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Abstract

This article aims to evaluate the ability of the National Library of Indonesia in its function as a public library. It also describes the ability of the National Library of Indonesia organization in the context of Hybrid Library Governance (HLG). The article, through a qualitative descriptive approach, reveals the dimensions of the organization and shows the Indonesian National Library has formalised a support system in which there are several regulations that support the governance of the library. Moreover, within the dimensions of the process, national libraries have a budget, human resources, and technologies that support their performance. However, the library has not been able to maximize support in the process dimension as a strength of the organization. Therefore, the organization of the National Library of Indonesia, in working toward HLG, needs to strengthen its institutional organization in both its organization dimension and process.

Key Words: Library, Governance, Organization, Hybrid, Community, Regulation, Indonesia, Community, Globalization, Institution.

INTRODUCTION

In any country, the National Public Library is positioned as part of a public institution where the library's role is in providing sources of data and information for the public so that they can know about and understand a growing amount of data and information. In this context, the public library means ability to acquire and develop knowledge and skills (Salman, Mostert, & Mugwisi, 2018), In addition, the library is the centre of the development of science and research to solve the social problems that take place in people's lives (Manouchehri et al., 2019). Therefore, the existence of the library is very strategic in realizing an intelligent community (smart people) and building a state of civilization (civilized government).

Given the importance of such a library, developed countries devote their attention to designing libraries that support governance and strengthen the state of civilization, including the mentality and insightful knowledge of its citizens. Anunobi & Okoye (2008) specifically examined the role of developed countries in designing the governance of the library.

Governments in developed countries regard that the library should be able to provide a maximum of services for citizens. One of the government's strategies, in developed countries, is to create a library service that is effective and efficient by developing the organization to support the application of information technology in the governance of the library.

For Salman et al. (2018), the results of their study on national libraries in Nigeria revealed that the Nigerian government placed the public library as a national institution that had responsibility to provide information and data that was complete and easily accessible to the public. The Ministry of Education in Nigeria pushed the library agencies, the federal government, and local governments to jointly establish an integrated library system so that access to information and data could be performed through a single system. The National Library of Nigeria system is integrated with the library's in the states of Nigeria so that citizens can access the data and information, in all libraries, through a single system (Uzomba, Oyebola, & Izuchukwu, 2015).

According to experts in library management, public library agency performance must be supported by legal regulations, policies, facilities, budget, and human resources with expertise in the field of the governance of libraries (Sköld, 2013). In this case, the government prepared legislation to give space for library management autonomy so that the library could prepare the relevant information and data. Furthermore, the government made a policy to support the application of development in library technology for management of information. Another aspect that is important is that the government should allocate a sufficient budget for library development, including the strengthening of the capacity of the skilled human resources in the governance of the library (Breaks, 2002; Salman et al., 2018),

The Indonesian government seeks to realize governance of the National Library of Indonesia as a centre of information and data to support the development of science, the realization of a smart society *(smart people),* being mindful of literacy (literacy awareness), and supporting the realization of citizens' rights to education services (Barokati, 2017; Breaks, 2002), The Indonesian government has a law (number 43 of 2007) regarding the library where, through this Act, the library is run to support the implementation of education in Indonesia in a fair, effective, and efficient manner. Article 3 of the law asserts that the library serves as a vehicle of education, research, preservation, information, and recreation to improve the intelligence and empowerment of the nation. Explicitly, Law No. 43 of 2007 was presented to ensure social justice for all Indonesian citizens. Article 5, paragraph 2 states that "people in remote areas, isolated or underdeveloped as a result of geographical factors are entitled to special library services."

The central government and local governments have the same tasks in the management of the library, where it is stated in the law, that the library of the central government and local governments have a duty to make regulations concerning the development of the library. However, in this context, the central government has the authority to establish a national policy on libraries to be obeyed throughout Indonesia. Article 9 of the Law on libraries asserted that the federal government established a national policy on the promotion and development of all types of libraries in the territory of the Republic of Indonesia. Also, the National Library of Indonesia has the authority to establish standards for regional libraries, Universities and Schools. Therefore, the responsibility of the National Library of Indonesia is in controlling and managing the huge library organizations.

Given the magnitude of the authority and responsibility of the National Library of Indonesia, strengthening its performance needs to be done through bureaucratic reform, structuring, policy and the human resources of the national libraries (Bryson, Crosby, & Bloomberg, 2014). In particular, the development of a National Library of Indonesia organization, in the aspect of institutional authority, can refer to Law No. 23 of 2014 regarding the division of central and local government affairs in which these laws assert the limits of authority between the central government and local government. In library affairs, the central government set the policy of the National Library of Indonesia in fostering local libraries through the establishment of a standardized library (Scupola & Zanfei, 2016).

Regarding the institutional aspects, the development of the National Library of Indonesia refers to Regulation No. 1 of 2012 concerning the Organization and Work Procedure of the National Library of Indonesia where such regulations explain the structure and working procedures of the National Library. Although these rules are clear in organizing the structure and working procedures, in the perspective of OD*(Organization Development)* the development of the institutional aspects of the organization of the library should be done with due regard to the needs of society, the development of information technology, and development of science so that either can achieved by the national libraries as defined by the law number 43 of 2007 (Uutoni, Yule, & Nengomasha, 2011).

Referring to the explanation above, the organization cannot run without regulation, governance policies, and adequate allocation of budget for facilities or human resource capacity. In this context, the development of the library, as part of a public organization, needs to be achieved through in-depth study based on the perspective of *Hybrid Library Governance (HLG)*, in which this perspective emphasizes that public libraries not only focus attention on the development of information technology, but also empower local communities in the context of literacy, skills, knowledge, and economics. This view puts the functions of the public library as being not only related to information and data literacy, but also directly related to the function of the social and economic empowerment of local communities. In this context, the application of the HLG should be supported by the ability of the library organizations in the form of institution, structure, regulation, human resources, and budgetary policies.

Researchers have not evaluated the governance of "library hybrid governance", particularly in developing countries (Anunobi & Okoye, 2008). They reviewed the library hybrid design to address issues of governance which prioritized the strengthening of technology and community empowerment in the context of literacy, social, culture, and economics (Pearce, Cathro, & Boston, 2000). They criticized the governance in a number of countries where the function of empowerment had been ignored (Leorke, Wyatt, and McQuire, 2018; Oppenheim and Smithson, 1999; Pearce et al., 2000). Therefore, this paper includes a special evaluation and institutional mapping of the National Library of Indonesia. Moreover, it also discusses the challenges and strategies of the National Library in the implementation of Hybrid Library Governance (HLG). The researchers try to describe several research questions as follows: What is the current condition of public library organization? What are the challenges to public libraries in a hybrid library governance context? What are the strategies towards hybrid library governance (HLG)?

LITERATURE REVIEW

Public libraries governance in the globalization era

The g lobalization era needs increasing public literacy. A community needs to understand any form of globalization, including information technology as a means of public literacy (Uzomba et al., 2015). Therefore, the existence of a library which accommodates the needs of public literacy is increasingly expected. Government and educational institutions are required to conduct technological innovation and innovative management to support the fulfilment of the needs of public literacy (Lindsay, 1998). Based on previous studies, it has been shown that there is a close correlation between the development of globalization, increasing public literacy needs, and innovation of library governance (Scupola & Zanfei, 2016).

The government needs to realize that the demands of literacy, as a result of globalization, are part of a process of change in the orientation of the public regarding government organizations, where at first people think of the library as a conventional institution of literacy, then change the understanding of society so that it puts the library as an institution of literacy, the modern functions of the cultural nation, scientific development, and dissemination of the results of studies and research conducted by scientists and researchers (Robertson & Reese, 1999). Government should seek to develop the library as a public institution that is able to make a positive contribution to the realization of the nation's strong competitiveness (Williment, 2016).

According to Williment (2016), one effect of globalization is that changing social relations are no longer limited by time and space. In this context, the local community can interact with the global community. Therefore, demands from local communities, for government services, increase and include library services to support and bolster the intensity of the interaction and communication of the local communities with the global network (Nguyen, Paasche-Orlow, Kim, Han, & Chan, 2015; Pihl, 2012; Robertson & Reese, 1999). In line with Williment (2016), Leorke et al. (2018) said "globalization refers to the intensification of worldwide social relations, linking localities to each other and making local transformations as an inherent part of the logic of globalization." Globalization is associated with changes in social relations and the transformation of changing mindsets and social interaction (Van De Sompel & Hochstenbach, 1999).

In this context, Anttiroiko & Savolainen (2002) explained that globalization is one aspect that affects the development of government organizations, including the development of the library organization. Globalization impacts on governance changes at the library where the library is presented as a public utility that supports interaction, communication, and expansion of the global knowledge society. The library is an integral part of community life in which it serves as a public means to encourage and support the literacy needs of the community. Therefore, the development of library organizations must support their ability to contribute to the expansion of global insight, smooth communication, and strengthening the capacity of the public (Lindsay, 1998; Sondarva, 2013; Uzomba et al., 2015).
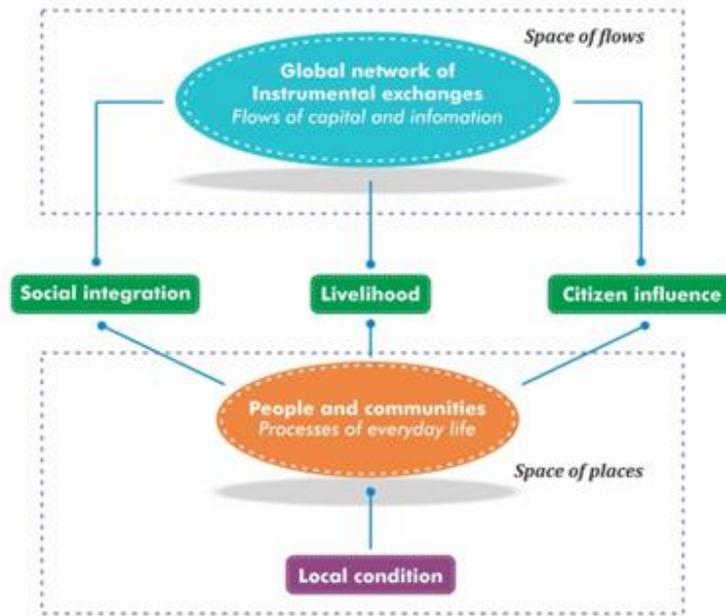
Figure 1. The influence of globalization on the relationship between the global community and local communities

Source: Anttiroiko & Savolainen, 2002,

The figure above shows that the social relationships between local communities and the global community are no longer limited by time and space, but those relationships are underway across time and territory. According to Anttiroiko, AV, & Savolainen, R. (2007) governments need to design public libraries as a mediator for the community, at the local level, to build and enhance the capacity of literacy and human resources with a large, competitive insight. Referring to the theory of organizational development, the development of public libraries can be improved by strengthening the dimensional structures and governance dimensions of the library (Oppenheim & Smithson, 1999; Robertson & Reese, 1999). Both of these dimensions are formulated to support existing library organizations which can provide maximum service and can perform the function of literacy to the general public (Goulding, 2009).
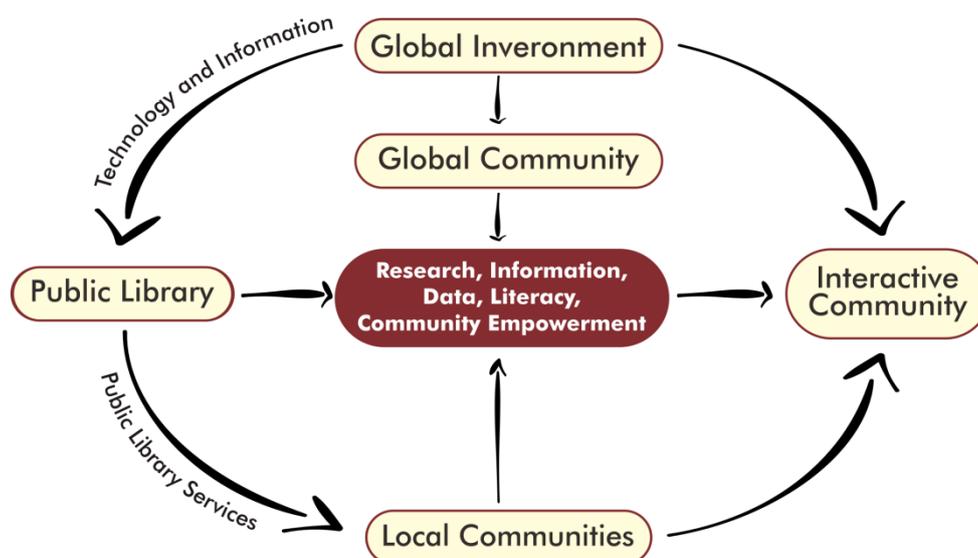
Figure 2. The influence of globalization on the development of the library

The figure above illustrates the demands of globalization on the development of a library organization geared to maximize information technology as a means of providing library services. In this case, globalization affects the high demand for public literacy. Therefore, the development of library associations needs to be achieved to meet the demands and needs of public literacy, which eventually give birth to generations of the nation's competitiveness at the global level (Bryson et al., 2014; Mehra & Srinivasan, 2007; Oppenheim & Smithson, 1999).

Based on previous studies on the effects of globalization, it was shown that library governance should be strengthened in the structural aspects of the process, including the complexity of the organization, formalization, centralization, governance of human resources, budget, and innovation in information technology.

Globalization effects on library governance make the implementation of information technology as a means of the library function, especially the function of literacy and access to literature (Scupola & Zanfei, 2016). Through information technology, the library is able to function optimally. Anunobi & Okoye (2008) explained that the application of information technology in the governance of the public library is very important in supporting its maximum performance. Use of information technology in the governance of the public library is part of a strategy to accelerate access to library services such as reference in the form of books, audio-visual, and other documents (Anttiroiko & Savolainen, 2002).

The model of hybrid library governance

In line with the governance of an IT-based library, as described earlier, there are other concepts related to the governance of a library where the concept is explained as the management of the library, not only looking forward but also paying attention to information

technology related services offered directly to local communities (Mehra & Srinivasan, 2007). In this context, the library is not only structuring IT but also pays attention to the empowerment of local communities in the field of literacy (Pearce et al., 2000). The new concept is known as hybrid library governance, namely governance of libraries that integrate IT-based services and services based on literacy empowerment of the local communities. In this case, Anttiroiko & Savolainen (2002) said that:

> *"Later, however, the contrasting viewpoints have been largely abandoned and a new concept of " hybrid library" is particularly a subject that has gained popularity in library strategy papers. As important as this development is, it is only one side of the development of a hybrid library. The other side of the coin is the adoption of new roles for the " physical library " and the extensions of this aspect such as branch libraries, networks, and mobile libraries. "*

Although the role of technology is important for the library, the library governance should consider empowering the local communities in a way to show that the library is an institution associated with the wider society. In line with the emphasis on the concept of *hybrid library* on community empowerment, Breaks (2002) explains: "The starting point of the active and innovative role of libraries is their integration with the local, national, and global environment."

Breaks (2002) explanation stressed that the government could not be removed from the library of the local community, for the presence of library philosophy is to educate the nation (community). Governance of libraries must also pay attention to national and global environmental conditions. Therefore, governance must integrate with the library environment at local community, national, and global level. Based on this, there are three approaches to *Hybrid Library Governance* that are:

1. Modernization of library governance administration. The aspects that must be considered in the modernization of the governance of the library are:
   a. Libraries should prepare for the local access network (community literacy).
   b. Libraries should set up resources for strengthening the literacy of the community.
   c. Libraries create a forum for communication, as a means of policy formulation for the government and local communities.
2. The library strengthens and empowers community participation. In this context, governance supports the empowerment of community literacy and at the same time, the library is also involved in community participation in the library literacy function. Therefore, the library can run roles as follows: strengthening the of social community library through openness and pluralism, libraries can provide social services that support the creation of a literate culture for local communities. The library should provide a public space as a means of scientific culture formation and development of science.
3. Libraries should be placed as an institution that supports the strengthening of socio-economic values. In this regard, libraries have a role to contribute knowledge to the community in order to support increased economic resources for the community. Therefore, the roles of the library are:
   a. Libraries provide technology and information that supports the welfare of society.

b. Libraries are a community skills improvement centre, information centre, a centre of learning and interaction that supports the growth and strengthening of the social culture.

The three approaches to *Hybrid Library Governance* above illustrate that the role of the library is not only in preparing reference services and information that is focused on the development of technology and information, but it also plays a direct role in empowering people through its capacity for building literacy in local communities, forming and empowering forum literacy in the regions, encouraging local community participation in the formulation of literacy policy, setting up a public space for the local community, strengthening the knowledge economy by increasing resources for the community, and taking care of the social and cultural values of society as the nation's identity (Goulding, 2009; Mehra & Srinivasan, 2007; Pearce et al., 2000; Van De Sompel & Hochstenbach, 1999). The chart below illustrates the approach and role of libraries in the perspective of Library Hybrid Governance.
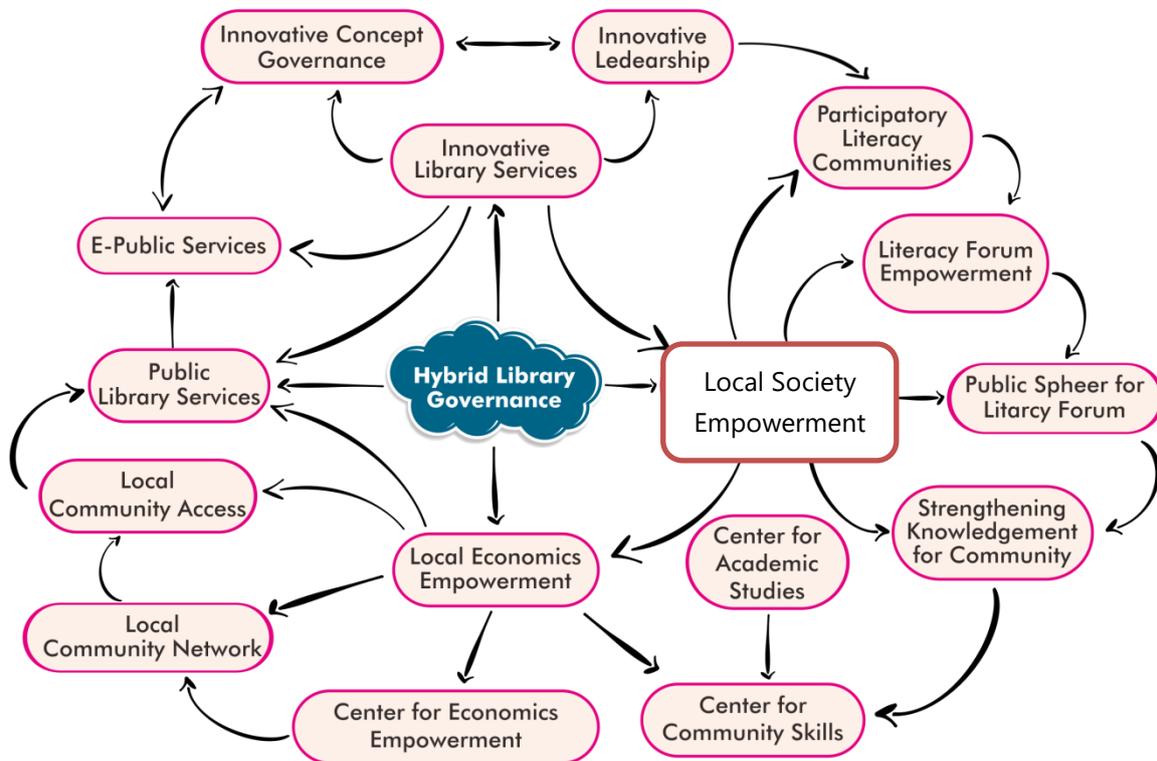

Figure 3. Model of hybrid library governance
Source: Perpustakaan Republik Indonesia, 2020.

Referring to the chart above, the public library provides a very comprehensive contribution to individuals, communities, and professional organizations that is not only limited to literacy but also contributes assistance to strengthening the capacity of the knowledge, skills, and economic empowerment of individuals and organizations (Leorke et al., 2018; Salman et al., 2018; Monoarfa, Sudardi, Widodo, & Habsari, 2018). In regard to this, the library should be directed towards the development of Hybrid Library Governance in which libraries play a role in literacy services through information technology and other services

empowering communities through strengthening their skills, knowledge, and economic empowerment (Goulding, 2009; Mehra & Srinivasan, 2007).

METHOD

This research is a descriptive qualitative study in which the researchers evaluated the institution of the Indonesian National Library by using primary data obtained through questionnaires and the activities of a Focus Group Discussion (FGD). Questionnaires were distributed to the National Library of Indonesia manager and sub-National Library of Indonesia in Blitar and Bukittinggi. Focus Group Discussions were conducted in three places, namely in the National Library of Indonesia (Jakarta), Library of Bung Karno (Blitar), and Bung Hatta Library (Bukit Tinggi). In addition to using primary data, this study also used secondary data from library performance reports and a number of regulatory governances of the library. The data analysis technique applied was descriptive analysis in which the researchers discussed and collaborated.

The reasons this research was conducted at the National Library of Indonesia are: (1) to describe the institutional public library in developing countries, such as Indonesia, as there has been limited research that examines, in particular, the presence of public libraries in developing countries, and (2) the Indonesian government pays attention greatly to the development of human resources, but, conversely, the government has not placed the National Library of Indonesia as an educational institution that is strategic to supporting the development of human resources. Therefore, this study is very important in explaining and encouraging the Indonesian government to focus on strengthening the organization of the library.

RESULTS

The current condition of public libraries organization of Indonesia

Based on the Regulation of the Minister of Administrative Reform and Bureaucratic Reform number 20 in 2018 Guidelines for Institutional Evaluation of Government Agencies, institutional evaluation of government institutions, including the National Library of Indonesia can be viewed in two dimensions, namely: (1) the dimension of the organizational structure, and (2) the dimension of the process. The dimensions include the complexity of the organizational structure, formalization, and centralization. While the dimensions of organizational processes include alignment, governance and compliance, improvement and the process of improvement, risk management, and information technology. The second dimension is the primary dimension for encouraging and mobilizing public Library organization functions.

Pongalahan results were based on data obtained from questionnaires, the condition of the National Library of Indonesia institution indicates that it has a low complexity in its organization, but the centralized structure is high. It shows the organizational structure of the National Library of Indonesia is not complete enough to support acceleration in its performance. On the other hand, the centralized coordination structure indicates an organizational structure that focuses on the highest level (top-down coordination). The Sedangkaan dimensional formalization of the National Library is rated proportionately, where government regulations on libraries are already available as a legal umbrella for library

governance. The sub-dimensions of the National Library of Indonesia organization are considered ideal, except in risk management which still requires attention through the strengthening and development of strategies, programs, and budget support for risk management. Comprehensively, the current condition of the public library institutions of Indonesia can be seen at the figure below.
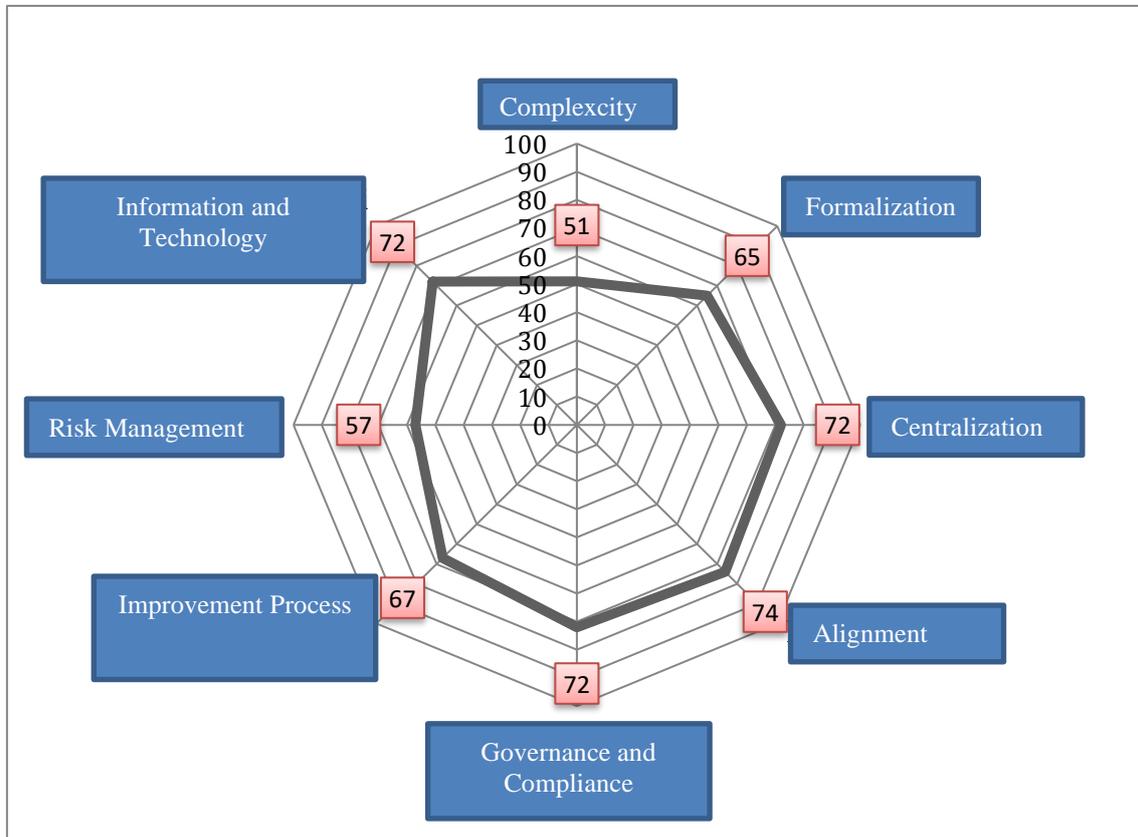

Figure 4. Structure and processes dimensions of the National Library of Indonesia
Source: Perpustakaan Republik Indonesia, 2020.

Analysis of the organizational structure dimension of the National Library of Indonesia

Sub-dimension on complexity

An overview regarding the value of an organization, in the sense of complexity, is essential since the passage of the organization is based on an organizational structure that involves the coordination, control, and communication existing within each unit of work. If scrutinised, we can see the complexity in the National Library of Indonesia is at the lowest point of the other sub-dimensions (value 51). This condition means that the level of structural differentiation (separation of duties) contained in the Library of Indonesia is relatively low so that the organizational structure is still in a lean state. Within the National Library unit, at the time, there were duties and functions mixed with other jobs outside of the field due to limited differentiation.

Sub-dimension on formalization

The results of the assessment provide the sub-dimensions formalization value of 65. This means that, from the aspect of formalization, the National Library of Indonesia has been running the organization in accordance with the rules, procedures, and instructions, along with effective communication to regulate the passage of the organization.

Sub-dimension on centralization

Centralization indicates the level of concentration of power, formally, in an organization. Generally speaking, the larger an organization, the decision-making authority will be more spread out, in the sense that the organization will be increasingly decentralized, and vice versa. Radar graph shows the authority in the decision-making organization obtains a value of 72, which means centralization of coordination and centralized organizational communication at the top level of the structure. On the one hand, centralization of the organization has a positive value to the organization in that coordination and communication work effectively. On the other hand, communication and coordination models such as this may result in a negative impact in the slow development of the organization.

Analysis of the organization process in the dimension of the National Library of Indonesia

Sub-dimension on alignment

Sub-dimension on alignment shows the synchronization between the organization's strategy and the vision, mission, and goals of the organization. Organizational strategy is a way for an organization to position itself in dealing with stakeholders, existing organizational resources, capabilities, and its organization. Therefore, the implementation process for the strategic objectives also must be in harmony with the organizational structure. Sub-dimensions associated with alignment assessment results show the level of alignment obtained a score of 74, which means that the National Library of Indonesia has been relatively effective in achieving the strategic goals of the organization. However, it can also be interpreted in a different way.

Subdimension on governance and compliance

Sub-dimension on governance and compliance is intended to ascertain whether all the main elements in the organization have occupied their position and performed their role according to the organizational structure. The principles of governance include transparency, accountability, responsibility, independence, and fairness. Aspects of compliance indicate the extent of all elements of the organization working together in implementing the organizational process and complying with the various regulations in force, both internally and externally. When viewed from the sub-dimension, then the result of the assessment of the National Library of Indonesia is at 72, which indicates that the process running in the library organization has been effective in accordance with aspects of governance (*governance*) And compliance (*compliance*).

Sub-dimension on the improvement process

An organization is always required to adjust to changes in environment. From this perspective, the process of the organization generally is effective within a certain time. Due to changes in the environment, organizational processes may become irrelevant and in need of renewal. From the results of the study, it is known that the sub-dimension improvement process obtained a value of 67, which means that sub-dimension repair and improvement of existing processes at the National Library of Indonesia is relatively effective. This can be seen in the increase in the use of information technology conducted by the National Library too serve the needs of society.

Sub-dimension on risk management

Risk management is an attempt to identify, assess, and prioritize risks, followed by a coordinated application of resources to minimize, monitor, and control the probability or impact of unfortunate events. Planning, prevention, and ensuring certainty in overcoming everything that hinders the achievement of the organization is the primary objective of risk management. From the above chart, the value obtained by the National Library of Indonesia for risk management is quite low (score 57), however, the sub-dimension for risk management is still in the category of 'quite effective'. At the time of applying centralization it was too high, the National Library had to focus on the elements of harmony and governance, so that the level of risk management applied to the National Library became less stable. Alignment is an aspect that also needs to be an element supporting risk management, to improve the prevention of uncertainty. Alignment has assurances and prevention planning for current and future impacts.

Sub-dimension on information technology

In these times, organizations cannot avoid the use of information technology. Given this, many Perpusnas have needs related to the utilization of information technology. However, less complexity is associated with supporting partial differentiation to accommodate the needs of information technology. That is because the National Library of Indonesia does not yet have support facilities for the promotion of information technology aspects. Reviewing the structure connected with the process, the National Library rated as 'relatively effective' (score 72) in accommodating internal needs. Adjustment of conditions on information technology sub-dimensions was able to cope with the changing dynamics of the external environment.

The strategies towards hybrid library governance (HLG)

As explained earlier, the implementation of *Hybrid Library Governance* (HLG) requires support of organizational resources namely organizational structure, legal framework HLG, Human Resources, budget policy, and the cooperation and collaboration of stakeholders. Unfortunately, the National Library of Indonesia is faced with a problem: the required organizational structure is not supported, the legal framework on the governance of the library is weak, human resources are insufficient, the budget policies do not provide support, and there is a lack of cooperation and collaboration by the National Library of Indonesia with the local community to support functions of literacy empowerment, community capacity building, a lack of support for the economic empowerment of knowledge and the strengthening of society and culture (FGD, Interview, and legal documment analysis, 2018).

Some problems need to be unravelled so the HLG strategy can be applied to the National Library of Indonesia where the Library will be a strategic institution for the nation. This follows the strategy outlined in the implementation of HLG towards the National Library of Indonesia as a strategic institution for the development of the nation:

1. Formulate a vision of the National Library of Indonesia as a strategic institution to support the development of the nation. In this context, the government needs to put the National Library as an institution whose role provides functioning literacy, empowers literacy, conducts research, and development of science, and has a role to give insight and strengthen knowledge as a source of economic empowerment for the community. Therefore, the vision of the National Library of Indonesia includes strategic roles for the development of the nation.

2. Institutional strengthening would help establish the National Library of Indonesia as a strategic institution in which the organizational structure, legislation, human resources, budget, and governance model formulated offer realization of the strategic role of the National Library. Institutional strengths can realize the National Library as a strategic institution that runs the roles and functions of a library widely, and affects the development of the whole nation's human resources.

3. Strengthening cooperation and collaboration. The National Library of Indonesia needs to strengthen networks and collaboration with local communities by running literacy programs for people at grass-roots level.

The Library will need to build partnerships with various stakeholders to put it as an institution that understands the capacity of the communities at the local level. Thus, the National Library of Indonesia needs to maximize its potential to encourage and empower local communities to be competitive on a national and international level.

The third addition to the above strategy, Anttiroiko & Savolainen (2002) outlines four key strategies to realize the Hybrid Library Governance include:

1. Institutionalization strategy of library resources. In this context, the government needs to mobilize resources to support library services at the local, national, and international level. One of the steps the government could take for the institutionalization of the library is: library organization structure design services to reach local, national, and international levels.

2. Library cooperation network reinforcement strategies. The Library strengthens the network of cooperation with government agencies, private and social organizations, to reach all areas (urban and rural).

3. Commercialization strategy of the library. In this case, the library can provide a private wealth of knowledge to businesses. However, this strategy needs to consider the limits of the ethical commercialization of intellectual property rights. The scope is limited to the area of commercialization the library system shares in the business sector.

4. Civil society strategy in which the library reinforces its existence as a strategic institution through a literacy empowerment movement for the local community, so that the community trust the library as an institution of strategic development. Consequently, the library will get legitimacy from the local community.

The strategy elaborated above is an integral strategy to support the implementation of *Hybrid Library Governance* (HLG) at the National Library of Indonesia. The Library will need

to build and implement the above strategies in order to make it a strategic institution for the development of the nation. In this context, the government, as a policy regulator, needs to place the National Library as an institution that provides a strategic role in the field of literacy, empowerment, and the study of economic development for local communities. The steps that can be undertaken by the government are namely to formulate a vision of the National Library, the design of the organizational structure, regulatory policies, strengthening of human resources, and formulating the library's budget.

DISCUSSION

Based on the evaluation of its institutions, the capacities of the National Library of Indonesia indicated the need for structuring in the organizational and process dimensions. The library organizational dimensions show the complexity of the structure is not ideal for a structure of a library institution to function in national education, research, preservation, literacy, information, community empowerment, and other matters directly related to human resource development. A lean organizational structure impacts on the latest acceleration of the library in carrying out its functions. So far, the library has focused on the functions of information, literacy services, and preservation so that other functions of the library have not been optimally implemented.

The impact of the slender organizational structure reinforces some explanations by other researchers such as Anttiroiko & Savolainen (2002); Leorke et al., (2018) which reveal that the organizational structure of the library is disproportionate in its impact on the inability to provide a maximum of literacy services to the general public. Then, according to other researchers, the question regarding the public library in a number of developing countries show patterns of communication and coordination that take place in a highly centralized organization perpustkakaan (top-down) way (Anunobi & Okoye, 2008; Sköld, 2013). This problem is also faced by the National Library of Indonesia where, based on the analysis of institutional evaluation, showed sub-dimension centralization of the Library organization is very high. In the context of the sub-national dimension of formalization, the Library has a number of government regulations that are complete enough to regulate its governance. Nevertheless, sub-dimension formalization has no significant impact on the development of the National Library of Indonesia organization (Klochkov, Gazizulina, and Golovin, 2016).

Based on the analysis of the institutional and organizational process dimensions of the National Library, it was shown that the library has capability in exercising its own governance. Dimensions of the library organization process include sub-dimension alignment, governance and compliance, improvement and process improvement, and technology and information. All sub-dimensions were positively contributing to the development of the library organization. This is in line with the findings of previous studies where research revealed that the performance of the public Library was greatly influenced by the extent of the government support budget, HR compliance, management models, and information technology support (Klochkov et al., 2016; Pihl, 2012; Salman et al., 2018). All of these provide positive values for the existence of the library as an educational institution (Lundberg & Dahlquist, 2018),

Despite the National Library of Indonesia having sub-dimensions that endorse its governance, it is not without problems. However, the library faces other issues such as a support organization working culture that has not been able to maximize the existing resources for the development of the library (Delica & Elbeshausen, 2017; Monoarfa et al., 2018). One of the problems in the sub-National Library of Indonesia institution is the dimension of the risk management process not being handled properly by libraries. In fact, a development expert organization, Klochkov et al., (2016) explains that risk management is one dimension that must be considered in the governance of the organization, including in the governance of the Library. Therefore, the development of the National Library should pay attention to risk management for the governance of the library to be effective.

In short, national libraries do not yet have the institutions and structures, human resources, budget, and networks that can support the implementation of HLG. Unfortunately, the National Library of Indonesia did not have the five resources of HLG. The institution and organization dimension of the Indonesian National Library did not support library improvement as strategic public institutions for society empowerment and development in literacy, knowledge, skills, economics, and other affairs that are related to human resource development. Furthermore, the Indonesian government has not provided a legal framework to promote hybrid library governance. Therefore, the Indonesian public library governance is still a conventional management that lacks impact on the library contribution in people's empowerment. The fundamental issue is that the Indonesian library did not have sufficient budget for a hybrid management library. This problem affects low library performance in literacy organization for people and the nation. The human resources and network of the library also contribute to the low performance, in which both of these have a bad impact on library organization performance as part of the government structure. These problems of Indonesian library governance confirm some previous research, which addressed that hybrid library governance can be implemented if the library has good capabilities in its library organizations such as institution, policy of library governance, budget and human resources, and library network (Anttiroiko & Savolainen, 2002; Mehra & Srinivasan, 2007; Suharso et al., 2018). The problem is caused by a lack of commitment by the Indonesian government and government perspectives that place the National Library of Indonesia as 'institution libraries' where, conventionally, the National Library of Indonesia only acts as an institution performing functions of archives, literacy provision, and literacy. It was confirmed by Breaks (2002) who said that low commitment of official government is the fundamental problem of public library governance around the world.

CONCLUSION

HLG is stressed as a Library governance model that is not only focused on the field of literacy, conventional education, research, conservation, technology, and opera but also focuses on community empowerment, both in the field of education but also in social, cultural, and economic areas. In this context, the library is not only seen as a conventional institution in which there are only books, but also libraries serve as institutions that produce scientific work that sustain and support stakeholders in order to realize the vision of nation-building. In addition, the library can also serve as an institution that supports the strengthening of the local economy. Therefore, HLG needs the application of government commitment to put the Library

as a centre of strategic studies that support the development of the nation. In this case, the National Library of Indonesia needs to prepare for a genuine regulation, agency support, qualified human resources, sufficient budget, and a wide and powerful network.

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