

Records Transfer from Central Files to the Records Center: A Case Study at the National Library of the Republic of Indonesia

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ABSTRACT

This study investigates the procedures involved in the transfer of inactive archives at the National Library of the Republic of Indonesia. The data were collected through direct observation and semi-structured interviews with relevant personnel. The findings revealed that the process of transferring inactive archives comprises several key stages: the initial selection and appraisal of records, the compilation and verification of archival data within the processing unit, the preparation of transfer documentation through official minutes, and the physical or digital transfer of archives to the archival unit. The study underscores the importance of adhering to established procedures to ensure accountability, traceability, and compliance with institutional archival policies. These findings contribute to a better understanding of archival lifecycle management practices within national-level institutions and highlight the need for standardized workflows to facilitate efficient and legally sound archival transfers.

Keywords: Inactive Archives; Archival Transfer; Records Management; Archival Depreciation

1. INTRODUCTION

Records serve as documented evidence of organizational activities and function as a repository of institutional memory. Effective records management is essential to support accountability, facilitate communication, inform decision-making, and provide legal or administrative evidence. When records are poorly managed or neglected, they can impede operational efficiency and create significant challenges for both individuals and organizations. In particular, records that are no longer of active use, if not properly handled tend to accumulate within office spaces, leading to issues related to space utilization and

increased maintenance costs. To mitigate these challenges, it is imperative to implement systematic management of inactive records, with particular attention to records disposition processes, as a strategic measure to prevent the unnecessary buildup of obsolete documents within the organization ([Santosa, 2014](#)).

Records that have surpassed their retention period but still possess informational, evidential, or historical value are designated for permanent preservation as archival records. The transition from active records to archives involves a systematic appraisal process to evaluate their long-term significance. Only records that meet established criteria for enduring value are selected, retained, and managed as part of the institutional archival collection. The transition from records to archives represents a form of preserving the collective memory of an organization or community, which must be safeguarded and responsibly utilized. Records management must be carried out by organizations, starting from identification, storage, protection, borrowing or retrieval, and destruction ([Widhi, 2020](#)).

The existence of records is important in an organization for the smooth and successful process of conveying and providing information ([Harris, 1995](#)). For organizations, retaining all records indefinitely is neither necessary nor practical. Only those records that possess significant long-term value warrant permanent preservation. Records lacking ongoing administrative, legal, or historical utility should be systematically managed and disposed of once their designated retention period has elapsed. Good records management in an agency can support employee performance and help the decision-making process ([Murtiyono & Prasetyawan, 2019](#)). Properly maintained records are critical to fulfilling organizational responsibilities and ensuring regulatory compliance. In addition, effective records management provides a reliable foundation for informed policy-making and strategic decision-making. By implementing sound records management practices, organizations can avoid the unnecessary accumulation of obsolete records and ensure the preservation of high-quality archival materials ([Tagbotor et al., 2015](#)). One of the efforts made by organizations to create effective and efficient records management is by disposing records.

Organizations carry out records disposition to reduce the volume of records through various methods. One common approach involves transferring inactive records from the originating unit to a records center. Another method includes destroying records based on the retention schedule and transferring archival records to designated archival institutions. ([Azzahra, 2017](#)). Organizations use records disposition as a key strategy to address the buildup of records and documents that no longer hold administrative, legal, or informational value ([Saputri & Rahmah, 2013](#)). Organizations implement records disposition to reduce the volume of records in the workspace. This process involves three primary methods: transferring records from the originating unit to the archival unit, destroying records that no longer possess any value, and transferring archival records to authorized archival institutions ([Read & Ginn, 2011](#)).

According to [Hapsari & Suharso \(2021\)](#), the aim of carrying out records disposition is to destruct records that do not have historical value and are not permanent, transfer records to a record center for records that have expired but have the possibility of being reused, and hand over archives to archival institutions. Which has expired the retention period for the records creator but has informational or historical value. Disposition activities are carried out to reduce the volume of records in the workspace, taking into account the use value of the records, and must be carried out in an orderly and well-planned manner. Records that have expired, are of no use value, and are declared destructed can be proposed to be included in the list of records proposed to be destroyed. Meanwhile, records that have expired and have

sustainable use value or information will become proposed handover records, namely records that are categorized as archives and can be handed over to archival institutions, namely the National Archives of the Republic of Indonesia. This process is carried out to ensure the safety of archives from loss, damage, or destruction.

Before carrying out the records disposition process, it is necessary to check the records retention and assess the substance of the records. Checking records retention to determine how long the records has been active or inactive, as well as to determine the final fate of the records, whether it is destructed or permanent. Records appraisal is carried out to check the use value of the records or the contents of the archive. The guidelines used to carry out the appraisal are the facilitative and substantive records retention schedule. The appraisal is carried out to avoid the potential for cases or legal problems to occur in the future. One of the institutions carrying out records disposition activities is the National Library of the Republic of Indonesia. According to Law Number 43 of 2007 concerning Libraries, the National Library is one of the non-departmental government institutions that carries out government duties and responsibilities in the library sector. The National Library is located in the nation's capital and carries out its functions, namely building, deposit, reference, preservation, research, and library networking center. The National Library strives to carry out routine disposition activities so that the flow of records management becomes more regular and orderly. However, it cannot be denied that records often accumulate, which is a source of problems for organizations, resulting in insufficient storage space for archives. Therefore, records disposition activities are needed as a solution to this problem.

Several previous studies that discussed records disposition include research conducted by [Armianti & Holizah \(2019\)](#) in their research entitled "Implementation of the Records Disposition System in the West Sumatra Provincial Education Service," there were records disposition activities that had not been carried out properly. This can be seen from the absence of an records retention schedule and inappropriate records transfer and records storage activities at the West Sumatra Provincial Education Office, resulting in a build up of archives. Subsequent research by [Saputri & Rahmah \(2013\)](#) entitled "Disposition of Inactive Dynamic Records in the Office of the Regional People's Representative Council (DPRD) of West Sumatra Province" also shows that disposition activities for inactive records have not been carried out properly. The results of this research show that there is no records retention schedule as a guideline for records disposition, and the lack of human resources, facilities, and infrastructure, as well as the absence of a budget, are the causes of records disposition not being carried out properly. Next, [Rembulan & Mayesti \(2021\)](#) conducted research on the implementation of disposition inactive records at the Bekasi City Archives and Library Service. The research aims to provide an overview of the implementation of disposition of inactive records at the Bekasi City Disarpusda. The results of the research show that the implementation of disposition of inactive records at the Bekasi City Disarpusda was carried out by transferring inactive records to the record center based on the records retention schedule and handing over inactive records to regional archives institutions. However, the Bekasi City Disarpusda still has not carried out the destruction of records because there is no budget. Policies ensuring is available in public archives are increasingly being implemented at the government ([Rachmaningsih, 2022](#)).

Different from previous research, this study will discuss records disposition in the aspect of transferring records at the National Library. The aim of the research is to determine the process of transferring records from the processing unit to the record center within the National Library.

2. METHODS

The research method used in the research is descriptive-qualitative. Qualitative research is shown to describe and analyze phenomena, events, social activities, attitudes, beliefs, and perceptions, understand a person's thoughts individually or in groups, and use several descriptions to find principles and explanations that lead to inductive conclusions (Ghony & Almanshur, 2016). A qualitative approach is carried out without statistical work but based on qualitative evidence (Sudjarwo, 2011). Furthermore, according to Komariah & Satori (2011), qualitative research is carried out because researchers want to dig deeper into events that cannot be quantified, which are descriptive, such as the process of a work step, the formula of a recipe, the meanings of various concepts and characteristics—goods and services, images, styles, cultural procedures, physical models of artifacts, and so on. The descriptive method was chosen because the research is related to ongoing events and current conditions. According to Sugiyono (2015), the descriptive method is a method that aims to describe or provide an overview of a research object being studied through samples or data that have been collected and make generally accepted conclusions.

The informants in this research were the Head of the Administration, Archives and Protocol Subdivision and the Young Expert Archivist in the Archives Unit, who worked at the National Library of the Republic of Indonesia. Data collection was carried out through observation, interviews, and documentation. Data analysis in this research was done through data reduction, data presentation, and drawing conclusions or verification, a series of sequential analysis activities (Miles & Huberman, 2007). The ending does not only occur during the data collection process but needs to be verified to be accounted for.

3. RESULTS AND DISCUSSION

The records transfer process began with the selection and appraisal of records in each work unit, based on their retention period and informational, legal, or historical value. When records met the established criteria, the staff proceeded to compile archival data. Records that did not meet the criteria were returned to the storage room. Staff then documented the selected records by creating a detailed records list. Following this, they prepared an official transfer report, which included descriptions of the records being transferred, the total number of records, and was validated with the institution's official stamp and signature. Records were transferred only after all procedural steps had been completed.

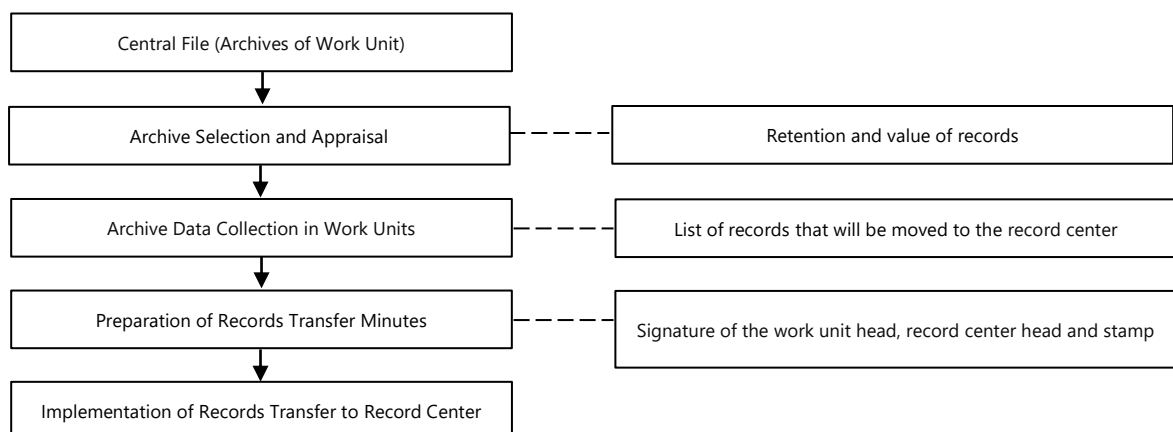


Diagram 1. stages of transferring records to the record center

Records disposition activities at the National Library of the Republic of Indonesia are carried out through transfer, destruction, and handover processes. All records disposition activities at the National Library begin with records appraisal. According to [Suhardi & Daryan \(1998\)](#), appraisal is an activity process for assessing and selecting archives based on the usefulness value of records with functional information in administrative implementation. Records selection is expected to increase the effectiveness and efficiency of information service management while maintaining the value and importance of the information to be presented.

The records appraisal at the National Library is carried out by the Records Appraisal Team, which is approved by the Decree of the Director of the National Library regarding establishing an Records Appraisal Team. The results of this appraisal are the basis for determining the appropriate action to be taken in the records disposition process, whether the records should be moved, destroyed, or handed over to a national archival institution. This reduction in records is an effort to control archives at the National Library based on the Decree of the Head of the National Library of the Republic of Indonesia Number 190 of 2019 concerning Standards for Management and Organization of Archives in the National Library Environment.

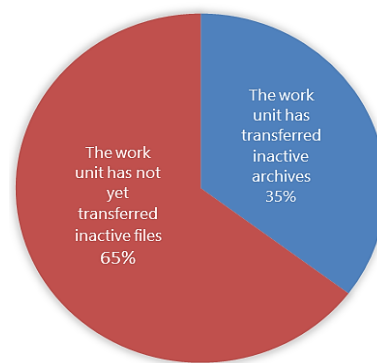


Figure 1. Data on transfer of inactive records

During 2023, data was obtained that the transfer of inactive records at the National Library had yet to be carried out regularly. It was identified that of the seventeen work units, only six had transferred their inactive files. This is caused by a need for order in archivists and records managers managing archives in their respective work units.

Graph 1 shows that only 35% of work units had transferred their inactive records to the records center, while the remaining 65% had yet to do so. Detailed information on the work units that completed the transfer is presented in Table 1. A total of 3,219 files were transferred from six work units, comprising records dated from 1992 to 2021.

Table 1. Data on the implementation of transferring inactive archives

No	Name of work unit	Number of Records	Date of Transfer	Years
1	Directorate of Deposit and Library Collection Development	439 files	2 Jan 2023	1992 - 1998
2	Center for Library Services and Archipelago Manuscript Management	279 files	8 Mar 2023	2018
3	Center for Bibliography and Library Material Processing	139 files	9 Mar 2023	2016

4	Education and Training Center	664 files	28 Mar 2023	2008 - 2012
5	Center for Library Analysis and Reading Culture Development	1.442 files	30 Mar 2023	2012 - 2020
6	Human Resources and General Bureau	256 files	6 Apr 2023	2018 - 2021
7	Planning and Finance Bureau	-	-	-
8	Legal, Organizational, Cooperation and Public Relations Bureau	-	-	-
9	Data and information Center	-	-	-
10	Librarian Development Center	-	-	-
11	Bung Karno Proclaimer Library UPT	-	-	-
12	UPT Proclaimer Bung Hatta Library	-	-	-
13	Inspectorate	-	-	-
14	Center for Preservation and Media Transfer of Library Materials	-	-	-
15	Directorate of Library Standardization and Accreditation	-	-	-
16	Center for Public and Special Library Development	-	-	-
17	Center for School/Madrasah and College Library Development	-	-	-

Records Selection and Appraisal

The archivist's responsibility in each work unit is the selection of records to be transferred. Records selection is carried out for records whose frequency of use has decreased for tasks in work units and for records creators. The records selected must pay attention to records retention to make it easier for archivists in work units to determine the final fate of the records and know how long the records can be stored in the central file or the record center.

This records selection is not only informational but also physical. Textual records and exceptional-form records such as CDs or photos, when selecting records, must pay attention to the form and type of documents so as not to damage the physical records. Selected records must be separated between those that can still be stored in the central file and those that can be moved to the record center. Archivists must carefully select this so that active and inactive records are clear. Archivists' negligence in selecting documents will result in delays in work and the possibility of records being lost from their files.

The implementation of records appraisal at the National Library is guided by the Regulations of the Director of the National Library of the Republic of Indonesia Number 4 of 2015 concerning Guidelines for Facilitative Records Retention Schedules and Number 5 of 2019 concerning Guidelines for Substantive Records Retention Schedules. Records appraisal is critical in depreciation because it determines the final fate of the archive, whether it is moved, destroyed, or surrendered. The review of archives at the National Library is based on the use value of the records and the records retention schedules. The records retention schedules used is a description of facilitative and substantive functions. A facilitative records retention schedules regulates the storage period for records arising from organizational support activities or processes such as human resources, finance, public relations, administration, or equipment. Meanwhile, the substantive records retention schedules regulates the storage period for records resulting from the core activities of each records creator.

Records Data Collection in Work Units

Records selected, appraised, and declared able to be transferred to the record center must have data collected by the work unit archivist. This data collection helps determine which records will be moved. This records data collection is described in detail in the list of inactive records files and the table of contents of inactive records files. Records data collection must be consulted first with the Archivist in the Records Unit so that all information regarding the records to be transferred is obvious and makes it easier to find the records again.

The inactive records file list contains information at least the title of the file, name of the work unit, name of the work unit head, work unit address, serial number, file number, archive classification, description of file information, archive period; level of development (original, copy, or copied); media (paper, CD, photos, etc.); amount; storage location (boxes and archive shelves); and information can be filled in about the physical condition of the records, whether it is complete or torn or in good condition. Apart from that, at the bottom, it is equipped with the name, position, and signature of the head of the work unit and the head of the archives unit, as well as the institutional seal.

Meanwhile, the inactive records list contains information that includes at least the title of the file; UP name; name of work unit leader; work unit address; serial number, file number; item number; archive classification; archive creator, series; reference number; description of archival information; date the archive was created; amount; level of development (original, copy, or copied); records retention schedule consisting of active columns and inactive columns; as well as the final status of the archive; information can be filled in about the physical condition of the documents, whether it is complete or torn or in good condition; dynamic security and archive access classification system consisting of four columns, namely security classification, access rights, public access, basis for consideration; box number, save location. Proof that the leadership is aware of the archives that will be transferred, at the bottom of the records list, include the name, position, and signature of the work unit leader and the archives unit leader, as well as affixing the institution's stamp.

Preparation of Records Transfer Minutes

The activity after the records data collection has been completed is the preparation of the minutes of transfer of inactive records. This event report must be prepared by the work unit that will transfer its records to the record center. Records on the transfer list must ensure their active retention period has expired, which can be seen through the records retention schedule. The implementation of the transfer of inactive records must be accompanied by an official report, which is ratified by the head of the processing unit as the party submitting it and signed by the head of the archives unit as the party receiving the archives ([Aulianto, 2022](#)). The minutes are valid evidence that the transfer of inactive records has been carried out. The archivist at the record center must consult and approve the draft archive transfer report. Consultation on draft minutes aims to avoid writing errors and ensures that all necessary information can be described in the minutes. This official report must at least contain the official report number, name of the work unit, date of transfer of records, type of records and year of records transferred, complete information of the work unit as the first party and the record center as the second party consisting of the name of the leader, NIP (employee identity), and position. The final part of the minutes includes the signatures of both parties and the institution's stamp.

Implementation of Archive Transfer

Transferring inactive records to the National Library involves preparation, process, and implementation. The preparation stage consists of preparing the tools needed for the transfer process, such as writing equipment, computers, boxes, folders, labels, and guidelines used, such as the records retention schedule for the National Library. The records transfer process begins by reviewing records retention, registering records in the List of Records to be transferred, selecting records that will be moved to the record center and adjusting them according to their level, mapping the list of records to be removed physically, whether they are appropriate or not; organize folders in boxes based on records numbers; provide a label on the records box containing information about the name or code of the work unit, records box number, records number and year of creation; the final stage is to request approval for the transfer from the work unit leadership.

The transfer of inactive records to the record center is accompanied by an official report on inactive records and a list of records transferred. Documents must be made in two copies, provided that the record center keeps one copy as the work unit keeps proof of handover of inactive records and one copy as a replacement for documents that have been transferred. Records transfers are carried out periodically, at least once a year. The transfer of records has gone through an approval process by the records disposition committee.

Archivists at the record center must check the register and physical records to avoid inappropriate data or records. This checking activity ensures that the list of records and the physical records are in synchronizes and stated in the minutes of records transfer. Archives that have been moved are then stored in the record center. Archivists at the record center are obligated and responsible for keeping, maintaining, supervising, and presenting inactive records originating from work units. The National Library has a Record Center in Block C, 2nd Floor, Salemba Raya's Street, Jakarta.

4. CONCLUSION

The National Library of the Republic of Indonesia generates a substantial volume of records annually, resulting in a gradual reduction of available archival storage capacity. To address this issue, the implementation of records disposition is essential. This process can be carried out through three primary methods: records transfer, destruction, and handover to archival institutions. At the National Library, the transfer of inactive records from the originating units to the archival unit is conducted in accordance with established procedures and guided by the institution's records retention schedule. However, in 2023, the implementation of this transfer process was not uniformly applied across all work units. Evidence shows that only six out of seventeen units had transferred their inactive records. The transfer process begins with the appraisal and selection of records based on their retention periods and ongoing value, in accordance with the retention schedule for both substantive and facilitative records. This is followed by the compilation of data on the records to be moved and the preparation of an official transfer report, which serves as formal documentation of the activity.

To improve the effectiveness of records management, it is recommended that records disposition activities be intensified and systematically promoted. Regular and routine transfers of inactive records by all work units are necessary to prevent the accumulation of documents in office spaces and to enhance the efficiency of storage facilities. Furthermore, strict adherence to legal and regulatory frameworks should be reinforced. In addition, the

institution would benefit from increased outreach, technical guidance, and training—such as workshops on records disposition—for archivists and records managers within the National Library.

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AUTHORS' CONTRIBUTIONS

Ratna Candra Dewi: Writing original draft preparation. Ideas; formulation or evolution of overarching research goals and aims.
Dwi Ridho Aulianto: Supervision. **Dewi Maharani Rachmaningsih:** Supervision.

CONFLICT OF INTERESTS

We state that there are no known conflicts of interest linked with this publication, and that there has been no significant financial assistance for this work that could have influenced its outcome.

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