

Records Management at the Archives and Library Service of Kebumen Regency: Its Maintenance, Utilization, and Challenges

Agung Kuswantoro¹ & Lilin Prasetyo Tri Utami²

^{1,2}Universitas Negeri Semarang, Indonesia

Correspondence email: agungbinmadik@mail.unnes.ac.id

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ABSTRACT

This study investigates the maintenance and utilization of records at the Archives and Library Service of Kebumen Regency. Employing a qualitative research design with a descriptive approach, data were collected from five informants using interviews, observation, and documentation techniques. The analysis followed the Miles and Huberman model, comprising data collection, reduction, presentation, and conclusion drawing. The findings revealed two main aspects: records utilization and records maintenance. Records utilization encompasses procedures for borrowing, terms of loan, and the process of returning records. In contrast, records maintenance involves activities such as recordkeeping, arrangement, storage, and media transfer. However, the study highlighted several challenges, including the absence of formal written regulations regarding borrowing terms—both for internal and external users—and the lack of Standard Operating Procedures (SOPs) for filing and media transfer processes. Furthermore, the institution faced limitations in equipment and infrastructure necessary for the effective transfer of record media. These gaps indicated a need for policy development, procedural standardization, and investment in appropriate technologies to ensure proper records management. Strengthening these aspects is critical not only for improving administrative efficiency but also for supporting the preservation and accessibility of institutional memory within the public sector.

Keywords: Records Management; Records Usage; Records Management Policy

1. INTRODUCTION

Archives are essential resources for organizational decision-making, necessitating effective management across public and private sectors. Organizational memory, built through archiving, helps in collecting and sharing knowledge from past experiences, thereby

supporting collaborative decision making (Benmessaoud & Adla 2014). Archives function as vital memory centers and evidence of institutional existence, requiring active efforts in their creation, preservation, and disposal, collectively known as archival management. Organizations that prioritize this function regularly supervise their work units to ensure compliance with established archival standards and principles. Alternatively, they may assign archival responsibilities to a dedicated department equipped with the necessary authority and tools. Recognizing the public importance of archives, the Indonesian government enacted Law No. 43 of 2009 on Archival Management to guarantee public access to archives. This law outlines the responsibilities of both national and local archival institutions, mandating that provincial and municipal archival duties be managed by respective local government units. To maintain high performance, municipal institutions must conduct regular evaluations of their archival use and maintenance..

Archival management encompasses the handling of both active (dynamic) and inactive (static) archives. Indonesian's Law No. 43 of 2009 on Archives defines dynamic archival management as the processes of creation, use, maintenance, and reduction, while static archival management involves acquisition, processing, preservation, utilization, and public access (Mulyono et al., 2011; Sedarmayanti, 2018; Muhidin, 2016). Given their role in safeguarding organizational memory and information assets, archives require systematic oversight of key archival resources, including infrastructure, human resources, and policy frameworks to ensure the effectiveness and continuity of archival processes.

Archives have been traditionally defined in archival discourse as a "place (building/room/storage area) where archival material is kept" and "an organisation (or part of an organisation) responsible for appraising, acquiring, preserving and making available archival material" (Acland, 1993). Emphasis is on "the preservation and administration of archives [i.e. the items]" within a physical space by an organisation (Hamill, 2013) in ways that carry out a "continuum of care" (Millar, 2017) with "objectivity and neutrality" (Copeland, 2014).

The task of managing archives is classified as an administrative activity. In a narrower sense, Krihanta (2013) stated that administration refers to activities related to writing and recording, which are often referred to as administrative, office, or clerical work. Administrative work encompasses a wide range of tasks, including the writing, storage, recording, maintenance, reduction, deletion, and management of letters, both incoming and outgoing, through a legally accountable archiving system (Hadiwardoyo, 2018). It also includes tasks such as collecting, recording, processing, duplicating, sending, and storing information, with the end product being letters, forms, and reports, which ultimately go through archival management.

Archival management is carried out on current records to determine which should be archived and which should be deleted. Records with historical and legal value are designated as archives and managed through an archiving process. Archives that does not support an important purpose or has no long-term value can be deleted in an organized manner. The Green Archiving Model suggests that organizations can reduce the amount of data they retain by up to 45% based on records retention policies (Bussel et al., 2015). Outdated information: Records containing outdated or irrelevant information, especially personal data that could harm individuals if retained, should be considered for deletion as part of implementing the right to be forgotten (Hogan, 2023). Hapsari & Suharso (2021) also stated that any activity documented and stored in a system is referred to as archival management. This process is undertaken to ensure the availability of reliable and authentic archives, which serve to protect state interests and the civil rights of the people. Archives play an essential

role as a memory center, decision-making tool, and proof of an organization's existence. Archival management encompasses all recorded information from an organization's activities.

According to Indonesian's Law Number 43 of 2009 on Archive, archival management involves the storage of letters and other office documents ([Peraturan Pemerintah Republik Indonesia, 2009](#)). Archives management as a whole is a program involving the assessment, acquisition, organization, description, preservation, authentication, and provision of access to records that have long-term value. Records administration includes establishing the program's mission and objectives, obtaining the resources needed to support its activities, and assessing the program's effectiveness ([Society of American Archivists, 2005](#)).

The word "archive" originates from the Greek language, initially referring to a storage building or office, but later coming to represent the documents themselves. Archives consist of documents or data with utility value, stored in a planned and organized manner for accessibility as needed ([Welland & Cossha; 2019](#); [Klareld; 2015](#)); [Gie, \(2012\)](#). The professional and more formal definition of "archives" states that an archives is a repository of documents produced "in the course of the conduct of the activities of the body that produces them and according to its needs" ([Eastwood, 2010](#)). The records management is defined as a systematic and strategic planning for records creation to disposal and archiving, regardless of its medium of presentation. It is the process of creating, storing and retrieving of information for future use ([Lydia; 2021](#); [Ishola & Osebhahiem; 2024](#)). [Laksmi et al., \(2015\)](#) defined archives as any written or pictorial record about an event or matter created to document memory, while [Adam \(2012\)](#) and [Walley \(2010\)](#) described archives as documented activities or events in various forms and media, in line with advances in information and communication technology. Archives are created and received by state institutions, local governments, educational institutions, companies, political organizations, social organizations, and individuals in the conduct of societal, national, and state affairs.

In Kebumen Regency, a regency in the southern part of the Indonesian province of Central Java, archival management activities such as policy formulation, archival system development, and record management are carried out by the Archives and Library Service using human resources, facilities and infrastructure, and other resources stipulated by relevant legal provisions. This office operates based on the Indonesian's archives law, Regent Regulation Number 5 of 2020, and other relevant supporting laws ([Peraturan Pemerintah Republik Indonesia, 2009](#)). It is responsible for managing both active archives, which are used in daily and ongoing activities, and inactive archives, which, due to decreased use frequency, are stored in filing cabinets and moved to the Archive Repository when no longer actively needed.

The institution manages archives obtained from the Municipal's Regional Government Organizations, which include regional government apparatus, municipally-owned enterprises, village governments, educational institutions, companies, political organizations, community organizations, and individuals. Its branch office, which is the archive depot, serves as a repository for records from all over the regency. Archives submitted by the regional government apparatuses to the Regional Archives Institution are managed there, while central office is designated solely for storing active archives supporting daily activities. Once their active status decreases, these archives are transferred to the Archive Center as inactive archives, eventually moving to the Archives Repository. Consequently, the central office only retains active archives in filing cabinets and inactive archives in the Record Center.

The office categorizes archives into two types: active ones, directly used in work activities, and inactive ones, not used directly as information resources. Both categories are stored in the office, as all activities are coordinated at the central office. When records transition to archives, they are moved to the Records Repository. The management of active archive at the office involves systematic control, from creation and use to maintenance and disposal, to ensure efficient and effective operations ([Deliarnoor, 2016](#); [Nooryani, 2018](#)). According to [Hikmawan et al., \(2022\)](#); [Indriani \(2022\)](#), effective and efficient archival management requires archivists to organize and classify official documents, establish a retention schedule, and secure both classification and access systems. The effectiveness of archival management is determined by the organization and classification of documents, the retention schedules, and the security of classification and access system, which are crucial control factors in archival management activities.

[Wardopo \(2022\)](#) and [Tyo \(2022\)](#) reported that Kebumen Regency received the 2021 award for best archival management supervision from the National Archives of the Republic of Indonesia, achieving a score of 80.23, which placed the office in the A-class category for municipal-level archival institutions. This recognition adds to previous achievements, including (1) 10th best National Records Management Supervision in 2021, (2) 9th best National Records Management Supervision in 2022; (3) Best Regional Records Management Supervision in 2021, and (4) Best Regional Records Management Supervision in 2022. Considering the successful execution of its main duties and functions as a regional archival institution, this study aims to evaluate the archival management practices at the Archives and Library Service of Kebumen Regency, with a specific focus on identifying areas for improvement in archival supervision.

2. METHODS

This research adopts a qualitative approach with a descriptive method aimed at examining issues related to the use and maintenance of records at the Archives and Library Service of Kebumen Regency. The study covers procedures related to archive circulation, circulation time regulations, archive returning procedures, active archive management, inactive archive management, archive storage, and media conversion. According to [Moleong \(2017\)](#), qualitative research seeks to understand phenomena experienced by research subjects, such as behaviors, actions, perceptions, and motivations in a holistic manner through descriptions in words and language, within a specific natural context, and utilizing various scientific methods. Qualitative research prioritizes participants' perspectives, providing a deeper understanding of their experiences ([Lim, 2024](#)).

A qualitative approach was chosen due to its suitability for conducting research in natural settings and directly targeting the data source, providing deeper and more valid information that aligns with the research background and field conditions. Furthermore, as the target data sources are limited, the sampling requirements typically associated with quantitative research cannot be applied.

This research utilizes two types of data: primary and secondary data, harvested from interviews, observations, and documentation. Common methods include interviews, focus groups, ethnography, and case studies, each tailored to specific research questions ([Lee, 2024](#)). Primary data were collected through direct interviews to obtain detailed information on the utilization and maintenance of active archives, drawing on the perspectives of archival officials and archivists. The interviews involved five informants, including two Sub-coordinator

archivists (Codes I.P.1 and I.P.2), one functional archivist (Code I.P.3), and two P2K archive managers (Codes I.P.4 and I.P.5). Informants I.P.1 and I.P.2 provided insights into institutional policies on archive usage and maintenance. Informant I.P.3 contributed information regarding archive borrowing procedures, borrowing duration, and return protocols. Informants I.P.4 and I.P.5 shared knowledge related to the filing of active records, organization of inactive archives, storage practices, and media conversion processes. These participants were selected based on their roles and expertise in records management within the institution, encompassing key areas such as policy implementation, archival procedures, and archival preservation strategies.

The secondary data were obtained from observations and document analysis. The observations helped understand the management and maintenance processes of active archives, while the document analysis, performed on the official documents available at the service, provided evidence of policies related to active archive management. The table below outlines the data collection techniques and instruments used.

Table 1. Data collection techniques

No	Sub-Focus	Data Collection Techniques	Data Sources
1	Policies on the Use and Maintenance of Archives	Observation Interview Document Analysis	I.P.1 I.P.2
2	Usage	Observation	I.P.3
	a) Procedures for archive borrowing	Interview	
	b) Policies on archive borrowing duration	Document Analysis	
	c) Procedures for archive returning		
3	Maintenance	Observation	I.P.4
	a) Archive filing	Interview	I.P.5
	b) Inactive archives management	Document Analysis	
	c) Archive storage		
	d) Archive media conversion		

Source: Processed Data (2024)

3. RESULTS AND DISCUSSION

The Archives and Library Service of Kebumen Regency, as a regional archiving institution, is tasked with managing archives, which includes both the use and maintenance of these records. The use of archive involves procedures for circulation, determining the time allowed for borrowing, and the procedures for returning the archives. Meanwhile, the maintenance of archive includes tasks such as recordkeeping, organizing inactive archives, storing, and converting archives into other media.

Archives Loan Procedures

At the services, the archival lending process begins with the completion and signing of a borrowing logbook, conducted under the supervision of an archival officer. The archives available for loan comprise both active and inactive records, with access rights determined by the classification and sensitivity of each document. Active archives such as incoming and outgoing correspondence are restricted to internal departmental use. In contrast, inactive archives, particularly those with historical significance, may be accessed by external users. These include members of the public, external auditors, and law enforcement agencies, provided they can demonstrate a legitimate interest and comply with relevant regulatory requirements.

The borrowing procedure for external users, including auditors and legal authorities, follows the same protocol as for internal users, requiring formal registration in the borrowing logbook. All borrowed materials must be returned in their original condition to ensure the integrity of the archival collection. Archives retrieval is handled by the archives officer, who first searches for the relevant information in the Electronic Records Management System (RMS), then locates the physical records in the filing cabinet. Access to RMS is restricted to authorized officials and department operators with valid credentials. Retrieval from the filing cabinet uses a control card system based on classification codes, with an exit indicator tracking the removal and return of documents. Typically, retrieving archives from RMS and the filing cabinet takes 1-5 minutes.

The smooth execution of these procedures demonstrates that the archives management at the service is functioning well. It ensures that archives are created, maintained, and used according to their intended purpose.

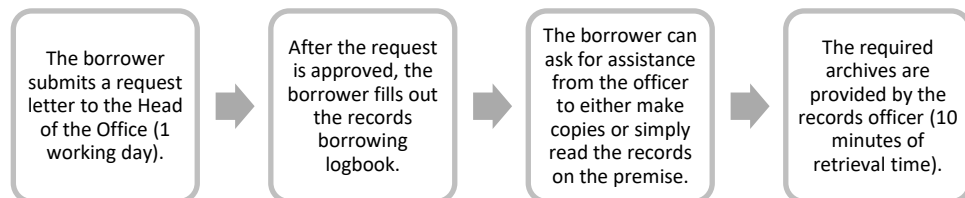


Figure 1. Archives loan procedures

Terms of Loan Time

The standard loan period for internal circulation of archival materials is typically brief, permitting only sufficient time for duplication while ensuring the preservation of the original records. However, in cases where archives are required as valid evidence in judicial proceedings, the borrowing duration is extended for the entirety of the legal process, with materials mandated to be returned upon its conclusion.

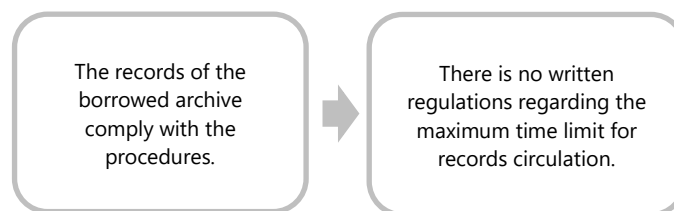


Figure 2. Terms of loan time

As shown in Figure 2, borrowing duration is regulated to preserve the authenticity of archives, with the service ensuring that both the informational and historical value of documents is preserved. These are critical for maintaining the archives' value to various stakeholders.

Procedures for Returning Archives

Returning archives follows a similar process to borrowing, using the exit indicator and a borrowing logbook. Both the borrowing and return dates are recorded, and when outgoing mail is processed, the archives officer notes the date the archives are returned. The standard

borrowing period at the service is one week. If this period exceeds the limit, the borrower is reminded to return the archives promptly, as they are often required for daily office activities. Archives circulation for external departmental parties, such as the inspectorate for archival supervision purposes like examining Accountable Letters (SPJ), takes place within the office and is not allowed to leave the premises. If the inspection process cannot be completed in one day, the archives are returned temporarily and re-entered into the exit indicator sheet for further processing .

There are no penalties for late returns, though officers typically recommend duplicating archives to avoid delays or damage. In case of lost or damaged archives, the records are reprinted, as scanning is performed during the media transfer process, ensuring a digital copy stored in RIS (Records Information System). Borrowing by courts, where archives are used as evidence, follows the same procedures.

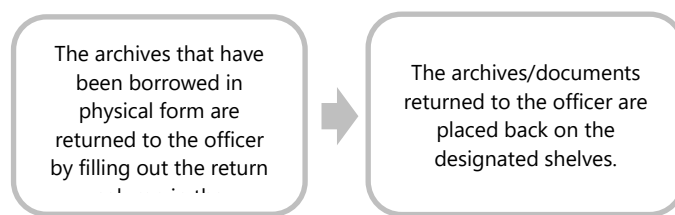


Figure 3. Procedures for returning archives

This return process reflects the orderly management of archives, highlighting the borrower's responsibility. Returned archives are logged and placed according to its classification. The process ensures that the information contained within the archives is properly utilized, fulfilling the intended purpose of the documents.

Active Archive Filing

At the service, filing involves organizing archives into a logically and systematically arranged collection based on the context of activities. This process creates unified archive collections based on their information interconnectedness, types, or subjects. It follows classification guidelines that include numerical codes organized by subject matter, reflecting the primary duties and functions of the regional work unit, adhering with Regent Regulation Number 51 of 2020 and Regent Regulation Number 21 of 2023 concerning the Classification Code of Archives for Kebumen Regency Government. These regulations aim to ensure orderly archives that align with the tasks and functions of local government activities, supporting the smooth filing of official documents and the creation of archive lists for retrieval.

The archive filing procedure at the service occurs every six months. The filing activities involve compiling incoming and outgoing letters based on classification codes. The outputs include a list of files and a contents list, which comprises individual or grouped archive items containing information from activity/event files that reflect completed programs/activities. The filing process is carried out through the Records Information System (RIS), allowing for quick completion by viewing each classification code's archive list. Archives with the same classification code are grouped and compiled into one bundle.

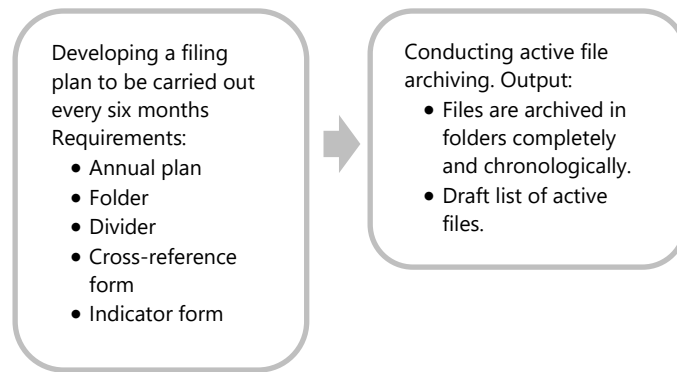


Figure 4. Archives management procedure

As shown in Figure 4, Digitization of archive filing at the service has led to increased efficiency, effectiveness in record retrieval, and reduced paper usage. It also simplifies the entry of archives from work units conducting the filing.

The arrangement of inactive archive involves organizing the physical archives and the information within them for easy retrieval and appraisal. This process follows the Regent Regulation Number 39 of 2019 concerning Guidelines for the Management of inactive archives within the Kebumen Regency Government. Inactive archives, which have decreased in value, are stored in the Record Center. The process begins with sorting archives to separate active and inactive archives, and excess archive duplicates are immediately destroyed.

The sorting process utilizes the Integrated Archival Information System to identify the appropriate Records Retention Schedule (RRS) and classify the archives accordingly. Following this, the documents are systematically filed. Once filing is completed, each archive is wrapped in casing or craft paper, and accompanied by a physical information card detailing the reduction format, content description, processing status, date, and physical characteristics. These inactive records are then placed into archive boxes and stored on metal shelving units within the Record Center.

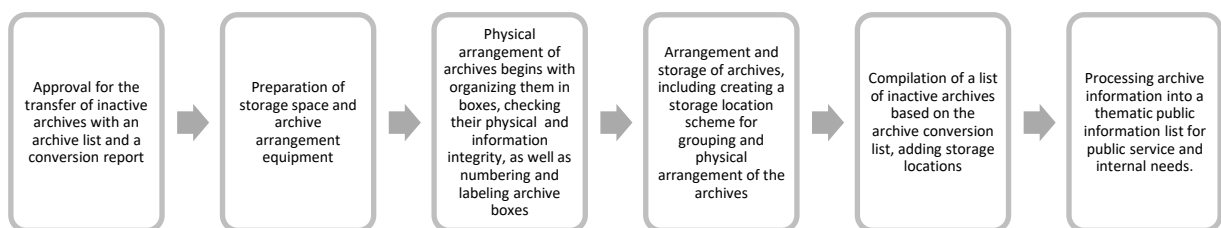


Figure 5. Procedures for archiving records

As shown in Figure 5, the implementation of a digital archiving system at the service complies with archiving principles and facilitates archival management, including record creation, usage, maintenance, and disposal. This has enhanced the office's archival management, earning a high score in archiving supervision.

Archive Storage

The management of incoming correspondence at the service follows a structured procedural workflow. Initially, all incoming letters are entered into the Record Information

System (RIS) and subsequently documented in the incoming mail agenda book by the designated agenda officer. Following this, the letters are input into the Electronic Records Management System, scanned, and accompanied by a printed disposition sheet.

The documents are then submitted to the Head of the General Affairs Subdivision for preliminary review and authorization of the disposition sheet. Next, they are forwarded to the Office Secretary and subsequently to the Head of the Office for further examination, annotation, and final disposition. Once the disposition process is complete, the documents now bearing official instructions, are returned to the general administration officer for registration and archival processing. This stage includes generating a control card via RIS, attaching it to a control sheet, and distributing the documents in accordance with the designated disposition. Finally, the letters are filed and stored within the relevant departmental unit for future reference.

For outgoing letters, the process is similar. It begins with a disposition from the Secretary or the Head of the Office to create an outgoing letter, instructing the general administration officer to draft the letter. The draft is reviewed by the Head of the Subdivision/Section/Sub-Department, Head of the Department/Secretary, and the Head of the Office through a tiered sign-off process to ensure the letter is well-structured and accurate. Once reviewed and approved, the outgoing letter is recorded in the outgoing mail agenda book, assigned a number and date, and stamped with the official office seal. After stamping, the letter is scanned and entered into system, storing it in softcopy form before being sent to the intended address.

The archival management at the services aligns with the concepts and guidelines outlined by [Aliyu \(2013\)](#); [Asriel et al.; \(2016\)](#), and the Kebumen Regency Regulation Number 5 of 2020 concerning Archival Management. These frameworks protocols for handling archives based on age or type, retrieval processes, the use of exit indicators, recording, control, return, and re-storage, ensuring systematic management. The procedures governing archival utilization entail two key activities: archive borrowing and retrieval.

Archive Utilization

Archival utilization activities at services encompass protocols for circulation, borrowing duration, and return procedures. The circulation process permits the borrowing of both active and inactive archives, contingent upon adherence to established institutional guidelines. Internal borrowing within the same department is coordinated by the department's designated agenda officer, whereas inter-departmental borrowing is facilitated by the agenda officer of the requesting department. Importantly, archival circulation is restricted to internal use only, serving the operational needs of the office in the course of its routine functions.

For external parties, archive access is permissible under specific conditions. For instance, the Archives Supervisory Inspectorate and the Judiciary may borrow archives relevant to ongoing cases. When archives are required as evidence in legal proceedings, they may be retained until the trial concludes, after which they must be returned following legal regulations.

The borrowing process is streamlined: borrowers complete and sign a borrowing record, acknowledged by the records officer, and the agenda officer retrieves the documents. The Integrated Archive Information System (SIKD) facilitates quick access via classification codes, while physical retrieval from the filing cabinet relies on a control card system and an

"exit indicator" sheet. Retrieval from SIKD takes approximately 1 minute, while locating a document in the filing cabinet takes around 3 minutes.

Although there are no written guidelines on borrowing durations, a 1-week maximum borrowing period is implicitly observed. For courts borrowing archives as evidence, exceptions allow archives to be held until the trial concludes. Late returns prompt reminders from the archive officer, ensuring timely document availability. Returning archives involves completing the return column in the borrowing book and signing it, a step acknowledged by the archive officer. The archives are then returned to their designated location in the filing cabinet, with updates noted on the "exit indicator" sheet. Internal staff who miss the return deadline face no penalties, and there are no sanctions for late returns. To mitigate the risk of lost or damage documents, archive officers may suggest that borrowers request a soft copy before printing, especially when handling sensitive materials.

Archive Maintenance

Archival maintenance at the service includes filing, organizing inactive records, storage, and media conversion, all in compliance with applicable regulations. Filing involves systematically arranging records based on their activity context, grouping related documents by type or subject within a work unit to ensure efficient access.

Archival management is conducted biannually, involving the recapitulation of incoming and outgoing correspondence using classification codes. These records are bundled into folders, generating a file list and table of contents that reflect completed programs. This process is supported by the Integrated Archive Information System.

Inactive records, those no longer needed for daily operations are sorted to separate archival from non-archival materials, including the disposal of duplicates. Sorting relies on SIKD to apply retention schedules and classification codes. After filing, the archives are wrapped in craft or casing paper, labeled with physical cards indicating reduction format, description, development stage, date, and physical form. These are then stored in archive boxes on metal racks at the Archive Center.

Storage procedures begin with sorting and data entry into system, followed by logbook recording, card creation, scanning, and distribution to relevant supervisors. After review, records are returned to the agenda officer for disposition-based processing and stored in departmental filing cabinets.

Transferred inactive archives from departments are stored centrally in the Archive Center. Active archives remain under the responsibility of department heads, while secretaries oversee inactive records. However, all archival staff share responsibility for the maintenance of both types. This process requires specific equipment: active archives use filing cabinets, dividers, control cards, and labels; inactive archives require archive boxes, craft paper, plastic ties, camphor, and metal racks.

Storage follows a dual system: decentralization for active archives managed by each department, and centralization for inactive archives housed at the Archive Center. On average, 5 to 10 records (incoming and outgoing) are stored daily, in line with the Archival Retention Schedule.

4. CONCLUSION

This study concludes that archival utilization at the service involves key functions such as borrowing procedures, regulated loan durations, and systematic return protocols. Archival maintenance includes filing, organizing inactive records, storage, and media conversion, all carried out in accordance with relevant legal and regulatory frameworks.

Nonetheless, the research identifies several critical challenges. Notably, there is an absence of formal regulations governing the duration of archive circulation for both internal and external users. Additionally, the institution lacks Standard Operating Procedures (SOPs) for archival management and media conversion, and faces limitations in the availability of equipment required for effective digital conversion processes. In terms of storage, the office employs a dual-principle approach. Active archives are managed under a decentralized system, where each department maintains its own records. Conversely, inactive archives are stored centrally at the Archive Center within the office secretariat. On a daily basis, the office processes an average of 5 to 10 letters, including both incoming and outgoing correspondence. The retention of these records is governed by the official Archival Retention Schedule, ensuring compliance with institutional and national archival standards.

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AUTHORS' CONTRIBUTIONS

Agung Kuswanto: Writing original draft preparation. Ideas; formulation or evolution of overarching research goals and aims.
Lilin Prasetyo Tri Utami: Data collection.

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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