in the budget allocated for library affairs in the provincial APBD over the past three years. In 2018, the provincial library affairs

budget amounted to Rp932.71 billion, representing approximately 0.27% of the total expenditure ratio for library affairs. Subsequently, in 2019, the budget decreased to Rp855.06 billion, accounting for 0.22% of the total spending. Similarly, in 2020, the provincial library affairs budget amounted to Rp800 billion, maintaining a ratio of 0.22% of the total expenditure (Ministry of Home Affairs, 2022).

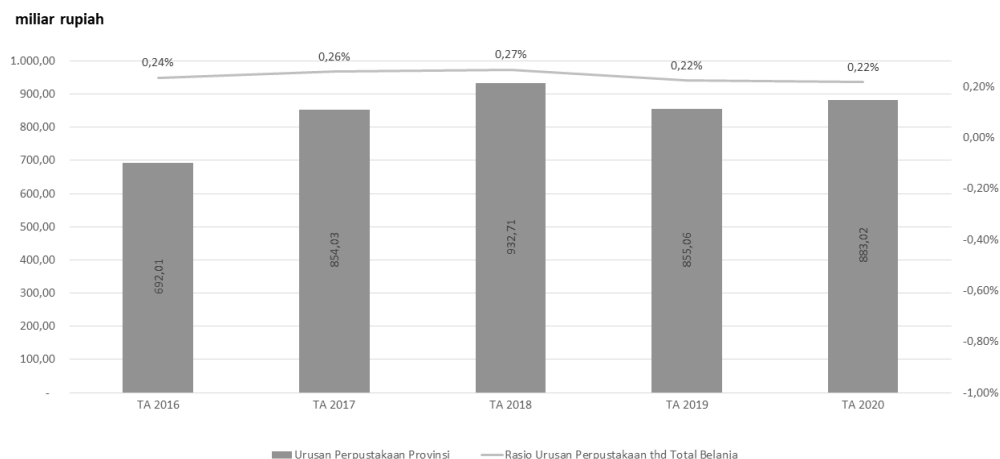


Figure 1. Trend of the library affairs budget in Provincial APBD for 2016-2020

Source: Ministry of Home Affairs, 2022

The inadequate state of office buildings and services in various provinces is indicative of the local government's indifference to library affairs. Many libraries in the five provinces of Kalimantan need proper infrastructure. Among these provinces, only South Kalimantan has better libraries. In other provinces, multiple library rooms feel stifling and hot due to a lack of air conditioning. Several libraries experienced wall damage due to water seepage, holes in the ceiling, and unpleasant odors coming from damp carpets. The media transfer room bears a resemblance to a warehouse. Numerous empty desks are filled solely with stacks of books. Similar substandard conditions also occur in various libraries (Aflaki et al., 2023).

This study serves as a reference and builds upon previous studies on literacy development. Currently, there needs to be more attention from researchers towards literacy development in Kalimantan. Only a few studies have been conducted on literacy policies. For instance, Yamin (2018) highlights the significance of literacy in higher education administration. In addition, Setyaningsih (2017) focuses on a specific community or group that needs more interest in external information.

Kamei-Dyche (2017) explores the rapid growth of Japanese literacy culture. The study stated that Japanese literacy culture started in the 5th century. It is supported by various regulations that start with a reading culture. Meanwhile, Chow et al. (2021) conducted a study of public library big data over the past decade. The study found that print book circulation per capita has a significant

relationship with various quality-of-life indicators, including educational attainment, per capita income, and employment opportunities. These findings underscore the positive impact of public libraries on community well-being, supporting their role as community anchors that contribute to a better quality of life.

Several previous studies focused more on other provinces in Indonesia where literacy development was better, thereby ignoring the specific conditions in Kalimantan. This research identifies and analyzes specific factors, such as bureaucratic politicization and budgetary dualism, which are rarely discussed in the context of literacy development in Kalimantan. In addition to identifying problems, this study provides practical recommendations for improving literacy in the future, which often need to be explained in more detail in previous research. This study offers a comprehensive analysis of the factors that hinder and facilitate literacy development in Kalimantan, with a specific focus on this region, in contrast to previous studies, which were more national in scope or focused on other regions. In addition to examining inhibiting factors, this study also highlights success factors that can serve as guidelines for improvement in other provinces in Kalimantan.

RESEARCH METHODS

This research used qualitative with descriptive research methods. The descriptive method was employed to examine literacy policies that contribute to the improvement of TGM and IPLM as a unit of analysis based on factual

presentation (Sugiyono, 2016), utilizing the literature study method aimed to collect relevant information concerning literacy policies associated with TGM and IPLM in the five provinces of Kalimantan. Information is acquired through a review of books, scientific works, theses, dissertations, encyclopedias, the Internet, and other sources (Komara, 2023). The unit of analysis in this study was the provincial *Dispersip*, focusing on the Library Service at the provincial level rather than at the district/city level in Kalimantan. It should be noted that this study did not aim to provide a comprehensive overview of the overall condition of TGM and IPLM in the province, as administratively, the population was part of the district/city, not the provinces. Therefore, users who visited the Provincial *Dispersip* only partially represented part of the province. The majority of Provincial *Dispersip* service users were residents of the provincial capital or nearby districts/cities around the provincial capital.

The data collection technique used interview, study literature, and observation. Researchers interviewed with multiple stakeholders, including employees and leaders from the Library Office and Regional Apparatus Organizations (OPD) operating in the library sector in five provinces: North Kalimantan, South Kalimantan, Central Kalimantan, East Kalimantan, and West Kalimantan. In the literature review, facts and data were collected by reviewing news articles in the mainstream media concerning literacy policies, thereby enriching the analysis. The qualitative approach provided an in-depth understanding of the issues through a

comprehensive analysis of data and context obtained from these sources. This method contrasted with quantitative approaches that emphasized measurement and statistical analysis. The data analyzed in this study encompassed the period from 2019 to 2021 and were obtained from the five provinces.

RESULTS AND DISCUSSION

Literacy development in Kalimantan needed improvement, with South Kalimantan standing out for its well-equipped libraries and innovative programs. In contrast, the other four provinces needed to catch up in terms of infrastructure, programs, and human resources. The new Public Library in North Kalimantan was established with a construction cost of IDR 16 billion sourced from Special Allocation Funds (DAK). However, the number of daily visitors could have been higher, the location needed to be centralized, the collection was limited, there had been no mobile library activities since 2019, and additional air conditioning was needed. Moreover, literacy programs are not considered a strategic issue in the 2020-2026 North Kalimantan Province Medium Term Development Plan (RPJMD), which ignores literacy programs despite the region's low-quality education and high unemployment rates (Hasyim et al., 2022)

In contrast to North Kalimantan, South Kalimantan's public libraries are well-known, with East Kalimantan having the highest library utilization in Indonesia and South Kalimantan achieved the highest literacy development index in 2021 (Amanda, 2021), and has the largest budget among the Kalimantan provinces. The *Dispersip* budget for South Kalimantan was IDR 40.7 billion in 2021

and IDR 36 billion in 2022, supported by effective communication and coordination from the service head and qualified staff.

Conversely, libraries in West Kalimantan needed to be improved, with poor conditions in the reading rooms and workspaces. North Kalimantan also needed help with low TGM and IPLM scores. The Ministry of Education and Culture survey in 2019 placed West Kalimantan in third place from the bottom in the Reading Literacy Activity (*Alibaca*) index with a score of 28.63. Human resource development must be prioritized, with an average education level of elementary school (Badan Pusat Statistik Provinsi Kalimantan Barat, 2023). This was supported by the Regional Government Report Summary (RLPPD) for West Kalimantan Province for 2020 with a Community Development Index (IPM) score of 67.66, ranking in the lowest fifth nationally. East Kalimantan province frequently experienced flooding, which, along with the new flyover, was believed to be causing a decline in library visitors from 700-1000 to just 300-400. The East Kalimantan Province *Dispersip* could not request a budget for repairs or new construction due to the dualism of regional apparatus organizations (OPD) that controlled planning and budgeting.

Consequently, *Dispersip's* budget remained the same and even decreased in recent years, leading to a decline in program activities and services. Similarly, the Central Kalimantan Public Library had very few visitors in 2021. The facility was dirty and dilapidated. *Dispersip* prioritized new construction over repairs, causing daily noise disruptions. Key

technologies like the RFID system were non-functional, and planning and budgeting needed to be improved. The organization needed more definitive leadership, and some appointed leaders were seen as unqualified, causing internal jealousy among employees.

Currently, the progress of TGM and IPLM in Kalimantan is unsatisfactory. South Kalimantan has the highest IPLM but a low TGM. Conversely, East Kalimantan has a high TGM but a low IPLM. The literacy issue in Kalimantan extends beyond low scores, involving multiple underlying factors.

Within an organization, human resources are vital in organizations, especially for 21st-century civil servants providing public services like libraries, who must adapt to technological changes (Pedersen, 2016; Sudarmo, 2020).

Anwar et al., (2021) argue that highly competent and competitive personnel can effectively tackle various challenges. Librarians are crucial in improving user satisfaction (Aulawi et al., 2022; Noh, 2022). In developing countries, they lead in the use of technology and serve as key information sources (Kutu et al., 2020). They can use visual literacy tools, offer research support, and engage in activities such as data processing and literature reviews (Ali et al., 2022).

However, in Kalimantan, the low quality of human resources hinders literacy development and innovative programs (Wahyuni, 2018). In accordance with the Ministry of Home Affairs Regulation Number 18 of 2020, improving community literacy culture is a key performance indicator of regional governments.

Table 2
Number of librarians and support staff or contractual staff

No	Provinces	Librarians	Support Staff/Contractual Staff
1	North Kalimantan	2	0
2	South Kalimantan	22	85
3	East Kalimantan	22	40
4	West Kalimantan	25	32
5	Central Kalimantan	20	44

Source: Processed by the author, 2022

According to Table 2, the number of human resources in Kalimantan's five provinces does not significantly impact library service quality, with notable variations across provinces. South Kalimantan and East Kalimantan offer more extensive and diverse activity programs. Despite the similar number of librarians, their competence needs to be uniformly higher, and they have yet to assume significant roles. Many of them need help in planning activities, resulting in few innovative programs, a situation also seen in several European regions (Ashruf, 2022; Vigar et al., 2020).

Poor coordination and communication between librarians and structural staff hindered their involvement in budget planning and program development, leading to unproductive performance and career advancement. In Indonesia, many experienced librarians primarily handle technical tasks and are often perceived as mere record-keepers or guardians of books (Suwarno, 2020). This leads to reduced efficiency due to their insufficient expertise and knowledge in their positions. One of the reasons for the need for more competence is that librarians are appointed through an *in-passing* process, which relies on their previous rank rather than qualifications. Typically, provincial library managers need formal education in library science. The *in-passing* process permits civil

servants nearing retirement to work until age 65, a policy often exploited by librarians. This approach was criticized for favoring tenure over professional qualifications, seen as unjust.

In some cases, In East Kalimantan and South Kalimantan, some librarians, despite being in their productive years, were often confined to routine tasks. There was a perceived reluctance among them to innovate and develop library programs, a common issue across regional libraries. Only a few possessed the necessary skills to utilize information technology for online library services, with contract employees predominantly handling these duties. Despite attending numerous librarian training programs, performance improvement remains elusive (Kinanti, 2019).

Slack et al. (2020) defined servant leadership as a style focusing on a leader's responsibility for organizational success and their moral obligations to subordinates and stakeholders. In Kalimantan's literacy development context, one hindrance identified is the need for more involvement of department heads in providing effective leadership and guidance for program activities.

Moreover, there needed to be more understanding among leaders regarding the library's purpose, with routine activities dominating planning documents.

Many provinces attributed the limited program activities to budget constraints. However, budget authorities argued that the Department of Library and Archives (*Dispersip*) failed to provide sufficient data and compelling justifications for the budget request, which they considered to be the root of the problem. Except for South Kalimantan, most Regional Development and Planning Agencies (*Bappeda*) in Kalimantan view the Library Service as needing more creativity and innovative program ideas and appearing repetitive (Sonah et al., 2020). Consequently, *Bappeda*, as the planning agency, did not endorse the proposed activity programs.

Personal relationships and effective leadership communication skills with key figures such as governors, heads of government offices (OPD), and budget authorities were crucial in advocating for the Department of Library and Archives' (*Dispersip*) budget. According to Ayuningtyas (2023) effective communication plays a vital role in cultivating these relationships. Furthermore, the ability to communicate effectively is positively linked to negotiation and lobbying skills (Ramadhani et al., 2022).

Coordination among agencies also significantly influenced the budget planning process. For example, in North Kalimantan, the Governor prohibited *Dispersip* from accessing additional budget allocations from local legislative council members (DPRD). Unlike other provinces where DPRD funds (*dana Pokir*) could be used to finance various programs and activities, most service heads in Kalimantan prioritized other needs over essential library infrastructure and facilities. This situation is reminiscent of

challenges faced by librarians in underdeveloped countries like those in Africa, where inadequate technological infrastructure hinders the provision of up-to-date information sources crucial for effective librarian performance (Kutu, 2020).

Furthermore, the library leader faced challenges in securing local government support for various literacy development initiatives, attributed in part to insufficient personal communication with the governor. In contrast, in Singapore, appointed librarians collaborate actively to shape library planning and concepts that meet current societal needs (Kutu et al., 2020). Librarian training in several developed countries now includes skills such as website design, database development, and multimedia utilization, reflecting their expanded roles beyond traditional tasks to encompass digital reference services and data management (Ali et al., 2022).

Apart from the communication gap between the Head of the Library Service and the governor, interactions with stakeholders such as *Bappeda* and other government offices could become more frequent. Many *Dispersip* heads in Kalimantan needed a clearer understanding of their core responsibilities and how to advance literacy initiatives. Additionally, these leaders often require more expertise in library and literacy matters, with appointments frequently being made near the end of their tenure (Pratiwi et al., 2022).

Bureaucratic politicization, as observed in government administrative institutions, involves political interventions aimed at engaging civil servants to secure political support and maintain power (Muhidin et al., 2020).

While the primary goal is to ensure competence and promote professional administration, political affiliations often overshadow merit-based recruitment. This situation, as described by Muhidin (2020), undermines effective task implementation and creates a challenging work environment due to task allocation issues. Meyer-Sahling et al. (2016) add that countries prioritizing merit-based civil service recruitment tend to perform better economically and in administrative efficiency compared to those driven by political loyalty.

The selection of Heads of *Dispersip* offices often prioritizes political considerations over qualifications, leading to appointments based on political affiliations rather than competence. This practice, governed by regional authorities, results in officials sometimes needing more professionalism in public service delivery, as their focus leans towards political interests (Rakhmawanto, 2019). The appointment process needed more transparency, with unilateral selections often favoring officials nearing retirement or those considered problematic. This could lead to short tenures—typically around two years—resulting in a limited commitment to long-term literacy development. Moreover, such appointments might lack legitimacy and face resistance from subordinates, impacting coordination and operational effectiveness, as observed in West Kalimantan's *Dispersip*.

In the Central Kalimantan *Dispersip*, many interim appointees needed more support from their subordinates, indicating appointments were often made to fill vacant positions hastily. Furthermore, controversy arose over the assignment of an echelon 4 official to the

echelon 3 role of Service Secretary, highlighting issues with competence in disciplinary management. Political intervention was evident in the appointment process, exacerbated by numerous vacancies caused by employees transitioning to functional roles. The Governor's reluctance to appoint permanent officials in various OPDs, possibly stemming from the election defeat in Palangkaraya City, further complicated governance in the province (2019-2022). Planning involves determining the appropriate actions to take, while budgeting entails preparing financial plans for income, expenses, and financing over a specific period (Ramdhani, 2017). Effective budget planning enhances program and work plan precision, facilitating adjustments to budget allocations based on needs and increasing flexibility (Zarinah et al., 2016).

In Kalimantan, literacy development was hindered by a challenging budgeting process, resulting in low allocations for library services due to inadequate planning quality. Reports indicated that literacy initiatives such as TGM and IPLM must be included in provincial strategic documents such as RPJMD or RKPD, failing to align with the elected governor and deputy governor's vision and mission. Each year, *Dispersip*'s strategic plans consistently highlight recurring issues in library development, including centralized service distribution and shortages of qualified librarians, yet significant changes or solutions have yet to be proposed.

The image of the Library Service, which was synonymous with underdeveloped institutions, influenced the budget allocation. The budget was determined not based on program submissions but rather on the budget of

the previous year. Consequently, the Library Service faced limitations in its actions and initiatives. Similar situations also occurred in several regions, and one of the causes was limited fiscal capacity. However, in South Kalimantan, the budget was directly proportional to the proposed programs and activities. *Bappeda*, as the budget provider, showed a realistic approach to funding creative programs.

Due to inadequate planning and budgeting, it became challenging for many regions to maintain the budget amount from the previous year. In some instances, the literacy budget in various Library Services experienced mid-year cuts. For example, the West Kalimantan Library Service proposed a budget of IDR 25.3 billion in 2022, but it was reduced to IDR 19 billion during scrutiny. Similarly, the Central Kalimantan budget was reduced from IDR 17 billion to IDR 12 billion in 2020. Out of this budget, IDR 9 billion was allocated for indirect expenditures such as employee salaries and other needs, leaving only IDR 3 billion for library activities and services. In 2021, the North Kalimantan *Dispersip* received a budget of IDR 7.8 billion, with an allocation of IDR 1 billion for the library development program. However, the realization of the library program in 2021 was only IDR 600 million. The same scenario occurred in the East Kalimantan *Dispersip*. The indicative ceiling in the 2022 RKPD for the Library Service was IDR 27 billion, reduced from the original proposal of IDR 30 billion. Later, according to Nikko, the budget was adjusted further to IDR 22 billion.

Such dualism in budgeting should not exist within a bureaucratic environment, such as a provincial government, as it disrupted coordination between *Dispersip* and *Bappeda* related to

the budget. At present, *Bappeda* comprehends the program activities and government affairs that require funding. However, when BPKAD carried out the planning stage, the planning and budgeting needed coherence.

Moreover, this budgeting dualism indicated an inconsistency in provincial budget planning, as stated in *Permendagri* No. 5 of 2017, which mandates budget planning processes such as RPJMD and RKPD to be conducted at *Bappeda* and translated by SKPD through Renja and *Renstra*. The BPKAD should only support the financial sector. This process was beneficial because *Bappeda* could provide crucial inputs. This polemic made it challenging for each SKPD to maintain budgeting consistency from RKPD into the General Budget Policy (KUA) and the Priority of Temporary Budget Ceiling (PPAS) conducted by SKPD.

Among the five provinces in Kalimantan, South Kalimantan stood out as the province with the most successful literacy development, evident from its high value of literacy development and diverse *Dispersip* programs. The governor's attention to literacy and library development further supported this success. One crucial factor contributing to the success of literacy development was the effective communication and coordination established by the leadership (the Head of Service). *Bappeda* recognized that the performance of South Kalimantan *Dispersip* was superior to others. In addition, the South Kalimantan *Dispersip* program was quite diverse.

The Head of Service's ability to build strong relationships with various stakeholders ensured that the related OPD supported all implemented programs. The role of the Head of Service was crucial for

aligning the government with literacy development. The Head of Service communicated and coordinated directly with the lowest-level staff in the OPD. This level of direct communication and coordination within the government's bureaucratic system was relatively rare. The Head of Service assured the *Bappeda* staff in charge of library affairs to secure a budget post in the APBD.

Additionally, the Head of Service accompanied the Service Secretary and staff during meetings with *Bappeda* to facilitate the discussion process. Coordination was also established with libraries in districts/cities, encouraging their development. The Secretary and staff discussed technical implementation, while the Head of Service addressed nomenclature and policies. Coordination was also established with libraries in districts/cities under his jurisdiction, encouraging their development. He also has encouraged literacy development in North Hulu Sungai Regency, South Kalimantan, earning recognition from the National Library, which has designated the District Head as the recipient of the *Nugra Jasa Dharma Pustaloka* for his dedication to literacy development in the region (Arfianty, 2021). Another crucial factor contributing to success was the excellent cooperation between superiors and subordinates. The alignment between the Head of Service and the Secretary, both sharing the same vision, made it easier to coordinate with various parties and ensured the success of the Library Service. In addition, the Service Secretary's expertise in financial management and planning added value to the implementation of the leader's vision.

Moreover, his ideas were insightful, such as proposing that the literacy budget

be allocated 20% of the education budget. The Head of Service demonstrated a participatory leadership style, actively seeking and incorporating suggestions from subordinates. Effective communication between institutions responsible for *Dispersip* is well-established. Library managers support each other in improving TGM and IPLM, which positively impacts library performance in South Kalimantan (Ridwan, 2019). Another essential skill for library heads was the ability to engage community leaders, political figures, state institutions, and local mass media in lobbying efforts. This helped elevate the institution's image and enhanced literacy programs. Mass media played a crucial role in promoting reading interest and publicizing library activities.

CONCLUSION

This study concludes that to enhance literacy development in Kalimantan, the commitment of library leaders, particularly department heads, is crucial. Department heads must be innovative, visit the field frequently, maintain good communication, and collaborate with various parties. Competent and proactive leadership in management and communication can help overcome obstacles such as the need for more professionalism among librarians and discrepancies in planning and budgeting. With a more collaborative and participatory approach, libraries can be more effective in developing literacy in the region, optimally utilizing government assistance, and ensuring that all regions, including disadvantaged areas, receive adequate attention. To complement this research, the author hopes that there will be further research that will explore the

factors influencing literacy development in each province. This includes an in-depth analysis of supporting infrastructure issues, social and cultural factors that affect reading interest, and an evaluation of educational policies and programs in each region.

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