

Impact of constituent development fund allocations on the performance of South Sulawesi provincial library and archives office

Moh Ilham A Hamudy¹, Mutiara Lulu Annisa², M S Rifki^{3*)}

^{1,2,3} Amir Machmud Library, Ministry of Home Affairs, Republic of Indonesia

Abstract

The decision of the South Sulawesi Provincial Government to suspend the Regional House of Representatives grant, known as the Constituent Development Fund, adversely affected the programs and activities of the South Sulawesi Provincial Library and Archives Office. Budget allocation is a critical support of the achievement of the Community Literacy Development Index and Reading Interest Index. The purpose of this study is to analyze the impact of the management of the Constituent Development Fund on the Library and Archives Office of South Sulawesi Province and provide solutions to address the problems related to the fund allocation. A mixture of descriptive and literature study methods was used, while a qualitative approach was used for data analysis. Analysis of the 2023 data shows that the South Sulawesi Provincial Library and Archives Office depends heavily on the Constituent Development Fund to finance its programs and activities. The library office had difficulty in reaching the targets of the Community Literacy Development Index and Reading Interest Level when the Constituent Development Fund was suspended and reallocated to pay the provincial government's debt. The budget uptake was inhibited, impacting on the execution of strategic programs that correlate to an increase in the human development index.

Keywords: Constituency Development Fund, literacy, library, South Sulawesi

*)corresponding author

E-mail : saidirifky@gmail.com

Introduction

This study focused on the provincial government's policy regarding the government grant program provided by the Regional House of Representatives (known as "*Dana Pokok Pikiran*" or "Constituency Development Fund"), which may affect the programs and activities of the South Sulawesi Provincial Library and Archives Service. Based on Article 178 of Permendagri No. 86 of 2017 on Procedures for Planning, Controlling, and Evaluation of Regional Development, Procedures for Evaluation of Draft Regional Regulations concerning Regional Long-Term Development Plans and Regional Medium-Term Development Plans, as well as Procedures for Amendments to Regional Long-Term Development Plans, Regional Medium-Term Development Plans, and Regional Government Work Plans, the Regional House of Representatives grant program addresses regional development issues identified by regional legislators through hearings and/or community meetings during their recess.

Recess is held to maximize the members' performance (Wenas et al., 2021). The Constituency Development Fund (CDF) is designed to address community aspirations and needs, which are entrusted to council members to advocate for during discussions on the draft Regional Budget Plan. It also serves as a means of implementing the budgeting

function of Regional House of Representatives members. The aspirations and needs of the community were identified by the respective Regional House of Representatives members during their visits to their constituencies.

This is further supported by the Constitutional Court's decision No. 106/PUU-XIII/2015 on the DPR's Rights to Propose and Advocate for Electoral District Development Programs. The House of Representatives and Regional House of Representatives must submit proposals to executive agencies at both central and regional levels for inclusion in the budget to effectively monitor the aspirations and complaints of their constituents. This will enable regional heads to adapt Regional House of Representatives plans to their development programs.

However, the grant programs are not addressing the needs of the communities as they are currently top-down rather than bottom-up. The grant program does not align with the Regional Medium-Term Development Plan's planning policies, development goals, and objectives. It led to a perception that the Regional House of Representatives only focuses on the amount of the Constituency Development Fund (Haliza et al., 2023). The mechanisms and implementation of the Constituency Development Fund remain unclear to the public, which often leads to misunderstandings within the community.

Table 1. 2024 Library and Archives Service Activity Program Budget

No	Program Activities	Total Budget	Constituency Development Fund
1	Library Development Program	2.193.956.100	900.000.000
	Management of provincial level libraries	1.993.956.100	700.000.000
	Cultivating a love of reading at provincial level	200.000.000	200.000.000
2	National collection and ancient manuscript preservation program	342.999.900	
	Recorded and printed works preservation program	1999.999.900	
	Provincial ancient manuscript preservation program	143.000.000	

Source: South Sulawesi Library and Archives Service 2024

Table 2. Details of the Constituency Development Fund of the Library and Archives Service 2024

Program/Activities/Sub-Activities	Budget
Library Development at the Provincial Level	100.000.000
Development of Reference Library Services at the Provincial Level in accordance with National Library Standards	400.000.000
Management and Development of Library Materials	200.000.000
Development of Literacy Based on Social Inclusion	200.000.000
Total	900.000.000

Source: Regional Development Planning Agency of South Sulawesi Province 2024

Based on the budget implementation document, the total budget allocation for library-related programs in 2024 reached IDR2,193,956,100. This budget includes several activities, such as Provincial Library Management of IDR1,993,956,100 and Provincial Reading

Culture of IDR200,000,000. In addition, there is a National Collection and Ancient Manuscript Preservation Program with a total budget of IDR342,999,900, which is divided into Preservation of Recorded Works and Printed Works of IDR199,999,900 and Preservation of Ancient Manuscripts Belonging to the Provincial Region of IDR143,000,000. Of the total budget, 41% or IDR900,000,000 comes from the Constituency Development Fund. This fund is allocated for various activities, such as Library Development at the Provincial Level (IDR 100,000,000), Development of Reference Library Services according to National Library Standards (IDR 400,000,000), Management and Development of Library Materials (IDR 200,000,000), and Development of Literacy Based on Social Inclusion (IDR 200,000,000). This CDF is an important part of the contribution to support the program of the South Sulawesi Provincial Library and Archives Service.

In 2023, The South Sulawesi Provincial Library and Archives Service has been highly dependent on the Constituency Development Fund, which accounts for around 38% of the total budget owned by the service. However, this condition changed drastically when the South Sulawesi Provincial Government experienced a budget deficit of IDR 1.2 trillion. This deficit occurred because the previous regional head used the Revenue Sharing Fund of IDR 850 billion for provincial spending needs, even though the funds should have been distributed to the districts or cities that were entitled to receive them.

The imbalance between the spending budget and revenue forced the provincial government to shift budget priorities to pay debts, most of which were directed to third parties or partners. As a result, the Constituency Development Fund funds previously allocated for Regional Apparatus Organizations, including the Library and Archives Service, had to be withdrawn. This had a direct impact on the agency's ability to implement its programs. A total of 23 previously planned activities were forced to be stopped, which has the potential to hinder the achievement of the target indicators for the Reading Interest Level and Community Literacy Development Index in South Sulawesi.

This situation resulted in low budget absorption by the South Sulawesi Provincial Library and Archives Service. At the end of the budget year, the realization of the department's budget was far below the expected target. This condition shows the high dependence of the department on the Constituency Development Fund, while also highlighting the need for diversification of funding sources so that public service activities.

This actually happened in the Library and Archives Service of South Sulawesi Province, dependence on the Main Thoughts fund became quite a serious problem. In fact, there was a discrepancy between the allocation of these funds and the targets set by the service. When the Main Thoughts fund was not directed to support the service's program and activity plans, this made it difficult to increase the Community Literacy Development Index and Reading Interest Level at the provincial level. For example, in 2021, the service received an allocation of Main Thoughts funds of IDR 4,852,015,000 which was used to purchase books, bookshelves, computers, televisions, canopies, and other needs in 90 districts or cities in South Sulawesi (Torano, 2021).

The determination of the location of the beneficiaries of these funds was carried out by members of the Regional People's Representative Council, who generally prioritized their respective electoral districts. Unfortunately, in this process, the Council did not involve the Library and Archives Service to discuss the use of funds or the targets for aid users. In fact, the service has more accurate information regarding the condition of the libraries under its management. As a result, the assistance provided does not always match the needs of the libraries that should receive the benefits.

Furthermore, the agency is also not involved in determining the specifications of goods or procurement methods for goods to be provided, such as bookshelves, books, and computers, to district or city libraries that have been determined by the Council. Indirectly, the agency only becomes an implementer to help the Council meet the needs of their electoral district, without the opportunity to voice the aspirations of libraries in other regions. This was emphasized by the former Head of the Program Sub-Division of the South Sulawesi Library and Archives Service, who stated that the agency does not have the authority to convey regional needs outside the Council's priority list.

In addition, the provincial government has also not shown a commitment to making the Main Thoughts fund a priority to support library needs. The government focuses more on key regional issues such as the economy, agriculture, and health. This preference reflects the choice of regional policy in dealing with broader problems, so that budget spending patterns are more determined by the preferences of local officials (Bryson, 2008). Local government decisions, such as the withdrawal of Main Thoughts funds or changes in development program priorities, have a significant impact on the performance of the South Sulawesi Library and Archives Service.

Without budgetary support to implement programs and activities to achieve these two indicators, improving literacy in the regions will be challenging. The government's success in achieving the national goal of educating the nation will depend on the literacy rate in the regions. The library, as an institution that directly deals with this issue, must receive serious consideration and the necessary funding (Wahdian & Hardiansyah, 2023).

Reflecting on this, this study focuses on analyzing the impact of reducing the allocation of the Constituency Development Fund on the Library and Archives Office of South Sulawesi Province. Specifically, this study evaluates how the reduction in funds affects program implementation and the achievement of the department's performance indicators, such as the Community Literacy Development Index and Reading Interest Level. This study also identifies obstacles that arise due to the reduction in funds and their implications for the department's efforts to support community literacy in South Sulawesi.

This study considered prior research on the role of local governments in developing literacy in the region. Based on the government's role in meeting social needs, including developing interest in reading by improving library quality. The study suggested that the importance of libraries can be increased through the commitment of local leaders, strengthening institutional capacity, and raising public awareness of literacy (Jufri, 2019).

However, the Constituency Development Fund can be risky if not managed properly, as demonstrated in the study conducted by Ridho and Hasan (Ridho et al., 2022) on the planning and budgeting process in Aceh. The Aceh Income and Expenditure Budget was delayed due to the lack of strong Constituency Development Fund budget regulations, causing competition among many parties.

Based on study in Bukittinggi City and found that financial resources do not always align with the determined Regional Medium-Term Development Plan. The lack of standard technical regulations governing the Constituency Development Fund may cause Regional House of Representatives members to prioritize using the fund to meet the needs of their respective electoral districts and the aspirations of their constituents rather than using it in a manner consistent with regional development planning policies (Haliza et al., 2023).

The role of the Constituency Development Fund as the budget allocated by the Regional House of Representatives to address the community's aspirations, complaints, and problems (Tan, 2022). The solutions offered by the Constituency Development Fund could

benefit regional heads in the next budget year. However, there are indications that the Regional House of Representatives and their associates may misuse the Constituency Development Fund. There is an indication that the rights of the Regional House of Representatives to propose grant programs may exceed the ideal authority of a representative institution. Despite this, the Constituency Development Fund should not be eliminated, as it is beneficial for library services. Fauziah and Nurizzati (Fauziah & Nurizzati, 2019) conducted a study on the Constituency Development Fund, which provides financial assistance to the Padang City Library and Archives Service for book donations and purchases.

Research on the Constituency Development Fund was also conducted by Anas, et al (Anas et al., 2024). Their research found that there were still shortcomings in terms of the efficiency of implementing funding for farmer groups in Kuranji District, Padang City, West Sumatra. In addition to the Constituency Development Fund, library funding research has also been conducted by Anaehobi and Agim (2019) on the contribution of the Tertiary Education Trust Fund (TETFund) intervention to the development of university libraries in the South-East region, Nigeria. In this case, the Nigerian government does not conduct regular funding reviews.

Research on legislative funds has also been conducted by Hanretty (Hanretty, 2021) on Town Deals in the UK. This research on Town Deals highlights the importance of ensuring that funding such as the Constituency Development Fund is carried out transparently, fairly, and in accordance with actual needs, without political bias or discrimination, so that equitable and just development goals can be achieved.

Unlike some of the studies above, this study has significant differences compared to previous studies. Several studies such as those conducted by Jufri (2019), Ridho and Hasan (2022), and Haliza et al. (2023), focus more on the role of the Constituency Development Fund in developing other sectors, including libraries, without specifically touching on the sustainability aspects of library programs. Meanwhile, these studies also tend to focus on the challenges of efficiency and suboptimal regulations. Meanwhile, this study presents something new, because the study focuses on how the South Sulawesi Provincial Library and Archives Service can maintain its programs and activities without relying on just one source of funding. In addition, this study examines in more depth the impact of government budgeting policies on the Community Literacy Development Index and the Reading Enthusiasm Level, which have not been fully discussed in previous studies.

Therefore, this study aims to analyze the impact of government budgeting policies on literacy development indicators and the reading interest level in the community in South Sulawesi. This study also aims to evaluate the condition of the South Sulawesi Library and Archives Service in managing financial resources, especially those from the Constituency Development Fund, and its impact on the success of literacy development in the province. The research is expected to provide deeper insights regarding budget management policies for the development of community literacy.

Research Method

This study utilized descriptive and literature review methods to investigate the reasons behind the withholding of funds for the South Sulawesi Provincial Library and Archives Service by the provincial government. Additionally, it examined the impact of this decision on the South Sulawesi Provincial Library and Archives Service's programs and activities aimed at improving the Community Literacy Development Index and Reading Interest Level indicators. The authors presented a descriptive chronology of the withholding

of the Constituency Development Fund for several local government agencies in South Sulawesi Province. The purpose is to provide readers with a clear picture of the event and a foundation for future studies. Data is presented without manipulation or treatment using a descriptive method (Rusandi & Rusli, 2021).

The information presented in the descriptive method was collected through the library review technique. This involves gathering data from various sources such as reference books, previous research results, and online materials, including journal articles, theses, dissertations, and other relevant sources (Sari and Asmendri, 2020, p. 44). The researcher received assistance from the South Sulawesi Provincial Library and Archives Service to obtain their planning and budgeting documents, such as work plans, government agency performance accountability report, achievements of the South Sulawesi Provincial Library and Archives Service programs and activities, and budget implementation documents for the last two years (2022 and 2023). Data was collected and processed systematically using library review methods to find answers to the problems. The unit of analysis in this study was the South Sulawesi Provincial Library Service, excluding the archives sector.

Data was collected through interviews, which allowed for direct information exchange and detailed answers to the questions (Yusra et al., 2021). Through interviews, researchers gain more in-depth and contextual information, allowing them to explore each individual's point of view, perceptions, and experiences. Interviews are beneficial to researchers because they allow for additional questions and clarifications based on the respondent's answers. The face-to-face interviews were conducted over four days from October 9 to 12, 2023, at various locations: the South Sulawesi Provincial Library and Archives Service, the Abdurrasyid Daeng Lurang Library, the Mother and Child Services Library, and the Regional Development Planning Agency Office.

The researcher interviewed the head of the planning subdivision, the head of the library subdivision, and the head of other subdivisions of the South Sulawesi Provincial Library and Archives Service. Information on the achievements of South Sulawesi Provincial Library and Archives Service's Community Literacy Development Index and Reading Interest Level after the withholding of the Constituency Development Fund was also obtained from the Regional Development Planning Agency. Follow-up telephone interviews were conducted in October 2023. The analysis was enriched by tracing the progress of literacy policies in the mainstream mass media and collecting relevant facts and data.

Results and Discussion

Despite being the largest library service in South Sulawesi Province, the South Sulawesi Provincial Library and Archives Service could not afford adequate facilities for its users, such as the latest book collections for the three service buildings of the South Sulawesi Provincial Library and Archives Service. Some of the facilities—such as the air conditioners, bookshelves, chairs, and tables— of the Abdurrasyid Daeng Lurang Library (one of the libraries under the South Sulawesi Provincial Library and Archives Service) also began to deteriorate. Based on data from the 2023 Budget Implementation Document, the South Sulawesi Provincial Library and Archives Service had a budget of IDR 49.2 billion, including funds from the Regional House of Representatives' Constituency Development Fund, which was IDR 18.8 billion. However, the entire Constituency Development Fund budget was withheld, and most were reallocated to pay the provincial debt made by the previous regional head of South Sulawesi. The remaining budget was only enough to cover staff salaries and office operations such as electricity and water expenses.

Overview of South Sulawesi Provincial Library and Archives Service

The South Sulawesi Provincial Library and Archives Service is a merger of two government institutions: the South Sulawesi Regional Library and the South Sulawesi Regional Archives. At the beginning of the establishment of the South Sulawesi Regional Library and Archives, both institutions had their offices in the Rotterdam Fort (Ujungpandang Fort). A few years later, new buildings for the Regional National Archives and the Regional Library were inaugurated by the then Minister of State Secretary Soedarmono in 1986. The Regional Archives is located in the Tamalanrea area at Jalan Perintis Independen Km 12, Makassar, while the Regional Library occupies a two-story building of approximately 3000 m² at Jalan Sultan Alauddin Km 7 Tala'salampang.

In 2016, the organizational structure of the institution was changed and became the South Sulawesi Province Library and Archives Service. The Abdurrasyid Daeng Lurang Library, located at Jalan Kenanga No. 7A, Sungguminasa, Gowa Regency,- was added. This library was managed by the Karaeng Pattingalloang Foundation before being transferred to the South Sulawesi Provincial Library and Archives Service in 2015.

Another change in organizational structure happened in 2022, but this time, the organization maintained its title. The South Sulawesi Provincial Library and Archives Service also has a Mother and Child Library located at Jalan Lanto Daeng Pasewang, No.1 Makassar, which is the newest type of library service of the South Sulawesi Provincial Library and Archives Service. This service was inaugurated in December 2020 by the then Governor of South Sulawesi, Prof. Nurdin Abdullah. The South Sulawesi Provincial Library and Archives Service has a total of 177 employees from the total library staff in three library service buildings and the archives service. The following is the organizational structure and the names of the Heads of Services, Heads of Divisions, and Heads of Subdivisions of South Sulawesi Provincial Library and Archives Service.

Based on the Reading Literacy Activity Index, the province of South Sulawesi scored only 38.82 points in 2019. The low Reading Literacy Activity Index means that this province has not been able to reduce the illiteracy rate and has not been able to promote a culture of literacy in society (Solihin et. al., 2019).

Apart from the Reading Literacy Activity Index, the literacy level of a region can be seen from the Community Literacy Development Index. Based on the Community Literacy Development Index by Satu Data Indonesia, South Sulawesi's Community Literacy Development Index was only ranked 20th with a low index value of 12.32 in 2020. In 2021, this province experienced a decline and ranked only 25th with a lower index value of 11.91.

Despite the previous low performance, the province of South Sulawesi recorded an impressive performance in the Community Literacy Development Index in 2022 with an index score of 78.49, ranking 3rd out of 34 provinces. The Community Literacy Development Index continues to rise in 2023 with an index score of 86.74. In addition to the Community Literacy Development Index, South Sulawesi has also achieved a strong increase in the Reading Interest Level, which shows the province's determination and commitment to increasing people's interest in reading. In 2020, this province ranked 8th in the medium category with a Reading Interest Level of 58.90. In 2021, South Sulawesi's Reading Interest Level continued to increase, and this province was able to maintain its 8th position with a higher score of 63.10, entering the high category. Furthermore, in 2022, this province ranked 6th with a higher Reading Interest Level, reaching 67.62 and remaining in the high category. The Reading Interest Level continues to increase to 68.20 in 2023.

Constituency Development Fund Management by the Provincial Government

Regional House of Representatives plays a crucial role in determining regional development success or failure. Additionally, it provides financial support and collaborates with regional governments in managing their affairs (Olabode & Ajibade, 2019). This is due to the three important functions of the Regional House of Representatives in managing regional governments: legislating, budgeting, and supervising (Wibowo, 2020).

The Regional House of Representatives has several obligations in fulfilling its budget function. One of these is to prepare and determine the regional budget through the Constituency Development Fund. The Constituency Development Fund is intended to allocate the regional budget to programs that the Regional House of Representatives considers important and strategic. The Constituency Development Fund may also be linked to political promises that Regional House of Representatives members make to their constituents.

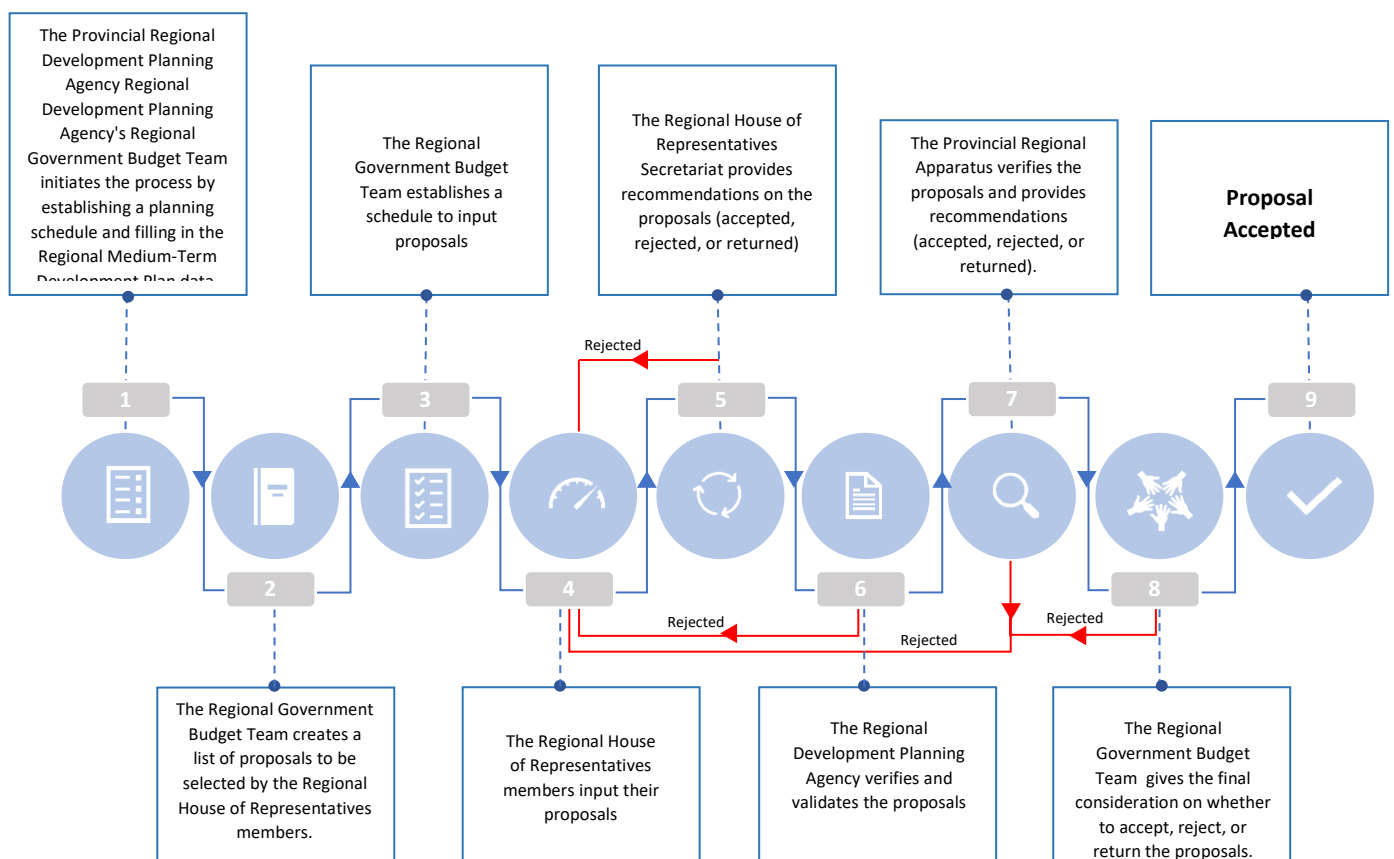


Figure 1. Process of the Regional House of Representatives Grant Programs 2023

Source : processed by the author, 2024

The preparation of a Regional Government Work Plan Document involves the review and analysis of several aspects, such as the direction and objectives of the Regional Medium-Term Development Plan, regional development problems, regional development priorities, and the proposal of Regional House of Representatives grant programs (known as the Constituency Development Fund). During the preparation of the Regional Government Work Plan, the Regional House of Representatives can directly propose their suggestions and ideas

to the Regional Development Planning Agency. These suggestions and ideas are part of the community aspirations collected by the Regional House of Representatives during their working visits to gather the community suggestions and needs in their recess or during the hearings.

The Regional House of Representatives' proposals must be submitted at least one week before the Regional Government Work Plan Document's Consultation on Development Planning. If the proposal is submitted after the deadline, it will be used to prepare the Regional Government Work Plan Document amendment for changes in the current year's regional budget or to prepare the following year's Regional Government Work Plan Document. Accepted proposals are included in e-planning for regions that already have a Regional Government Information System. Once recorded in the system, funds for programs and activities are established (Laksamana, 2022), and the intended recipients are identified.

The recipient local government agencies access the Constituency Development Fund through regional budget disbursements in accordance with their respective needs and priorities. Every three months, a monitoring and evaluation of the use of the fund will be held. The Regional House of Representatives will add more areas to be supported if the region is successful in utilizing the Constituency Development Fund and making a positive impact on the community.

In international practice, the Constituency Development Fund is better known as the pork barrel. This policy is often a tool for legislators to demonstrate their commitment to their constituents (Mendoza et al., 2014). In the Philippines, for example, the Priority Development Assistance Fund (PDAF) has long been one of the main sources of funding for local projects, such as small infrastructure development, education, and health services. However, this policy has also been a source of major controversy, especially after the PDAF scandal in 2013 that revealed the misuse of funds amounting to billions of Philippine pesos. The scandal involved the diversion of funds to fictitious projects designed to enrich a small group of political elites (Delfin & Garcia, 2016). This highlighted how fragile the oversight mechanism is for the use of funds given directly to legislators without adequate technical regulations.

In the United States, a similar concept is known as earmarking, where members of Congress can determine the budget allocation for certain projects in their constituencies (Fagan & Theriault, 2023). Although considered a way to ensure that local needs are met, this practice has often faced sharp criticism for prioritizing political interests over broader public needs. An example is the case of the Bridge to Nowhere in Alaska, where a major infrastructure project was funded despite its perceived minimal benefits to the general public. Criticism of the practice prompted the removal of earmarking in 2011, although pressure to reinstate it remains in some circles (Kok et al., 2022).

In the context of the South Sulawesi Library and Archives Service, a similar situation can be found. Dependence on the Constituency Development Fund reached 41% in 2024 of the total budget of the service, making it one of the main sources of funding for operational activities such as the provision of books, shelves, computers, and other needs for regional libraries. Unfortunately, the absence of clear technical regulations often results in the allocation of funds not being aligned with actual needs.

This shows that without transparency and stricter regulations, funds such as the Constituency Development Fund are at risk of becoming ineffective political tools in supporting strategic goals, such as increasing community literacy. The South Sulawesi Library

and Archives Service needs a better mechanism to ensure that every allocation of funds is aligned with their strategic plans, such as increasing the Community Literacy Development Index and Reading Interest Level. With stricter regulations, the Constituency Development Fund can be optimally utilized to support improvements in the quality of library services that have a direct impact on the community.

Impact of Reallocation of the Constituency Development Fund for South Sulawesi Provincial Library and Archives Service

In 2023, the South Sulawesi Provincial Library and Archives Service faced difficulties absorbing the budget. Towards the end of the year, budget absorption was very low due to the provincial government's major work program realignment. After a thorough investigation, it was found that the policy was implemented to overcome liquidity problems resulting from the provincial government's short-term debt. The provincial government failed to plan its budget in sufficient detail. As a result, 23 agencies in the province of South Sulawesi were forced to cut back on their activities and programs.

First, the reduction in funding severely affected the maintenance of the facilities and infrastructure at the South Sulawesi Provincial Library and Archives Service. For instance, the broken air conditioners in the main room of the library services building had made it uncomfortable for visitors, who had to endure the heat. Unfortunately, the air conditioner cannot be repaired due to the unavailability of the 2023 maintenance budget. The maintenance budget for this project was funded by the Constituency Development Fund, and it was reallocated by the Regional Government Budget Team. This information was conveyed by the Head of the South Sulawesi Provincial Library and Archives Service Program Subdivision.

Second, due to a reduction in funding, activities related to ancient manuscripts were disrupted. Ancient manuscripts in public libraries are a distinguishing feature of a region and differentiate one public library from another. The hunt for ancient manuscripts was discontinued due to the reallocation of the Constituency Development Fund, which previously funded this activity in the South Sulawesi Provincial Library and Archives Service. As a result, the only activity in this section was the translation of ancient manuscripts by university students. The South Sulawesi Provincial Library and Archives Service employs 15 librarians for the ancient manuscript activities, but after the cessation of this activity, they experience difficulty in obtaining the necessary credit points.

Third, due to the withdrawal of the Constituency Development Funds, several social inclusion activities could not be carried out. One of the activities was the Roadshow, which was a part of the National Library program. Another activity was the *Gempur Pustaka*, which aimed to improve the Reading Interest Level and the Community Community Literacy Development Index in the South Sulawesi region. In contrast, the South Sulawesi Provincial Library and Archives Service was able to organize the Duta Baca activity and distribute books for free every 17th of the month by collaborating with the Mobile Librarian literacy community in 2022. In 2023, the Library activities that were fully funded by the Constituency Development Funds were limited to outreach activities. However, this budget item was withheld by the Regional Government Budget Team because it was not considered to have a direct impact on the community. As a result, the South Sulawesi Provincial Library and Archives Service only carried out two social inclusion activities: the IDR 3.8 billion development of regional-level library services and the development and maintenance of electronic library services. Both activities are externally oriented. Outreach activities can

improve the Community Literacy Development Index indicators by increasing the involvement of the community in the library sector. However, there are other factors that can significantly increase the Community Literacy Development Index indicator, such as the frequency of community visits, number of library members, adequacy of collections, and sufficiency of library staff. The South Sulawesi Provincial Library and Archives Service increased these four indicators without the Constituency Development Fund.

The South Sulawesi Provincial Library and Archives Service attracted 400-500 visitors, most visiting the mother and child library services (Lapia library) and public library services on Jalan Sultan Alauddin. Additionally, a monthly scheduled visit from schools and the community to the Lapia library was held. The South Sulawesi Provincial Library and Archives Service also carried out several projects to improve its quality of services to attract visitors' interest. For example, based on the 2022 Budget Implementation Document, the South Sulawesi Provincial Library and Archives Service renovated the ceiling for IDR 200 million and added playground equipment and several other works with a total cost of IDR 500 million in the Lapia library. This budget was funded by the Regional Budget Plan, which is regulated based on Governor Regulation No. 6 of 2021 on Library Transformation Based on Social Inclusion. Based on information from the 2022 South Sulawesi Province Electronic Procurement Service apart from the Lapia library, construction was also underway on the public library building in Sultan Alauddin, funded by the Regional Budget Plan amounting to IDR 200 million. Therefore, the Constituency Development Fund did not directly impact the achievement of the Community Literacy Development Index and Reading Interest Level indicators. Further investigation of the 2023 Budget Implementation Document revealed that the South Sulawesi Provincial Library and Archives Service had a budget of IDR 49.2 billion, including funds from the Constituency Development Fund of the Regional House of Representatives. The library received Rp 18.8 billion from the Constituency Development Fund, while the remaining Rp 30 billion from the Regional Budget Plan only covered employee salaries and office expenses, such as electricity and water service. The South Sulawesi Provincial Library and Archives Service was heavily reliant on the Constituency Development Fund, which made up almost 38% of its budget. As a result, the organization lacks independence in managing its finances.

Fourth, the reallocation of the Constituency Development Fund may hinder the absorption of program budgets financed with the Constituency Development Fund, resulting in low realization of the budget. From January to October, only IDR 2 billion—a mere 10% of the total amount—was absorbed for budget items funded by the Constituency Development Fund. This 10% was spent on capital expenditures such as bookshelves and computers, which were acquired through e-catalogs. In 2023, 55 computers were purchased and distributed to village libraries in Pangkajene and Islands Regency, Bone Regency, as well as Makassar City. The purpose of this purchase was to fulfill Community Literacy Development Index indicators, specifically the equal distribution of library services. Providing financial assistance in the form of computers can also increase Reading Interest Level indicators, such as the frequency and duration of internet access. It is important to note that the funding provided by the Regional House of Representatives to the South Sulawesi Provincial Library and Archives Service is limited. The Regional House of Representatives may have used the South Sulawesi Provincial Library and Archives Service for political gain to strengthen their electability. The Regional House of Representatives continues to provide the Constituency Development Fund to the South Sulawesi Provincial Library and Archives Service because the donations directly impact the community, with a focus on capital expenditure according to

their electoral district. In addition to capital expenditure, the Constituency Development Fund was also used for data and information processing, as well as assisting libraries under the supervision of the South Sulawesi Provincial Library and Archives Service. This assistance can improve the Community Literacy Development Index indicators by ensuring that libraries meet the National Library Standards in their literature collection, service, management, facilities, sustainability, and quality of human resources. In the last quarter of the year, the Constituency Development Funds were gradually returned to the local government agencies, totaling IDR 800 million. However, as of October 2023, the budget absorption rate for programs or activities utilizing the Constituency Development Fund was only 57%, which fell short of the expected target. This failure may have an impact on the budget for the following year.

A study by Sawitri (Sawitri, 2021) discussed the phenomenon of low budget absorption levels that always occur in Ministries/Institutions and at the regional level. The study identifies several factors that may influence budget absorption, including inaccurate planning, employee misunderstandings, lengthy bureaucratic processes, system changes, and delays in the Regional Budget Plan and technical instructions. Based on this study, the low absorption of the South Sulawesi Provincial Library and Archives Service budget was due to inaccurate planning and lengthy bureaucracy.

The reallocation of the Constituency Development Fund has resulted in the South Sulawesi Provincial Library and Archives Service's inability to carry out programs and activities, leading to low budget absorption. According to regional planning documents, library matters were not prioritized by the governor. The South Sulawesi Provincial Library and Archives Service faced budgeting setbacks as it was only used as a tool for Regional House of Representatives politics and did not receive adequate attention from the provincial government. This was evidenced in the South Sulawesi Province Regional Medium-Term Development Plan which prioritized infrastructure development, socio-economic disparities, environmental preservation, and human development.

The South Sulawesi Provincial Library and Archives Service was not a priority because library affairs were not a basic service and, therefore, did not have the power to increase its budget. The debt complications reported by the South Sulawesi Provincial Library and Archives Service were also validated by the Bappelitbangda. Funds were withheld for any disbursement that did not have a societal impact, including outreach activities. However, funding for activities related to the economy, agriculture, and health continues.

The successful implementation of library affairs is highly dependent on the provincial government's commitment, as noted in Jufri's study (Jufri, 2019), which highlights the government's significant role in influencing all aspects of society's social needs. The development of reading interest can be achieved by improving the quality of libraries. Additionally, the importance of libraries can be increased through the commitment of regional leaders, strengthening institutional capacity, and raising public awareness of literacy. The study revealed that the library department receives only approximately half of the total Regional Budget Plan budget allocation.

The Challenges of South Sulawesi Provincial Library and Archives Service in Implementing Its Programs and Activities

As previously mentioned, the South Sulawesi Provincial Library and Archives Service depended on the Constituency Development Fund. Therefore, the best course of action for the South Sulawesi Provincial Library and Archives Service is to establish a positive working relationship with the Regional Government Budget Team. During the budget allocation discussion with the Regional Government Budget Team, the Head of the Program Subdivision of South Sulawesi Provincial Library and Archives Service South Sulawesi attempted to explain the programs and activities required by the library.

The terms of reference and budget allocation report should be the result of discussions among the librarians regarding the problems they faced and the solutions they proposed. The librarians should be able to clearly explain the importance of these programs and activities, as well as the consequences of not addressing them promptly in these documents.

Unfortunately, the librarians only communicate their ideas verbally to the structural officials and do not provide detailed written reports as the terms of reference and budget allocation report. Instead, they create a budget work plan matrix tailored to the issues outlined in the strategic plan. The terms of reference and budget allocation report were created after the budget had been distributed.

It is crucial to improve this step in the future since the terms of reference and budget allocation report serve as a bridge of information between the librarians and the local government. They act as roadmaps and provide recommendations for the government in policy making (Widjiseno & Eliyana, 2019).

This situation was confirmed by an officer of the Research and Development Sector of the Regional Development Planning Agency who oversees the planning of the South Sulawesi Provincial Library and Archives Service. The officer stated that the South Sulawesi Provincial Library and Archives Service only mentioned the problems of the libraries without any clear evidence or documents about how important the problem was and how much money was needed.

Staff rotation is necessary so that the librarians can learn, understand the local conditions, and prepare the terms of reference and budget allocation report. Working in the same place for a long time can lead to a lack of challenge and learning opportunities and tends to produce limited initiative. According to Marlius and Mayang Sari's study (Marlius & Sari, 2023) job rotation has a positive and significant effect on employee performance. Job rotations can increase knowledge and provide enriching experiences associated with different tasks, making them useful for overcoming boredom and enhancing the knowledge and skills of employees.

In addition, structural officials who have recently joined the library service should acquire more knowledge about libraries to better understand the needs of the librarians and users. The officials who did not have a library background include the Head of Service, Head of the Library Division, Head of the Library, Service Secretary, and Head of the Program Subdivision. It is essential to understand the programs and activities that need to be implemented in the South Sulawesi Provincial Library and Archives Service to improve the Community Literacy Development Index and Reading Interest Level indicators of South Sulawesi Province.

Therefore, building an ecosystem of literacy movement must begin with the internal environment of the library. Despite the difficulty of developing terms of reference and

budget allocation report, librarians attempted to implement other programs, even at personal expense, due to the reallocation of the Regional House of Representatives Constituency Development Fund. As a provincial library, South Sulawesi Provincial Library and Archives Service is responsible for assisting several libraries under its jurisdiction, including school libraries, special libraries, and district, city, and village libraries that have received assistance in the form of computers, books, and bookshelves from the National Budget Plan and Regional Budget Plan.

Provincial libraries that receive benefits from the Regional Budget allocation are also funded by the Constituency Development Fund and selected based on Regional House of Representatives decisions. The Regional House of Representatives typically provides support to its constituencies. Regional libraries may receive assistance in the form of new computers, book collections, and bookshelves.

The amount of the Constituency Development Fund varies. According to the former Head of the Program Subdivision, the Regional House of Representatives can provide various amounts. The amount is the net value without tax deductions and is ready to be provided to regional libraries. The procurement for capital expenditure is recorded in the Procurement Services Unit and the purchase is determined by the Regional House of Representatives. Most staff in the district/city libraries were not librarians and must be trained to use computers for research and other purposes, as well as to perform other librarian tasks.

The South Sulawesi Provincial Library and Archives Service divided 86 staff into eight clusters to develop three districts.

Each cluster comprises 10-11 individuals based on their respective home areas. The coaching activities include various forms of training, such as how to use the InlisLite application, the latest methods for preserving books on shelves, and whether to use camphor or silica to protect book collections. The librarians had to provide coaching without compensation and cover the expenses themselves. Despite having a budget for official travel, it was insufficient to cover the expenses of all participating librarians due to the reallocation of the travel budget. This is unfortunate as the training is a crucial component of the South Sulawesi Provincial Library and Archives Service's work program to improve the Community Literacy Development Index and Reading Interest Level indicators.

Conclusion

A literate society is not only measured by the average years of schooling but also by the ease of accessing information sources from the library. Provincial libraries are responsible for achieving their regional Community Literacy Development Index and Reading Interest Level indicators through the implementation of planned programs and activities.

However, the government's debt is affecting the performance of the South Sulawesi Provincial Library and Archives Service as a learning facilitator for the community. The provincial government withheld funding allocated to the relevant local government agencies, resulting in its inability to run many programs and activities towards the end of the fiscal year. Additionally, the budget absorption for several local government agencies did not show significant figures. It is important to note that this issue is beyond the control of the South Sulawesi Provincial Library and Archives Service.

To reduce the South Sulawesi Provincial Library and Archives Service's reliance on the Constituency Development Fund, the provincial government and the Regional House of Representatives should review the fund allocation process, including the criteria and

mechanism for determining the amount of funds given to each region or group. Furthermore, the government should establish clear priorities for the use of the Constituency Development Fund to ensure that it supports sustainable development and meets the community's needs. The matter should be clarified by Minister of Home Affairs Regulation No. 86 of 2017.

The provincial government should improve transparency and accountability provisions regarding the use of the Constituency Development Fund. This involves publishing reports on the use of the fund, providing independent supervision, and establishing mechanisms for reporting and following up on indications of misuse or corruption. The aim is to provide disclosure to the public regarding budget improvements, financial reports, debt and plans to increase regional income (Mogeni, 2017).

The Regional House of Representatives should involve the community in the planning, implementation, and monitoring of the utilization of the Constituency Development Fund through participatory forums or other mechanisms. One such mechanism is a participatory budgeting system that allows residents to express their opinions freely (Myungsoo, 2015).

South Sulawesi Regional House of Representatives Regulation No. 1 of 2019 should further regulate this matter. Additionally, the government should establish a more effective performance evaluation mechanism to measure the impact of using the Constituency Development Fund. This can be achieved by developing measurable performance indicators, regularly collecting data, and analyzing the impact of programs or projects funded by the Constituency Development Fund.

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