

## **IMPLEMENTATION OF THE “E-PUSDA KOTA SERANG APPLICATION” IN AN EFFORT TO IMPROVE COMMUNITY LITERACY IN SERANG CITY**

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### **Abstract**

This research aims to understand how the implementation of the e-Pusda Kota Serang application contributes to the improvement of community literacy in Serang City. Using George C. Edward III's policy implementation theory, which emphasizes four variables; i.) Communication; ii.) Resources; iii.) Disposition (implementer's attitude); and iv.) Bureaucratic structure. The research method used is descriptive qualitative with data collection techniques through interviews and supporting data documentation. The results of this study indicate that the implementation of the e-Pusda Kota Serang application, using George C. Edward III's policy implementation theory, has not been optimally implemented. There are several obstacles and challenges. First, there is the communication pattern that has not yet been widespread among the public, such as the lack of consistency in utilizing social media as a medium for disseminating information about the e-Pusda Kota Serang application. The optimization of the application implementation, which emphasizes systematic collaboration and cooperation with elementary and junior high schools in Serang City, has also not been maximized. Second, there is the limitation in the number of book collections available in the e-Pusda Kota Serang application. This is due to budget limitations and copyright regulations that restrict the number of book collections in the application. In addition, another important factor influencing the implementation of the e-Pusda Kota Serang application is individual awareness of the importance of literacy and reading habits.

**Keywords:** Digital Library; Policy Implementation; E-Government

### **INTRODUCTION**

The development of information and communication technology (ICT) nowadays has brought significant changes to various sectors, including public services (Yaqin & Romdoni, 2022). Adaptation to technological advancements is needed to support daily human activities (Wiranti & Frinaldi, 2023). Public services are a fundamental aspect that must be fulfilled by government administrators to the community; the implementation of public services must certainly adhere to the principles of good governance to create high-quality public services. The implementation of e-government is a concrete step taken to encourage the enhancement of good governance principles through the utilization of ICT (Irfan & Anirwan, 2023). Digitalization in public services is one of the efforts to improve service quality by utilizing various online platforms such as mobile applications, websites, and the use of social media (Khan, 2021).

One of the basic services in the administration of public services is the provision of information support facilities. Libraries play an important role as a provider of information, data, and knowledge (Ningsih et al., 2023). The advancement of ICT also brings changes to library services. The emergence of digital library innovations, which are application-based service systems that facilitate library services through digital devices (Mubarok, 2021), defines a digital library according to the

International Conference of Digital Library (2004 in Arum & Marfianti, 2021) as an electronic library where all information is easily accessible, stored, and retrieved in digital format (Arum & Marfianti, 2021). A digital library represents the integration of technological advancements with diverse literacy resources (Isnaini et al., 2024). Digital libraries have the concept of storing, managing, and distributing literacy resources in digital forms such as e-books, audiobooks, or other multimedia resources (Asari et al, 2023), so that accessing library services is no longer limited to physical spaces with bookshelves, but has shifted to virtualization through internet access (Tjiptasari, 2022).

The level of literacy in a community will affect the progress of development in a region (Warsito et al., 2023). With a low literacy rate, the human resources in a region will not be competitive and will lack competitiveness compared to other regions (Suhadhan et al., 2023). Based on a study by the United Nations Educational, Scientific and Cultural Organization (UNESCO) in 2016, Indonesia ranked 60th out of 61 countries in measuring public reading interest, with only 0.001% of the Indonesian population being avid readers, meaning there is only 1 person out of 1,000 who regularly reads (Husnawati et al., 2022). Reading interest itself is the individual's engagement in reading activities without any coercion (Saputri & Khairani, 2021). Therefore, the central government continues to make efforts through various policies/programs involving all stakeholders, one of which is the development of library digitization to foster reading interest in Indonesia.

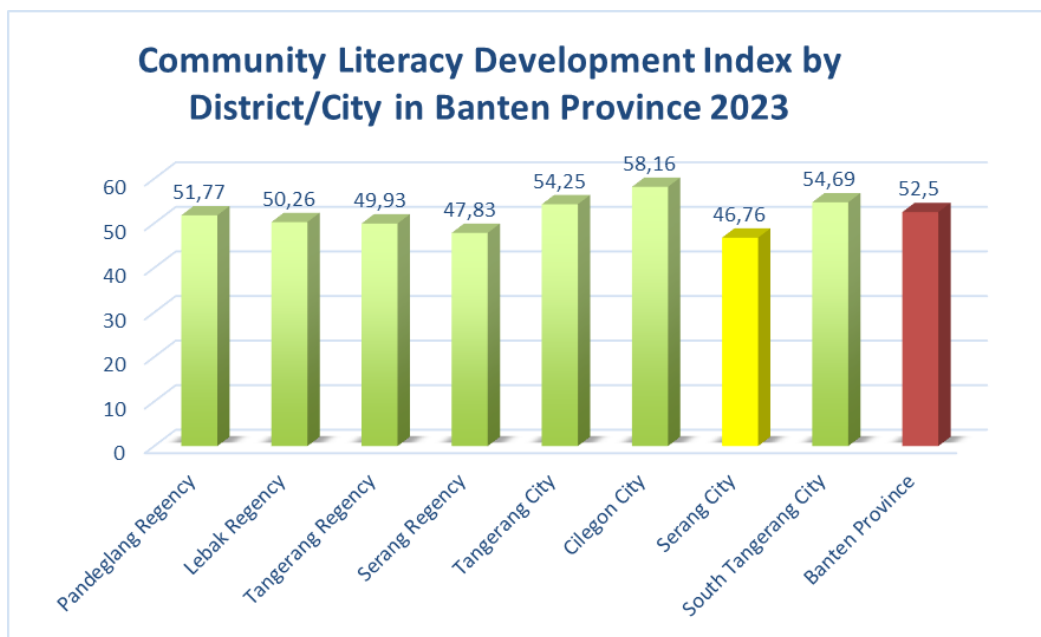
The local government through regional libraries has the authority to drive the realization of a reading culture (Perpusnas RI, 2023). In utilizing the advancement of ICT, several districts/cities have implemented the digitization of digital library services, one of which is in Serang City, the capital of Banten Province, with a population of 720,300 as of 2023 (BPS, Kota Serang, 2023).



**Figure 1. Visual Display of the e-Pusda Kota Serang application. Source: biem.co, 2020**

In this case, the Serang City Government aligns with the advancement of ICT by offering an innovation to facilitate public access to reading materials with the presence of the e-Pusda Kota Serang application. The application launched since 2020 through the Library and Archives Office or *Dinas Perpustakaan dan Kearsipan (DPK)* of Serang City is a manifestation of the utilization of ICT aimed, among other things, at enhancing the reading culture of the community in Serang City (serangkota.go.id, 2020). In the context of measuring the administration of government affairs, there is the measurement of Key Performance Indicators (KPI) or *Indikator Kerja Kunci (IKK)* which serve as indicators to measure and describe the administration of a particular affair in the government

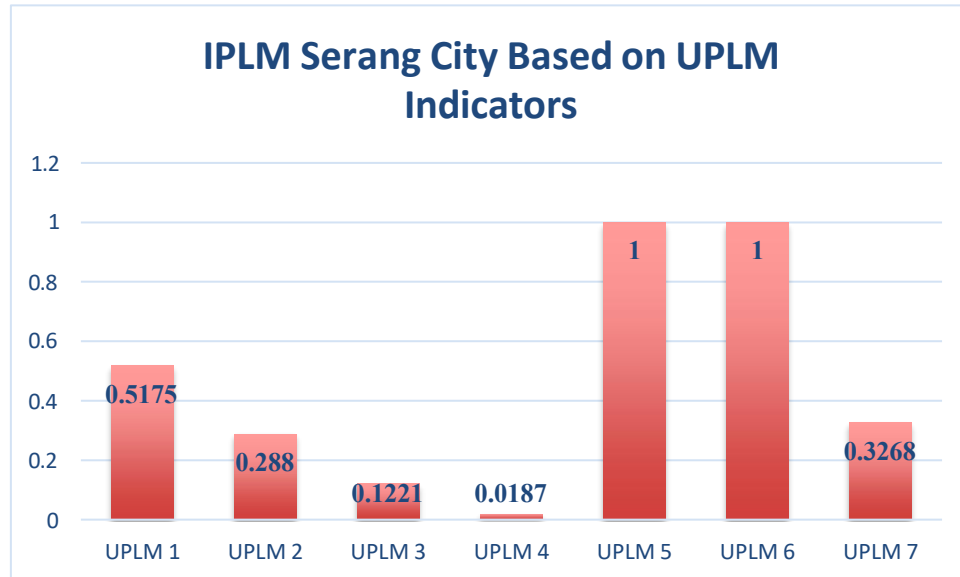
assigned to provincial or regency/city local governments. In the field of libraries, there are two KPI/IKK used for assessment, namely the Community Literacy Development Index (CLDI) or *Indeks Pembangunan Literasi Masyarakat (IPLM)* and the Reading Interest Rate (RIR) or *Tingkat Gemar Membaca (TGM)* based on the Regulation of the Minister of Home Affairs Number 18 of 2020 (Fatmawati, E., 2022). In the study of the CLDI/IPLM it is measured using seven elements of Community Literacy Development (ECLD) or *Unsur Pembangunan Literasi Masyarakat (UPLM)*, including: the availability of library services, the adequacy of collections, the adequacy of library staff, daily community visits, libraries maintained according to standards, community involvement in library socialization, and the number of library users (Perpusnas RI, 2023). Meanwhile, the measurement of RIR/TGM is based on five indicators, namely: the frequency of community reading, reading duration, the number of books read, frequency of internet access, and duration of community internet access. The measurement of CLDI/IPLM and RIR/TGM is conducted annually by the National Library of Indonesia (Perpusnas RI) in all regencies/cities and provinces in Indonesia, including in Serang City, Banten Province.



**Figure 1. Community Literacy Development Index by District/City in Banten Province 2023.**

**Source: (Perpusnas RI, 2023)**

In the 2023 CLDI/IPLM report, Banten Province ranks 16th out of 38 provinces in Indonesia with an IPLM score of 52.50, classified as moderate. Furthermore, based on the mapping of CLDI/IPLM results for districts/cities in Banten Province, Serang City obtained a score of 46.76. This result is the lowest score among the 8 regencies/cities in Banten Province currently.



**Figure 2. UPLM Result of Serang City. Source: Perpustakaan RI, 2023**

Of the seven assessment indicators, UPLM 4 (Community Visit Rate) is the lowest indicator with a score of 0.0187. The people of Serang City still cannot maximize the use of library services, so in this case, the use of digital libraries can be an opportunity to reach the community's access to libraries. Then the next indicators are followed by UPLM 3 (Sufficiency of Library Staff) and UPLM 2 (Sufficiency of Library Collections). The adequacy of library staff and the number of collections at the Serang City Regional Library still need to be improved more significantly.



No	Provincial Region	TGM Score
1	DI Yogyakarta	73,27
2	Jawa Tengah	71,31
3	Jawa Barat	70,47
4	DKI Jakarta	69,78
5	Jawa Timur	69,78
6	Kalimantan Utara	69,31
7	Kalimantan Timur	68,46
8	Sumatera Barat	68,46
9	Sulawesi Selatan	68,2
10	Jambi	68,1
11	Sulawesi Tenggara	68,02
12	NTT	67,81
13	Bali	67,39
14	Kalimantan Selatan	67,14
15	Sumatera Utara	67,01
	<b>Rata-rata Nasional</b>	<b>66,77</b>
16	Riau	66,69
17	Aceh	66,64
18	Lampung	66,38
19	Banten	66,23
20	Kep. Babel	66,17
21	Kalimantan Tengah	65,95
22	Maluku Utara	65,9
23	Kepulauan Riau	65,8
24	NTB	65,58
25	Kalimantan Barat	65,19
26	Sulawesi Barat	64,86
27	Gorontalo	64,59
28	Bengkulu	64,54
29	Sulawesi Utara	64,41
30	Sumatera Selatan	64,15
31	Papua Barat Daya	63,01
32	Maluku Utara	62,88
33	Papua Barat	62,59
34	Sulawesi Tengah	61,28
35	Papua	60,93
36	Papua Tengah	59,3

**Figure 3. TGM Value of Each Province 2023. Source: Perpustakaan RI, 2023**

Futhermore, in the RIR/TGM assessment study conducted in 34 provinces in 2023, Banten Province obtained a RIR/TGM score of 66.23, which is below the national average of 66.77. Futhermore, in the acquisition of RIR/TGM scores, Serang City ranks 21st out of 104 districts/cities that were sampled, with a score of 69.78.



District/City	Serang City	Tangerang City	Lebak Regency
Reading Frequency	5 - 6 times/week	5 - 6 times/week	5 times/week
Reading Duration/Day	1 hour 40 minutes	1 hour 30 minutes	1 hour 31 minutes
Reading Duration/Week	10 hour 34 minutes	9 hour 21 minutes	8 hour 29 minutes
Books Read/3 Months	6 books/quarter	5 - 6 books/quarter	5 books/triwulan
Internet Access Frequency	6 times/week	5 times/week	5 - 6 times/week
Duration of Internet Access/Day	2 hour 12 minutes	1 hour 51 minutes	2 hour 49 minutes
Internet Access Duration/Week	14 hour 38 minutes	9 hour 51 minutes	12 hour 27 minutes

**Figure 4. TGM Indicators Based on District/City in Banten Province. Source: Perpunas RI, 2023**

In the RIR/TGM 2023 assessment, there are three districts/cities sampled in Banten Province, namely 1 provincial capital (Serang City) and 2 districts/cities (Tangerang City & Lebak Regency). Kota Serang ranks 21st out of 104 districts/cities in Indonesia that were sampled, with a score of 69.78. In the reading frequency of the people of Serang City, it is 5-6 times/week with a daily reading duration of 1 hour and 40 minutes and a weekly reading duration of 10 hours and 34 minutes. Next, the frequency of internet access among the people of Serang City is 6 times a week, with a daily internet access duration of 2 hours and 12 minutes and a weekly internet duration of 2 hours and 12 minutes. This shows that the reading rate of the people in Serang City is still lower compared to their longer internet usage. Looking at the internet access indicators in the RIR/TGM assessment of Serang City 2023, it can be seen that the frequency of internet access by the people of Serang City is 6 times/week with an internet access duration of 2 hours and 12 minutes per day, while the reading frequency is 5-6 times/week with a reading duration of 1 hour and 40 minutes per day. Referring to the data, the level of internet access in Serang City can be considered quite frequent, and with a reading frequency of 5-6 times a week, there is an opportunity to utilize ICT in improving reading literacy.

Therefore, based on the results of the CLDI/IPLM study in Serang City in 2023, with a score of 46.76 from seven assessment indicators, UPLM 4 (Community Visit Rate) is the lowest indicator. The people of Serang City have not yet maximized the use of library services, so in this case, the use of digital libraries (e-Pusda Kota Serang) can be an opportunity to reach the community's access to libraries. Then, based on the RIR/TGM study results for Serang City in 2023, with a score of 69.7 in the reading frequency and duration indicator, when compared to the frequency and duration of internet access, it shows that the reading level of the Serang City community is still lower than internet usage access. Therefore, with the relatively high use of the internet, the researcher is interested in conducting a study on the implementation of the e-Pusda Kota Serang application as an effort to improve the literacy of the community in Serang City.

Based on the introduction, the researcher formulates the problem in this study, which is how the implementation of the e-Pusda Kota Serang application aims to improve the literacy of the community in Serang City. With the aim of analyzing and describing the implementation of the e-Pusda Kota Serang application in an effort to improve community literacy in Serang City.

## METHOD

In this study, a qualitative research type with a descriptive analysis approach is used. This approach is used to present in-depth and objective information related to the data obtained during the



research process (Sugiyono, 2022). Data collection used interview results and supporting documents as information supplements. The determination of informants in this study was conducted using purposive sampling, which involves selecting specific informants who are considered to have experience and knowledge, such as several junior and mid-level expert librarians, and library materials managers at the Serang City Library and Archives Office.

George C. Edward III (1980 in Agustino, 2020) in policy implementation offers a framework to understand how a policy/program is implemented and the various determining factors that influence it, which consist of four interrelated elements, namely: *i.) Communication*. It is a variable that greatly determines the success of achieving the goals of public policy implementation. Effective implementation occurs when decision-makers know what they need to do, and this can happen if communication is carried out well. The communicated policies must also be precise, accurate, and consistent. By conducting effective communication, it is very important in policy implementation so that the policy products conveyed can be accepted and understood well. However, if the information conveyed is inconsistent or unclear, it will cause disruptions in policy implementation; *ii.) Resources*. George C. Edward III (1980 in Agustino, 2020) proposed that resources consist of several elements, including: First is the staff. In policy implementation, the primary resource is the staff or Human Resources (HR). The failure in policy implementation is partly caused by inadequate human resources in terms of personnel numbers or competence. Second is Information. Implementers must know what they are supposed to do when given instructions, and secondly, information regarding compliance data. Thirdly, there is authority. Legitimacy or authority of the implementers is the authority; when there is no authority, the power of the implementers in the public domain is not legitimized and results in the failure of the policy implementation process. Fourth, there are Facilities. Although having sufficient human resources and financial legitimacy. Without supporting facilities such as infrastructure or adequate financial support, the implementation of policies is unlikely to succeed; *iii.) Disposition*. The effectiveness of policy implementation is not only influenced by knowledge but also by the implementer's ability to execute it, so that in practice, no bias occurs. The attitude, commitment, and motivation of policy implementers are very influential. If the implementers do not support or agree with the policy, the implementation will struggle to achieve optimal results and lastly; *iv.) Bureaucratic Structure*. Clear procedures and rules, as well as good coordination by policy implementers, are very much needed; bureaucratic obstacles with overlapping rules and poor coordination between units can hinder the implementation process. Furthermore, with a fragmented bureaucratic structure, implementation will be more effective because it is carried out by competent and capable organizations. The purpose of fragmentation is to distribute the responsibilities of various activities, tasks, or programs across several work units according to their respective areas of expertise.

## RESULT AND DISCUSSION

The rapid and massive advancement of ICT nowadays requires the public service sector to also adjust and adapt. The e-Pusda Kota Serang application is a form of digitalization of public services in library services launched in 2020 by the Serang City Government with the aim of facilitating access for the people of Serang City to literacy materials. In the discussion of the research results, this study analyzes and describes the implementation of the e-Pusda Kota Serang application in an effort to improve literacy among the people of Kota Serang using George C. Edward III's theory model to measure policy implementation, which includes four factors/variables such as communication, resources, disposition (implementer's attitude), and bureaucratic structure. Here are the results and discussion:

### 1. Communication

One important aspect of the successful implementation of public policy is communication (Nurdiana, I. & Ayumi, 2024). Clear communication of information about policy products will

facilitate the implementers/public in the process of applying the policy. The communication pattern carried out by the DPK of Serang City in informing the e-Pusda application to the public is first through direct socialization. DPK directly socializes with the people of Serang City who visit the library building. Based on the interview results, in addition to visits by general library users, there are often routine visits organized by Elementary Schools (SD) or Junior High Schools (SMP) in the City of Serang to the library building.



Figure 6. Display of the e-Pusda Kota Serang Application Information Brochure

Source: (DPK Kota Serang, 2024)

During the visit, the DPK Serang City also conveyed information about the available service products, including information about the e-Pusda Kota Serang application. The delivery of this information was done orally by explaining the features, benefits, and the registration procedure for the e-Pusda Kota Serang application. In addition to verbal communication, the information is also disseminated using printed media in the form of brochures. The same thing is also done in the Mobile Library or *Perpustakaan Keliling (Pusling)* activities conducted every month to elementary and middle schools in the city of Serang. During external visits such as the Pusling activity, the DPK of Serang City also conducts socialization of the e-Pusda Kota Serang application to students and teachers. In addition to printed brochures, to make it easier for the community to access the application, the DPK Serang City created a QR-Code for downloading the application, which was also distributed to library users and placed in several corners of the library space.

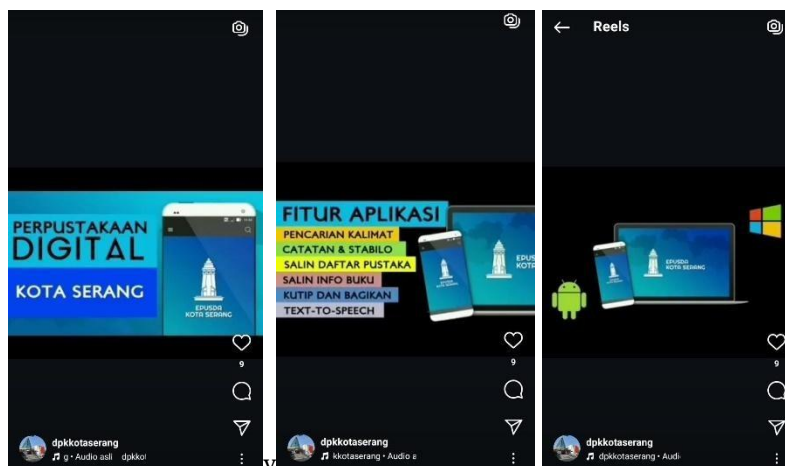


Figure 7. The Use of Social Media in Information Dissemination

Source: ([instagram.com/@dpkkotaserang](https://www.instagram.com/@dpkkotaserang), 2022)

Second, through the use of social media. Information about e-Pusda Kota Serang is also disseminated through posts on the DPK of Serang City Instagram channel to reach the public more widely, but the dissemination of application information through the DPK of Serang City Instagram social media page is not done massively and consistently. This can be seen from the posts about the e-Pusda Kota Serang application, which are only shared on the DPK of Serang City Instagram social media, and the last post about the e-Pusda application was uploaded in 2022. In fact, consistent and massive use of social media would make it easier for implementers to inform about the e-Pusda Kota Serang application, especially among the youth.

## 2. Resources

The availability and effective management of resources become the next important factors in the implementation of the e-Pusda Kota Serang application. The resources available in the implementation of the e-Pusda Kota Serang application include the availability and competence of human resources among policy implementers, as well as the adequacy of supporting facilities such as infrastructure and financial support. Speaking of human resources in the implementation of the e-Pusda Kota Serang application, there is a division of labor in the operation of the application system between the DPK of Serang City and PT. Enam Kubuku Indonesia as the developer of the e-Pusda Kota Serang application.

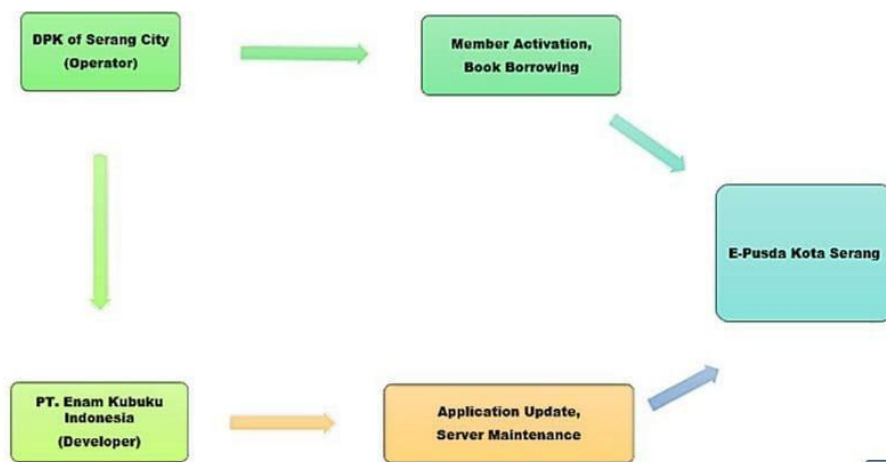


Figure 8. Operation of the e-Pusda Kota Serang

Source: (Researcher, 2024)

First, there is a librarian who has the duties and authority as an admin (operator) on the application system to manage the activation of memberships from the community that registers as users, as well as to handle the borrowing and returning of books on the application system. Human resources in the operation of the application system can be said to be adequate in terms of both quantity and competence. Librarians who serve as operators can easily operate the application system. Secondly, there is a collaboration between DPK of Serang City and a third party as the application developer. The duties and authorities of PT. Enam Kubuku Indonesia include maintaining, repairing, or developing the application system. The division of tasks and authority is outlined in the memorandum of the Cooperation Agreement or *Perjanjian Kerjasama (PK)* between DPK of Serang City and PT. Enam Kubuku Indonesia, making the legality and workflow very clear. The limitation of funding sources poses a challenge for DPK of Serang City.



The availability of the number of book collections and features within the application are the main facilities and infrastructure in the use of the e-Pusda Kota Serang application. There are several available application features such as sentence search, notes & highlights, copy bibliography, copy book info, quote & share, and text-to-speech feature. Next, regarding the number of book collections based on interview results, there are currently 1,678 book collections and 9,608 copies in the e-Pusda Kota Serang application with various book categories such as novels, social sciences, arts, education, health, and others. However, unlike the book collections in offline libraries, the book collections in the e-Pusda Kota Serang application, especially reference books, are general books, so the number of collections in the e-Pusda Kota Serang application can be considered limited. This causes the people of Serang City (library users) to prefer "offline" libraries over digital libraries. The limited number of reading materials, especially for students in search of references, makes e-Pusda Kota Serang an alternative. Furthermore, this can also be seen from the number of active users of the e-Pusda Kota Serang application. Based on the data collected by the researchers, there are currently 2,946 active members with a total readership of 1,483 users. The limited number of collections is also influenced by copyright, which poses a major challenge for the e-Pusda of Serang City as it must comply with the legal regulations governing copyright (Tobing et al., 2021).

The shortcomings are also greatly influenced by the financial resource support in the implementation of the e-Pusda Kota Serang application. Based on the data from the interviews, the budget at the DPK of Serang City is also allocated to various programs and other needs besides the application development, so the budget portion for the development of the e-Pusda Kota Serang application adjusts to the available budget. Of course, this poses a significant challenge for the development of library digitization, particularly due to the high costs involved (Sukatari & Suryanto, 2024).

### **3. Disposition**

The attitude/character of policy implementers, such as a positive attitude and high commitment in carrying out tasks to achieve the goals of policy implementation, are variables that also influence the success of policy implementation. The commitment of the DPK of Serang City as the implementor in following up on the implementation of the e-Pusda Kota Serang application is to continuously socialize this application to the community massively, both directly through verbal communication and through printed media such as brochures distributed during community visits to the library building or when the DPK visits schools during Pusling activities. However, the optimization of the implementation of the e-Pusda Kota Serang application through cooperation with elementary and junior high schools has not been carried out systematically. In this case, the Serang City Government can create supporting regulations regarding the use of the e-Pusda Kota Serang application in schools such as elementary and junior high schools to instill reading habits and introduce the e-Pusda application as an alternative reading material.

### **4. Bureaucratic Structure**

Clear procedures and rules, as well as good coordination by policy implementers, are very much needed. Additionally, with a fragmented bureaucratic structure, implementation will be more effective because it is carried out by competent and capable organizations. In the implementation of the e-Pusda Kota Serang application, the library sector oversees the operation of the application, with the appointment of several competent librarians as operators (admins) in the operation of the application. Next, in matters of application development, it is entrusted to PT. Enam Kubuku Indonesia as the developer of the e-Pusda Kota Serang application. The legal validity and workflow are clearly outlined in the PK contract between DPK of Serang City and PT. Enam Kubuku Indonesia. The bureaucratic structure in the implementation of the e-Pusda Kota Serang application can be considered quite good.



## CONCLUSION

The local government through the regional library has the authority to drive the realization of a reading culture. Referring to the results of the CLDI/IPLM and RIR/TGM study in Serang City in 2023 conducted by the National Library, it can be seen that the people of Serang City have not yet maximized the use of library services, and the reading level of the people of Serang City is still lower compared to internet usage. Thus, from the study, there is an opportunity for the presence of the e-Pusda Kota Serang application as a digital library to reach the community's access to the library. Using George Edward III's implementation theory based on four indicators: i.) communication; ii.) resources; iii.) disposition (implementer's attitude); and iv.) bureaucratic structure. It was found that the implementation of the e-Pusda Kota Serang application still faces several obstacles and challenges. First, there is the issue of communication patterns that have not yet been widespread among the public, the lack of consistency in utilizing social media as a medium for disseminating information about the e-Pusda Kota Serang application, and additionally, the Serang City Government has not yet optimized the socialization of the e-Pusda Kota Serang application by collaborating with elementary and middle schools in Serang City. In this case, the Serang City Government can create supporting regulations regarding the use of the e-Pusda application in elementary and middle schools to instill reading habits and introduce the e-Pusda application as an alternative reading material. However, the cultivation of reading habits must be supported by strong commitment from individuals, teachers, and parents.

Then the limitations of the number of book collections available in the e-Pusda Kota Serang application cause the people of Kota Serang (library users) to prefer "offline" libraries over digital libraries. The limited number of reading materials, especially for students and university students in search of references, makes e-Pusda Kota Serang an alternative. This is greatly influenced by the support of financial resources in the implementation of the e-Pusda Kota Serang application. In maintenance, the addition of features, and especially the increase in the number of book collections available in the application cannot be done every year due to limited budget allocation.

The implementation of the e-Pusda Kota Serang application still faces various challenges. The consistent use of various social media platforms, along with the addition of diverse reading materials, can also influence the success of the e-Pusda Kota Serang application implementation. However, it is important to remember that individual factors also play a significant role in the implementation of the e-Pusda Kota Serang application. Even with various attractive features and a comprehensive collection of reading materials, if there is no awareness of the importance of literacy in daily life, the application implementation cannot run well. The instillation and habituation of reading need to be maximized among the community, especially from an early age such as during childhood and adolescence. Thus, this becomes a shared responsibility of all elements, both the government at the central and regional levels, and every element of society, to continuously improve and instill the importance of reading literacy inclusively.

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