

LEADERSHIP AND POLICY TRANSFORMATION IN MOBILE LIBRARY SERVICES: A CASE STUDY OF UPT PERPUSTAKAAN PROKLAMATOR BUNG KARNO

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Abstract

The mobile library service at UPT Perpustakaan Proklamator Bung Karno has shifted its focus from reaching public facilities to primarily serving schools. This transformation raises critical questions about how leadership influences policy implementation and how such orientation affects service inclusivity and public access. This study aims to analyze the role of leadership in shaping and implementing mobile library policies under institutional and resource constraints. A qualitative case study approach was employed to explore leadership orientation, internal communication, and implementer initiative. Data were collected through semi-structured interviews, direct observations, and documentation, and analyzed using Miles, Huberman, and Saldaña's interactive model. The findings reveal that leadership orientation strongly determines policy direction, emphasizing efficiency, measurable targets, and ease of coordination with schools, while inadvertently limiting inclusive outreach to wider community groups. Nevertheless, librarians' field initiatives sustain inclusive values through adaptive scheduling and collaborative teamwork. Theoretically, this research contributes to policy implementation studies by highlighting the mediating role of leadership orientation and the emotional engagement of implementers in achieving policy outcomes within resource-limited public institutions. Practically, the study recommends integrating social inclusion principles into performance-based policy frameworks and strengthening leader-staff communication to enhance sustainability, responsiveness, and the public value of mobile library services.

Keywords: Leadership, Mobile Library, Policy Implementation, Information Access

INTRODUCTION

According to Lestari (2022), leadership in a general sense refers to a process of guiding, directing, and controlling the behavior, emotions, and actions of individuals under one's supervision. In line with Syahril (2019), leadership is viewed as a tool or process within an

organization to persuade others to willingly and enthusiastically perform tasks in order to achieve organizational goals. Leadership plays a crucial role in determining the direction of an organization and ensuring that policy implementation runs effectively. Suryadi (2023) defines effective leadership as the ability of an individual to motivate others, provide clear direction, and achieve shared objectives with their team or organization. Similarly, Munir (2018) emphasizes that managing a library requires strong managerial competence to ensure that every action is carried out appropriately to meet predetermined goals. All activities undertaken by a library are governed by library policies designed to ensure that institutional objectives can be achieved (Putri and Gani 2022). In addition to setting general directions for policies, programs, and operations, a leader is also responsible for ensuring that these policies are properly implemented (Rahmah 2022). The head librarian, as the highest authority, is not only responsible for operational decisions but also for aligning the library's objectives with its broader mission to promote literacy and equitable access to information. Therefore, structured planning must be undertaken beginning with the formulation of vision, mission, and objectives, followed by an evaluation of current conditions, identification of opportunities and challenges, and the development of appropriate strategies (Saufatunnisa 2019).

In line with the advancement of the times, learning and accessing information can now be done easily from anywhere (Ckhurniasih, Londa, and Marentek 2019). According to Damayanti et al. (2017), mobile libraries provide services that bring library resources closer to communities living far from public libraries. This aligns with Novisyamira (2022), who states that the presence of mobile library services within communities aims to foster a culture of reading and learning. Law Number 43 of 2007 on Libraries, Article 3, stipulates that libraries serve as institutions for education, research, preservation, information, and recreation to enhance the nation's intelligence and empowerment. To improve library services, it is necessary to conduct surveys on each of these functions (Widyasari et al. 2021). In this context, mobile libraries function as a medium that bridges geographical and social gaps, reaching communities in markets, parks, tourist areas, and remote schools. Therefore, library managers are expected to make every effort to meet the diverse needs of all library users (Amirullah 2020).

UPT Perpustakaan Proklamator Bung Karno is one of the national level libraries that possesses a broader scope of services and accountability compared to regional libraries. Following a change in leadership, the institution entered a phase of internal policy realignment, including an evaluation of its mobile library services. During this period, visits to public facilities such as parks, markets, and tourist areas were discontinued, and the service focus was redirected primarily toward schools. This policy shift was entirely influenced by the orientation of the new leadership, which emphasized measurable targets, consistency in visitation schedules, and ease of coordination with educational institutions.

Subsequently, the government introduced a policy of budget efficiency and rationalization that affected various state institutions, including the National Library. This efficiency policy was not the initial cause of the discontinuation of mobile library visits to public facilities, as the change had already occurred following the leadership transition. However, the efficiency policy further constrained the possibility of restoring services to public spaces. Although there were discussions about re-expanding outreach to public areas, limited operational funding made it difficult to realize such plans. Consequently, the national policy reinforced and institutionalized the school-oriented service focus established in the previous phase. This transformation raises important questions about how leadership orientation

influences institutional policy and how such decisions affect the inclusivity and accessibility of library services.

Several previous studies have examined library services at UPT Perpustakaan Proklamator Bung Karno, although with different areas of focus. Research by Handayani and Mutiara (2025) discussed how the institution implemented socially inclusive programs. While the study did not specifically address mobile library services, it highlighted the importance of expanding information access for all segments of society. These findings provide an overview of UPT Perpustakaan Proklamator Bung Karno role in promoting more open and equitable library services. The subsequent study was conducted by Irhamna (2017), focusing on the effectiveness of the mobile library services at UPT Perpustakaan Proklamator Bung Karno. The research evaluated the extent to which the mobile library reached the community, the challenges encountered, and how the service was utilized by users. The findings of this study are particularly valuable for comparison, as they depict the condition of the mobile library services prior to the policy shift in recent years. Through this research, it becomes evident that the mobile library previously reached public facilities and served diverse community groups. Another study by Angela (2024) examined the implementation of library policies in Palangka Raya City. Although the location and context differ, this research is theoretically relevant because it employs a policy implementation model that can be used to understand how a policy is executed and the factors influencing its success. Therefore, this study helps strengthen the theoretical foundation adopted in the present research.

From these three studies, it can be observed that none has specifically examined the policy shift in the mobile library services of UPT Perpustakaan Proklamator Bung Karno, particularly regarding the reasons behind the service transformation, the role of leadership, and its impact on public access. To address this research gap, the present study aims to analyze the role of the head librarian in influencing and implementing mobile library policies at UPT Perpustakaan Proklamator Bung Karno. This research employs the policy implementation framework proposed by Van Meter and Van Horn (1975), which highlights key factors such as policy standards, resources, communication, and implementer disposition. Using this framework, the analysis focuses on how leadership decisions, communication patterns, and librarians' initiatives interact to shape policy outcomes amid the organization's resource limitations.

RESEARCH METHOD

This study employs a qualitative approach with a case study design to explore the leadership role of the head librarian in shaping and implementing mobile library service policies at the UPT Perpustakaan Proklamator Bung Karno. According to Asari et al. (2023), qualitative research examines events, phenomena, or human experiences to answer questions of why something occurs, how it happens, and what factors cause it. The case study approach was chosen because it provides an in-depth understanding of contextual dynamics and behavior within real organizational settings (Ilhami et al. 2024). Therefore, the case study method in the tradition of qualitative research is highly regarded (Ridlo 2023). Consistent with Yin (2018), a case study seeks to explain how or why certain conditions occur for instance, how or why a sequence of events takes place or fails to take place.

This research was conducted at UPT Perpustakaan Proklamator Bung Karno in Blitar City, East Java. The site was selected because it possesses unique characteristics in the

transformation of national library service policies. Participants were chosen using purposive sampling, based on the researcher's judgment of individuals who best understand the policy and implementation of mobile library services. Purposive sampling, also known as judgmental, selective, or subjective sampling, is a technique that relies on the researcher's consideration in determining which units such as individuals, cases, organizations, events, or data segments will be studied (Firmansyah and Dede 2022). Three key informants were involved in this study: the head librarian (representing policy-making and strategic leadership), an active mobile librarian currently responsible for school-based services, and a former mobile librarian who previously managed services in public facilities.

Data were collected through semi-structured interviews, direct observations, and documentation. Interviews were conducted to explore the perspectives, experiences, and policy insights of each informant. According to Creswell (2022), interviews are useful when participants can provide historical information and allow researchers to control the direction of questioning. In line with Sugiyono (2024), semi-structured interviews aim to identify issues openly, allowing participants to express their opinions and ideas freely. Each interview lasted between 20 and 60 minutes and was recorded and transcribed with the participants' consent. Observations were carried out to understand the implementation process, team coordination, and internal communication patterns. Abdussamad (2021) defines observation as a systematic and deliberate data collection technique involving direct monitoring and recording of the phenomena under investigation. Documentation included service schedules, policy directives, and library activity reports. Data collection was conducted over two months (March–April 2025) to ensure information depth and contextual accuracy. The study applied ethical procedures, including informed consent, data confidentiality, and voluntary participation. Ethical approval was obtained prior to the commencement of data collection.

Data were analyzed using the interactive model of Miles, Huberman, and Saldaña (2013), which consists of three main stages: data reduction (selecting and focusing on relevant data obtained from interviews, observations, and documents), data display (organizing the data into thematic categories based on the policy implementation framework of Van Meter and Van Horn (1975)), and conclusion drawing and verification (interpreting the meaning of the data and identifying patterns of relationships between leadership, policy direction, and implementation outcomes).

To ensure the credibility and validity of the findings, the researcher employed source and methodological triangulation by comparing data obtained from interviews, observations, and documentation. In addition, member checking was conducted with the informants to confirm the accuracy of the interpretations and conclusions. This approach enabled a comprehensive analysis of the interaction between leadership orientation and implementer initiative in shaping policy transformation within the constraints of organizational resources

RESULT AND DISCUSSION

This study demonstrates that leadership decisions play a central role in determining the direction and implementation of mobile library service policies at UPT Perpustakaan Proklamator Bung Karno. Based on the theoretical framework of Van Meter and Van Horn (1975), six interrelated variables influence the success of policy implementation: policy standards and objectives; resources; implementing agency characteristics; communication and

interorganizational relations; economic, social, and political conditions; and the disposition of implementers.

Policy Standards and Objectives

The main objective of the mobile library service policy at UPT Perpustakaan Proklamator Bung Karno is to enhance equitable access to information resources, particularly for communities that cannot reach a permanent library.

"When we talk about a mobile library, it is literally mobile. The service is actually intended for communities that cannot access a permanent library. So, we come to them with the mobile library vehicle we visit people to ensure equal access. We know that many people cannot become members here or borrow collections from the Bung Karno Library. Therefore, we reach out to the community directly," (Interview with the Head of UPT Perpustakaan Proklamator Bung Karno, 2025).

Historically, the policy direction has undergone several shifts. According to a former librarian, the mobile library previously reached public facilities such as markets, parks, and tourist sites. However, in recent years, following a leadership transition, the service focus has shifted primarily to schools.

"In the past, we used to go to the swimming pool, the market, and Candi Penataran because those were lively areas. People would pass by, stop, and ask, 'What's going on here?'," (Interview with Former Mobile Librarian, 2025).

An active librarian noted that serving schools is indeed more effective in achieving quantitative targets, though it does not fully align with the principle of inclusivity.

"It's definitely more effective because there are guaranteed users at schools. When we have a target for example, several thousand visitors per year we can easily meet it. There are still many school requests that haven't been fulfilled yet," (Interview with Active Mobile Librarian, 2025).

The findings indicate a shift in service standards and objectives, from reaching public spaces to focusing primarily on schools. This shift is inseparable from the leadership's interpretation of organizational goals. This aligns with Van Meter and Van Horn (1975), who assert that implementers' understanding of policy objectives significantly influences the direction of implementation. Informants stated that school-based services are "more effective for meeting visitation targets," suggesting that leaders interpret service inclusivity through an efficiency lens. This interpretation is consistent with Suryadi et al. (2023), who argue that effective leadership guides organizations toward measurable and realistic achievements. In this context, leaders interpret service objectives based on the institution's capacity to meet performance indicators, consequently narrowing the scope of inclusivity. Thus, the shift in service objectives is not merely a technical change, but a result of leadership's interpretation of policy and organizational capacity..

Resources

Limited resources, particularly the number of vehicles and librarians, remain a major challenge. This constraint was confirmed by all three informants. The head librarian stated that the mobile library service operates with a shortage of both vehicles and personnel.

"Our fleet still consists of only one vehicle from the National Library. So, if we say it's sufficient, it's really not yet," (Interview with the Head of UPT Perpustakaan Proklamator Bung Karno, 2025).

This statement was reinforced by a former librarian, who confirmed that the number of vehicles has never increased.

"Yes, just one there's only that one vehicle. We once requested an additional one, but it hasn't been approved yet the request to Jakarta hasn't been granted," (Interview with Former Mobile Librarian, 2025).

According to the active librarian, each team consists of three members: one coordinator, one driver, and one administrative staff member. Although this number is adequate for operating a single vehicle, the broad service coverage area makes it impossible to reach all schools.

"Personally, I think we are still short-staffed. Ideally, we should have two teams and two vehicles at least six people in total, since one team has three. Currently, our mobile library can only visit around 40 primary schools or madrasahs out of approximately 750 in Blitar City each year. Imagine how long it would take to reach them all. But we just maximize what we have. Once, our tire burst during a trip near the Heroes Cemetery, so we requested off-road tires, and thankfully, the upgrade was approved," (Interview with Active Mobile Librarian, 2025).

Nevertheless, the field team optimizes existing resources through efficient scheduling and strong collaboration. The mobile library staff demonstrate effective teamwork, with task distribution adjusted to each member's skills and responsibilities.

"Mr. Goro handles the driving and physical work, I take care of the management side, and Ms. Fifi manages the administration we complement each other," (Interview with Active Mobile Librarian, 2025).

Resource limitations particularly the number of vehicles and field personnel emerge as major challenges. Van Meter and Van Horn (1975) emphasize that the adequacy of resources strongly affects policy implementation. Interview data confirm this theoretical view having only one operational vehicle and limited staff restricts the expansion of service coverage. However, the findings also show that implementers demonstrate creativity in maximizing limited resources through effective task division, teamwork, and technical adjustments (e.g., replacing tires with off-road variants). This aligns with Munir (2018) view that leadership and managerial competence encourage staff to adapt to structural constraints. In other words, limited resources do not completely hinder implementation because internal commitment and coordination remain strong.

Implementing Agency Characteristics

The internal work culture at UPT Perpustakaan Proklamator Bung Karno emphasizes collaboration and flexibility. Although strategic decisions are made by leadership, field librarians actively participate in planning and evaluating activities. Monthly and annual evaluations are conducted to assess service effectiveness.

"Yes, every third week of the month, we are asked to report," (Interview with Former Mobile Librarian, 2025).

Regular meetings and informal communication serve as platforms to maintain shared vision and team spirit. Librarians believe that alignment between field staff and management visions is essential for smooth policy implementation. Before each service cycle, schedules and locations are determined through field surveys and proposal submissions to library leadership. Internal communication within the mobile library team is informal yet intensive. Every new

policy is communicated directly by the head librarian or the service coordinator through internal meetings.

"It comes directly from the supervisor. Usually, we have an internal meeting, and the coordinator informs us. We need to align our visions first if management wants one thing and we want another, it won't work we must unite our vision," (Interview with Active Mobile Librarian, 2025).

The implementing agency at UPT Perpustakaan Proklamator Bung Karno reflects a collaborative and participatory work culture. The findings show that field staff are involved in evaluation processes, schedule planning, and technical adjustments. Van Meter and Van Horn (1975) assert that organizational characteristics influence implementation effectiveness. Organizations with open structures and strong internal communication tend to implement policies more consistently. This is reinforced by Suryadi et al. (2023), who explain that effective leadership helps align organizational tasks with institutional goals. This is relevant because the study shows that policy direction and field practices are closely shaped by leadership's prioritization. Staff tendencies to "align their vision with leadership" illustrate the internalization of organizational goals, enabling stable and conflict-free implementation.

Communication and Interorganizational Relations

Communication between the head librarian, staff, and external partners such as schools is conducted through official letters and short messages (WhatsApp). This approach ensures site readiness and minimizes technical obstacles.

"We usually send a WhatsApp message first: 'Tomorrow we'll visit your school. Please make sure the students are ready,'" (Interview with Former Mobile Librarian, 2025).

External coordination generally runs smoothly, although in some cases, librarians encounter low engagement from school staff despite high student enthusiasm.

"Sometimes we visit schools where the students are excited, but the teachers don't respond. There was even a time when all the teachers were away when we arrived," (Interview with Active Mobile Librarian, 2025).

Communication conducted through official letters and short messages plays a significant role in bridging coordination between the library and partner schools. Van Meter and Van Horn (1975) regard communication as a key variable in ensuring clarity of instructions and external support. The finding that some schools respond well while others do not indicates that implementation effectiveness is also influenced by the quality of interorganizational relationships. This aligns with Putri and Gani (2022), who emphasize that clear communication between leaders and implementers is essential for ensuring consistent execution of library policies. Internally, routine meetings and direct communication between leaders and field staff strengthen implementation continuity. Direct instructions from service managers minimize misinterpretation and support quick adjustments in the field.

Economic, Social, and Political Conditions

The policy shift occurred alongside a period of budget efficiency and leadership transition. Although the head librarian cited efficiency as the primary reason, national policy pressures also influenced the service coverage. Nevertheless, the library responded adaptively by proposing weekend public-area services without increasing operational costs.

"At the end of last year, during the monitoring and evaluation session, we proposed an idea: 'Sir, how about we use our overtime to serve public facilities instead?' He said it would be considered," (Interview with Active Mobile Librarian, 2025).

Economic and political conditions particularly national budget efficiency policies also shape mobile library services. Van Meter and Van Horn (1975) highlight that socio-political environments can strengthen or constrain implementation. Although budget efficiency was not the initial cause of the service shift, fiscal pressure reinforced the direction already set by leadership. This is consistent with Handayani and Mutiara (2025), who found that UPT Perpustakaan Proklamator Bung Karno often adjusts its service programs in response to organizational needs and societal dynamics. These findings affirm that changes in service orientation are part of institutional adaptation. Field staff's suggestion to utilize overtime hours for public area services reflects implementers' creativity in responding to environmental dynamics. This shows that even within a top down policy environment, implementers negotiate spaces of flexibility.

Disposition of Implementers

Field librarians demonstrate strong dedication and motivation. They express genuine enjoyment in directly engaging with the community and continue striving to expand service reach despite structural limitations. One librarian remarked:

"Personally, I really enjoy being in the field talking, meeting new people, communicating. It feels more comfortable and enjoyable than being in the office, where I sometimes don't even know what to do," (Interview with Active Mobile Librarian, 2025).

The disposition of implementers motivation, commitment, and attitudes toward policy is a crucial factor. Van Meter and Van Horn (1975) state that implementers' attitudes can strengthen or weaken policy outcomes. The findings show that field staff possess high intrinsic motivation, enjoy direct service activities, and demonstrate strong service orientation. This positive disposition aligns with Ckhurniasih et al. (2019), who highlight that the success of mobile library services is influenced by direct interaction between staff and users, as well as the active role of staff in shaping positive service experiences. Such commitment helps uphold the value of inclusivity despite shifts in policy orientation. Thus, implementers act as value carriers who ensure that service principles are not entirely diminished by efficiency demands.

These six variables do not operate independently leadership orientation functions as a connecting force that integrates policy standards, resources, implementer characteristics, communication, external conditions, and implementer disposition into coherent implementation outcomes. Overall, the findings of this study reaffirm that leadership plays a strategic role in bridging institutional policy direction and field-level implementation. In the context of UPT Perpustakaan Proklamator Bung Karno, implementation success is largely determined by effective communication, policy flexibility, and the shared vision between leadership and librarians. These findings extend Van Meter and Van Horn's model by emphasizing the significance of emotional and motivational dimensions among policy implementers in public service institutions operating under resource constraints. The results also align with previous studies (Angela 2024; Handayani and Mutiara 2025; Irhamna 2017) which highlight the importance of leadership collaboration and community involvement in sustaining library services. However, the main contribution of this study lies in demonstrating that internal leadership orientation and implementer initiative can maintain service inclusivity despite external policy pressures and limited resources.

CONCLUSION

This study reveals that the shift in the focus of mobile library services at UPT Perpustakaan Proklamator Bung Karno was influenced by leadership orientation, resource constraints, and the ways in which implementers interpret and execute policy directives. The decision to prioritize school-based services facilitated coordination and reporting but simultaneously limited outreach to the broader public previously served through visits to community spaces. The findings affirm that information service policies are shaped not only by technical considerations but also by institutional values, priorities, and pressures that direct service orientation. Although implementers continue to uphold the principle of inclusivity, their operational scope depends on strategic leadership decisions and available resources. The study further underscores the need to reconsider the balance between efficiency and service accessibility. A service model that is overly focused on measurable targets risks diminishing the library's broader social impact. Therefore, regular policy evaluation and open communication among leadership, implementers, and stakeholders are essential to ensure that mobile library services remain inclusive and responsive to community needs.

SUGGESTION

Based on the findings and conclusions of this study, several recommendations can be proposed for both library management practices and future research. The management and policymakers of UPT Perpustakaan Proklamator Bung Karno should continue to strengthen communication and collaboration between leadership and field librarians. Regular evaluations and participatory discussion forums can help ensure that policy decisions remain aligned with on-the-ground realities and user needs. Mobile library services should balance quantitative targets with broader social objectives. Reactivating weekend or holiday services in public facilities could expand outreach without requiring significant additional resources. Continuous professional development and recognition for mobile librarians are also essential. Their initiative and dedication have proven to be key factors in sustaining the service therefore, training in leadership, communication, and community empowerment should be further enhanced. Future researchers are encouraged to involve a wider range of informants, including external stakeholders such as teachers, students, and community members, to gain a more comprehensive understanding of the social impact of these policies. Comparative studies between national and regional libraries may also provide valuable insights into leadership-based policy implementation.

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