

## Evaluating the Impact of Medan City Regional Regulation Number 2 of 2022 on Library Services and Community Literacy Development

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### ABSTRACT

This research examines the implementation of Medan City Regional Regulation No. 2 Year 2022 on the Implementation of Libraries and its effectiveness in realizing the objectives of library services in Medan City. Utilizing qualitative research methods, the study analyzes data from interviews, observations, and documentation to assess policy implementation based on Van Mater Van Hord's theory, focusing on policy size and objectives, resources, communication, and environmental factors. Findings indicate that the regulation has positively impacted library services, encouraging reading habits and knowledge dissemination through various programs and innovations, such as mobile libraries and digital initiatives. The Medan City Library and Archives Office, supported by 67 staff members and adequate financial resources, has effectively utilized inter-organizational communication to coordinate efforts. Despite challenges like limited staff, the economic, social, and political environments remain supportive, with no significant obstacles. The implementation also includes digitalization efforts like the e-pada application, aimed at increasing public access to information and mitigating the adverse effects of social media.

## **INTRODUCTION**

Libraries are a source of enlightenment for the community, and they can help improve insight and knowledge and allow a person to recognize, know, and understand new things (Saleh, 2014). Libraries must be socialized and implemented so scientific renewal can be carried out more quickly and benefit society (Ardhian et al., 2021). Libraries provide library materials according to user needs and provide services that make it easier for users to obtain information (Sen et al., 2023). Libraries have a central role in society by facilitating access to information, supporting the education and learning process, becoming a community focal point, caring for cultural wealth, promoting literacy in the digital age, ensuring inclusion and access for all, participating in economic development, and upholding freedom of thought.

Literacy development and culture have many roles in various fields, such as education, research, and community development. Libraries help change people's mindsets and shape their behavior to manage their future better (Andini & Muhammad, 2022). This is because libraries can act as a source of education, information, and recreation that helps improve people's awareness and abilities and assists in developing people's spirituality and morals (Sirumapea & Pius X, 2023; Khair, 2023). Libraries are essential in building communities as they help increase community awareness, capabilities, and participation (Jannah et al., 2024; Rahayu et al., 2023). Increased community literacy affects community welfare by providing broad access to information and improving people's ability to deal with social challenges (Atmi et al., 2022). To realize the development of a society with a high level of literacy, the role of the government is needed to support the increase in people's interest in reading.

The government's role in library provision involves various responsibilities and initiatives to ensure the availability and accessibility of libraries to the community. The government can financially support libraries through grants, subsidies, or direct funding. The importance of procurement through library infrastructure support can ensure that library services are accessible to the community. In addition, the government can establish policies and regulations that guide library development and management. These policies can address issues such as library governance, funding, and services offered. Based on the previous explanation, the researcher would like to review this study with relevant previous studies. The establishment of library administration policies has been proven to improve the quality of libraries and increase public awareness of the importance of information and knowledge (Samodara, 2011). In addition, the formation of library administration policies can optimize library administration to foster a culture of reading in the community (Ramdhan et al., 2021). The challenges in library procurement include limited competent resources, inadequate infrastructure due to lack of APBD, less than optimal communication, and low public attitudes towards education and public interest in reading (Angela, 2024). To increase public interest in reading, it is necessary to socialize by conducting book exhibitions, competitions, and activities that increase public awareness (Sahara et al., 2022). In addition, the limited human resources in the library section still need to be

improved to cover a large area (Baidhawi et al., 2022). Regional libraries in remote areas or with difficult geographical conditions can face challenges in reaching the community and providing optimal services (Muslim et al., 2023). To overcome this, it is necessary to make library collections that can be accessed by the public (Wicaksono, 2021).

This study aims to analyze the implementation of Medan City Regional Regulation No. 2 Year 2022 on the Implementation of Libraries, identify the challenges faced, and evaluate the role of libraries in improving literacy and community welfare in Medan City. This research also assesses the role of the government in supporting library implementation. The benefits of this research include theoretical contributions to the development of library policy concepts, as well as practical for the Medan City Government in evaluating and improving policy implementation. In addition, this research provides recommendations for libraries to improve service quality and public awareness of the importance of libraries as a source of knowledge.

## **THEORETICAL REVIEW**

### ***Public Policy***

Public policy refers to actions governments take to address problems or matters of concern to society. The definition of public policy covers a wide range of approaches, from "what the government does and its impact" to "any choice the government makes or does not make." It is based on specific objectives carried out by an authorized actor or group of actors and often involves strategies for using resources to solve public problems. Critical characteristics of public policy include a sense of purpose, involvement of authorities, simultaneity of decisions, and the possibility of being famous or unpopular. Although it often involves public participation, policy can also be produced behind closed doors and tends to accommodate the interests of certain groups.

### ***Public Policy Implementation***

Public policy implementation has evolved through three generations of theory. The first generation developed in the 1970s to early 1980s with policy implementation models known as top-down theories or forward mapping. The second generation emerged between the 1980s and 1985 with bottom-up theories or backward mapping. Since 1985 until now, a third generation has developed with hybrid theories. According to George Edwards III (1980) policy implementation theory, the policy implementation process is crucial because no matter how well the policy is formulated, if its implementation is not well prepared and planned, the policy objectives will not be achieved. Vice versa, a poorly formulated policy will not achieve its goals even if its implementation is carried out well. In the policy implementation process, there is a phenomenon known as the implementation gap, which is the gap between the expectations of policymakers and the results achieved. Emphasizes that the size of the gap depends on the implementation capacity, namely the ability of the organization or actor given the responsibility to implement the policy. The implementation

process has three essential elements: the program or policy being implemented, the target group receiving the benefits, and the implementing elements, both organizations and individuals responsible for implementation and supervision.

Policy experts argue that there are driving and inhibiting factors in policy implementation. Edwards III (1980) identifies four main factors that influence the success or failure of policy implementation: communication, resources, disposition, and bureaucratic structure. Communication includes the transmission, clarity, and consistency of information conveyed to policy implementers. Resources include human resources, budget, equipment, information, and authority. Disposition is the characteristics of policy implementers, such as commitment and honesty. Bureaucratic structure is related to standard operating procedures (SOPs) and bureaucratic fragmentation. In addition, several policy implementation models have been developed to analyze public policy implementation. Mazmanian and Sabatier (1983) suggest an implementation analysis framework that identifies variables affecting policy objectives' achievement. Grindle's model (2021) emphasizes the importance of policy content and implementation context. Edwards III (1980) model identifies the direct and indirect impact of factors such as communication and bureaucratic structure on policy implementation. The van Meter and van Horn model emphasizes the importance of policy measures and objectives in determining implementation performance. The success of policy implementation can be measured by the process and achievement of the final goal (output). Grindle (2017) states that measuring the success of policy implementation can be seen from the process and whether the program objectives are achieved. Edward III (1980) states that decisions will not be successfully implemented with effective implementation. Thus, policy implementation is the implementation of policies to realize the goals set from the beginning and is carried out by policy actors who play a role in the process.

### ***Library Concept***

A library, derived from the word "library," is a place provided for the maintenance and use of collections of books and other materials. According to IFLA, a library is a collection of printed and non-printed materials arranged systematically for the benefit of users. The library is a non-formal learning medium that provides a broader range of reading services free of charge and at a lower cost (Iztihana & Arfa, 2020). Libraries are also an essential source of information, entertainment, and recreation for humans.

Based on Law No. 43 of 2007, the types of libraries consist of National Libraries that are responsible for national policies, fostering, and developing national collections; Public Libraries that are open to all levels of society and can be managed by the government and the community; Higher Education Libraries that provide collections that support education, research, and service; School / Madrasah Libraries that support the education curriculum with sufficient collections; Special Libraries that are intended for specific environments such as government or religious institutions; and Regional Libraries owned by local governments to encourage a reading culture and preserve local collections. According to Article 4 of Law No. 43 of 2007, libraries

aim to increase the reading habit and community insight to educate the nation's life. Libraries function to preserve the culture of humanity and support the National Education System as a center of information, knowledge, technology, art, and culture (Lubis et al., 2024).

## **METHODOLOGY**

This research was conducted to determine how library administration policies in Medan City are implemented. To answer this question, researchers used a qualitative research method. Qualitative research methods focus on uncovering qualitative information, emphasizing process and meaning through problem description with research procedures that produce descriptive data in the form of written or spoken words from individuals and observed behavior (Creswell & Poth, 2016). This research was conducted at the Medan City Library and Archives Office so that researchers can find and understand what is hidden behind phenomena that are sometimes difficult to understand satisfactorily.

To find and describe the phenomenon by the background of the problem, researchers used two types of data sources, namely primary data and secondary data. Primary data is obtained by researchers based on interviews with informants, while researchers obtain secondary data through literature review, documentation, books, and archives (Sugiyono, 2013). Data collection techniques are carried out in three ways: interviews, observation, and documentation. Data analysis techniques go through three stages: data reduction, data presentation, and conclusion drawing (Miles et al., 2020).

## **RESULTS**

### ***Implementation of Medan City Regional Regulation Number 2 Year 2022 on the Implementation of Libraries in Realizing the Objectives of Library Implementation***

Medan City Regional Regulation Number 2 Year 2022 on the Implementation of Libraries aims to educate people's lives by providing libraries as a vehicle for lifelong learning. This study uses Van Mater Van Hord's theory to evaluate the implementation of the regulation based on four indicators: policy size and objectives, resources, communication, and economic, social, and political environment (Regif et al., 2024; Christoper et al., 2024). The main objective of this regulation is to improve the quality of library services, reading habits, and public insight and knowledge, including information technology-based management and protecting the public from the negative impact of social media. The implementation of this regulation has been running for three years, with positive responses from various related parties, including the Head of the Library Development Division, the development scope team for the culture of reading, and library users. In addition, there are resource factors that can support the successful implementation of a policy. The following is the number of employees at the Medan City Library and Archives Office:

Table 1. Number of Positions and Echelons of the Library and Archives Office of Medan City

<b>N o.</b>	<b>Position</b>	<b>Eselon</b>	<b>Total (people)</b>
1.	Head of Service	II/b	1
2.	Secretary	III/a	1
3.	Head of Field	III/b	4
4.	Head of Subdivision	IV/a	1
5.	Team Leader	-	14
6.	Functional Position	-	13
7.	Executive	-	33
<b>TOTAL</b>			<b>67</b>

Source: Medan City Library and Archives Office, 2024

Human resources at the Medan City Library and Archives Office is comprised of 67 people who have various positions. However, although the quality of human resources is sufficient, additional employees are still needed. Financial resources come from the Medan City APBD, which is channeled by the finance department of the Medan Mayor's office. Library facilities and infrastructure, such as Mobile Library Cars and BI Corner, are considered good enough, but improving the facilities for maximum service is still proposed. Coordination between the Library and Archives Office and Regional Apparatus Organizations, community institutions, and schools is conducted regularly. Information related to the regulation is socialized through print, electronic media, formal meetings, and social media. Communication is considered effective in supporting the implementation of this regulation. The implementation of the regulation is not affected by the economic environment, as library services are provided free of charge. The social environment also does not provide obstacles, with the community giving a positive view and no complaints reported. Similarly, the political environment did not negatively affect the implementation of this regulation. Overall, the implementation of Medan City Regional Regulation No. 2 Year 2022 on Library Implementation has gone well and by the expected objectives. Support from human, financial, and facility resources, as well as effective communication and a conducive environment, are the main factors in the successful implementation of this regulation.

#### ***Objectives of Library Implementation in Medan City Regional Regulation Number 2 Year 2022***

The organization of Medan City Library aims to improve the quality of services for users, which includes individuals, groups, communities, or institutions that utilize library services. Measures taken include paying

attention to the appearance of staff, who wear specific uniforms every working day, and ensuring that staff have the skills and knowledge to serve visitors. Staff are trained to be responsive and prompt in providing services and knowledgeable about the library's collections. Adequate physical facilities are also considered, although improvement is needed. Digitization and innovation efforts are ongoing, including providing specialized training for service staff. Constraints include the need to increase the number and quality of human resources.

Medan City Library conducts various programs to promote reading, such as mobile libraries and speed-reading competitions. These activities are conducted in collaboration with educational institutions and correctional institutions. In addition, youth reading programs are regularly held in schools. Visitors to the library are primarily students looking for academic references. Although the collection of reading materials is adequate, there is a need to add and rejuvenate reading materials. Promotional programs such as Car Free Day are also conducted to raise public awareness of the importance of reading. Medan City Library implements various innovations to broaden people's horizons and knowledge, such as the youth reading program and social inclusion in urban villages. Mobile library cars bring access to books closer to the community. Other strategies include rewarding avid users, library promotions, digital reading corners, and socialization with students and OPDs within the government. Coordination with Perpustakaan and local governments is also done for library assistance and development. The obstacles faced are mainly related to the limited number of staff. Medan City Library adopts information technology to improve access and service efficiency. Digitalization of reading materials continues to be improved through cooperation with various parties such as Bank Indonesia. Assistance from the National Library in the form of a Digital Reading Corner was also utilized. The library launched the e-pusda application to access various digital collections quickly. The app is designed to attract people's interest in reading by providing books, magazines, and other reading materials in digital format. One of the objectives of organizing the library is to protect the public from the negative impact of social media. The library provides credible and educative information to reduce the spread of misinformation and the negative impact of social media. Digital education and literacy are also provided to increase public awareness of the wise use of social media.

## **DISCUSSION**

Medan City Regional Regulation No. 2 Year 2022 on the Implementation of Libraries is designed to educate the community through libraries as a center for lifelong learning. The library is a collection manager of written, printed, and recorded works for education, research, preservation, information, and recreation. The main objectives of this regulation are to improve library services, encourage interest in reading, broaden horizons, realize information technology systems, and protect the public from the negative impact of social media. Implementing this regulation includes assessing the policy based on its objectives

and measures, with an essential role of qualified human resources at the Medan City Library and Archives Office. Inter-organizational communication is conducted through various mechanisms to ensure effective coordination and implementation. The surrounding economic, social, and political environment supports the implementation of regulations with minimal obstacles. Improving service quality is done through training and upgrading employee skills and providing adequate physical facilities.

Medan City Library also conducts various innovations and programs to increase interest in reading and expand the knowledge of the community, such as mobile libraries and youth reading programs. Collaboration with various parties, including Bank Indonesia and educational institutions, was also conducted to support this goal. Library digitization was carried out through the launch of the e-pusda application to provide easy access to information and attract public interest in reading. Libraries are also active in protecting the community from the negative impact of social media through socialization and mentoring. Overall, the implementation of Medan City Regional Regulation No. 2 Year 2022 shows good progress in achieving the set objectives, although there are some constraints, such as a limited number of staff.

#### **FURTHER STUDY**

Based on the research results, future studies should consider additional variables beyond implementing library policies better to understand their impact on community literacy and library services. For example, future research could explore the role of community engagement, educational programs, and advanced digital technologies in enhancing library services. Investigating the long-term effects of library innovations, such as mobile libraries and digital initiatives, on reading habits and knowledge dissemination could provide valuable insights. Additionally, studying the effectiveness of different promotional strategies and educational programs in increasing public awareness and interest in reading would be beneficial. Examining the challenges libraries face in different socio-economic and political environments could help develop tailored strategies for library management. Furthermore, assessing the impact of government support and inter-organizational collaborations on the success of library services could offer insights into optimizing resource allocation and policy implementation. Overall, future studies aim to build a holistic understanding of the factors influencing the success of library policies and programs, contributing to developing more effective strategies to enhance community literacy and library services in urban environments.

#### **CONCLUSIONS AND RECOMMENDATIONS**

The implementation of Medan City Regional Regulation No. 2 Year 2022 on the Implementation of Libraries has been running well, fulfilling the goal of educating the community through libraries as lifelong learning centers. Medan City Library has improved service quality, encouraged reading interest, and broadened people's horizons through various innovative programs, digitalization, and collaboration with various parties. Qualified human resources, financial support from the APBD, and adequate facilities are critical factors for



this success. However, there are still obstacles, such as limited staff numbers, that need to be overcome to achieve optimization of library services. A conducive economic, social, and political environment and effective communication also play an essential role in supporting the implementation of this policy. Thus, the library successfully served as a significant source of education, information, and recreation for the people of Medan City.

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