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Assessing Record Management Practices: A Study of Compliance and Diversity

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ABSTRACT

This research investigates the implementation of records management practices at five Islamic State Universities and Colleges (PTKINs) located in Central Java and Yogyakarta, utilizing a qualitative research approach. The examination reveals considerable diversity in records management practices across the five PTKINs. This variation can be attributed to disparities in the interpretation of policies by each institutional stakeholder regarding the significance of effective and systematic records management. The divergent policies in place also influence the support systems available. The primary differentiator among these institutions lies in their instruments, serving as the foundational framework for handling records. Following the record management model, specifically ANRI Head Regulation Number 24 of 2011, which provides guidelines for organizing records in higher education, two of the studied PTKINs, namely IAIN Kudus and UIN Walisongo, have fully implemented the four pillars outlined in the regulation. However, persisting challenges stem from a limited comprehension of records management among the human resources involved, emphasizing a critical aspect that requires focused attention.

Keywords: Archive; records management

1. INTRODUCTION

Records management plays an important role in determining the continuity of organizational operations. The activities, procedures, and systems of any company depend on effective record management, and they facilitate organizational effectiveness, responsibility, risk management, and business continuity (De Mingo & Cerrillo-i-Martínez, 2018). According to Law No. 43 of 2009, records are the entire record of activities or events made and received by state agencies, local governments, educational institutions, companies, political organizations, community organizations, and individuals in the implementation life of society, nation, and state in various forms and media following information and communication technology developments. In an organization, records serve as the primary basis for decision-making. Given the importance of the records function, record management strives to guarantee that it is carried out in

compliance with regulatory requirements.

The term "records management" refers to the process of taking care of records. It is the process of keeping track of all of an institution's, organization's, or body's records from the moment they are created until they are ultimately disposed of. This comprises identifying, storing, protecting, and discarding (either through archival preservation or, in some situations, destruction (Unegbu & Adenike, 2013). The core of records management is the discipline and standards for the collection, storage, and administration of information in a meaningful format (Penn and Pennix, 2017). Making sure that records are created, used, preserved, and retired in a regulated and organized manner is the goal of records management (Touray, 2021).

Archives and records must be handled by archive providers. Archives consist of documents produced or received by an individual, family, or organization, and are safeguarded due to their ongoing significance. On the other hand, records encompass information or data stored on a medium, serving as an extension of human memory or aiding in accountability (Pearced-Moses & Baty, 2005). Records are not synonymous with archives. Archives are static, long-lived, durable, and they collect records and long-term storage permanent preservation. On the other hand, records are dynamic and not all records merit ongoing preservation (Peace-Moses & Baty, 2005). Records (public records, vital records, preserved records) and inactive records are controlled by record makers through creation, maintenance, and usage, as well as record depreciation. Records are administered by archival organizations using historical archival criteria for acquisition, management, preservation, and access to records (Azmi, 2016). The worth and relevance of a record must be preserved since records include a wealth of information about key transaction activities and serve as a collective memory for future generations (Deliani and Armiati, 2021).

Sari, Tri Rama, et al. (2019) defined records as the translation of the word record, which means recorded, and which also consists of data in a computer system and is made or received by bodies or institutions, as well as individuals in transactional activities or taking actions as evidence of activity. Records must be managed in the record creator's environment to ensure their availability in organizational operations since records represent proof of performance accountability and legitimate evidence for an organization. At the records creator level, records management operations include record creation, record usage and maintenance, and record disposal.

The purpose of managing records is to manage the creation of records to minimize unnecessary documents, which requires an efficient level of records management, one of which is arranging records files according to procedures and ensuring adequate record storage space, then being able to destroy records that are not valuable and preserving records that have permanent value (Basuki: 2003 in Sari, Tri Rama et al. 2019).

Records play a vital role in higher education management, from the institution's founding to the development, implementation, monitoring, and renewal stages of its programs, and these records contain crucial data for the institution's ongoing survival (Mahama, 2017). Universities must manage their records properly as they serve as authentic proof in all activities. ISO 9001:2008 is a quality standard used in higher education to enhance educational quality. Therefore, organizations including higher education must struggle with managing records due to a lack of assessment of records management. Research in records management is needed to integrate record knowledge and technology in the sector. If records management doesn't align with field theory and techniques, it can lead to (1) poor use of records for organizational governance; (2) inadequate use of records for organizational responsibility; (3) difficulty assessing losses, and (4) wasted space due to record accumulation.

An initial survey of record management practices at a few Islamic universities and colleges (Perguruan Tinggi Keagamaan Islam Negeri, PTKIN) in Central Java and Yogyakarta revealed that systematic record management is in place, with established procedures in each institution. For example, IAIN Kudus had two pillars for record management in 2019, and by

2023, this increased to four pillars. UIN Salatiga is noteworthy for its excellent service integrity. Each of these five PTKINs exhibits distinctive characteristics warranting further investigation. Consequently, exploring the subject of record management in these institutions becomes crucial to enhancing the effectiveness and efficiency of record administration. Therefore, the study aims to assess whether the five PTKINs in Central Java and Yogyakarta have implemented record management practices under ANRI Head Regulation (*Perka*) Number 14 of 2011, which pertains to record management in the higher education environment. This includes aspects such as filing system design, record creation, usage, and maintenance and depreciation.

Despite the significant benefits that effective records management can bring to universities, the reality is that some Islamic universities and colleges in both Central Java and Yogyakarta still face challenges in achieving optimal dynamic archive management. This study seeks to assess the records management practices in PTKINs in these regions, focusing on both compliance and diversity. The suboptimal practices identified in records management could lead to the loss of crucial information, impacting the availability of archives for performance accountability evidence and legal documentation. Consequently, this research is essential to provide recommendations for the enhancement of records management at PTKINs as a whole.

2. METHODS

This field study aims to describe compliance and diversity in records management across PTKINs in Central Java and Yogyakarta. The research employed a qualitative descriptive technique.

This study investigated records administration at PTKINs throughout Central Java and Yogyakarta using purposive sampling. The criteria for selection included having a record manager, and the chosen institutions were UIN Raden Mas Said Surakarta, IAIN Kudus, UIN Walisongo, UIN Sunan Kalijaga, and UIN Salatiga. Informants for this study included record managers and individuals associated with records in each of these higher institutions. The research was conducted from May 3rd to August 29th, 2019, and it was re-confirmed in July 2023.

The research utilized the following data collection methods:

- 1. Observation: direct observation of archivists and records administrators, along with video recording of their records management processes.
- 2. Interviews: conducting interviews with archivists, records administrators, and the head of administration affairs.
- 3. Documentation: utilizing records management guidelines, screenshots of sample records, and screenshots of records management information technology.

The data analysis procedures involve several steps. Initially, the researcher aims to minimize the collected data by selecting the most relevant information essential for research development. Field-collected data is documented and summarized, focusing on key points, and thorough descriptions or reports are used to identify themes or patterns. The data is then presented in tabular form for verification and conclusion. During the conclusion-drawing and data validation phase, researchers examine patterns, themes, linkages, similarities, recurring topics, and theories within the gathered data. Despite the initial conclusions being tentative, unclear, and uncertain, they gain strength as evidence accumulates over time.

3. RESULTS AND DISCUSSION

Based on the study field observations, the study gained insights into the construction, management, depreciation, use, and maintenance of records at five research locations in

Central Java and Yogyakarta, along with the challenges they face. The information we gathered is presented below.

Table 1. Record information at IAIN Kudus and UIN Raden Mas Said Surakarta

IAIN Kudus UIN Raden Mas Said Surakarta Filling IAIN Kudus' file system is now legitimate UIN Raden Mas Said Surakarta has not System and legalized by Chancellor's Decree No implemented a computerized system for Design 01 tahun 2022. The classification record organizing records but adheres to and classification system of security Chancellor's Decree No. 411 and Ministry record number 001 year of 2021. Record of Religion guidelines for official retention schedule (the JRA) number document layout. of 2019. They the year implemented the Electronic Record System (SKE). Record To improve the filing system, organize UIN Raden Mas Said Surakarta is testing a Creation and classify documents, set retention new record information system to register schedules, and establish access rights. incoming letters. The National Records of comprehensive Indonesia is funding the system, and ensures efficient management.. scanning is used to back up the correspondence procedure. Use and Proper filing of records is crucial for easy UIN Raden Mas Said Surakarta organizes accessibility and utilization. alphabetically Maintenance records and standard for classification is widely academic records by year of graduation. records accepted as the guideline for record Financial track fund managers. disbursement. Disposal The record retention schedule (JRA) is Unused records at UIN Raden Mas Said the initial step in the record depreciation Surakarta are moved to inactive record process. A draft of the Record Retention spaces. The transfer is authorized by the Schedule has been created at IAIN unit head and supported by an official Kudus. The JRA is based on KMA No. 120 report. The record manager receives and of 2013 and Permenristekdikti No. 23 of handles these records with help from staff 2018. A rector's order will specify the with lower workloads. draft strategy, which will be attempted in 2019. **Vital Record** 1. The Head of the AUAK Bureau keeps vital records linked to the results of Management the BPK audit, the Decree on the STATUTA of IAIN Kudus. The General, Household, and Public Relations sub-sections keep vital State Property records. The Quality Assurance Agency maintains vital records about study program accreditation. Inactive The management of inactive records at Record IAIN Kudus is still in the process of Management organizing and collecting data, but it already has a distinct structure that serves as a record depot. In the IAIN Kudus environment, managed inactive records are records generated by all faculties, units, and rector's offices. **Records** a) Human resources are still in short Lack of Human resources as UIN Raden Mas Said Surakarta has Management supply. b) Discipline and Compliance in the use just one Record manager. Challenges of official scripts. b. Facilities and infrastructure are adequate.

- c. Because there is only one record manager, the socialization of records management is not in line with appropriate procedures.
- d. There are no rules for classification, maintenance, or JRA Record Retention Schedule.

since they are stored in a database,

Source: Data processing

Table 2. Record information at UIN Walisongo dan UIN Sunan Kalijaga

UIN Walisongo UIN Sunan Kalijaga Filing System In July 2023, the Chancellor's Decree The arrangement of official scripts Design at UIN Sunan Kalijaga has been set for the 4 pillars of records management quidelines was up since 2014 when it was approved by Chancellor's Decree completed. The establishment of a dedicated Number 237.1. The scope of UIN space as an embryo of the UIN Manuscripts Service includes composing official letters, signing Walisongo record depot, which will be launched in August 2019, as well as official letters, utilizing the installation of the SIKD application institutional emblems or logos, and making revisions, revocations, in the rectorate environment. cancellations, and corrections to 3) Four record managers who have been spread in various sections will be official documents. assigned to work together in the archive depot. Monitoring the implementation of the four instruments to all UIN Walisongo stakeholders. **Record Creation** 1) At UIN Walisongo, the development UIN Sunan Kalijaga now uses an of records begins when the General updated SIKD system with an sub-section receives incoming letters outgoing mail feature for from both internal and external electronic document stakeholders. management. All faculties and 2) The administrator verifies the address, units have a user login with access the destination, and the sender. permissions overseen by Furthermore, the administrator enters Archivist. the arriving letter into the computer's mail agenda book and provides a disposition sheet. Incoming mail is then scanned and saved on the computer. This media transfer is only performed for essential incoming mails. 4) Incoming mail is directed based on the function of the letter. 5) Distribute according to the disposition sheet. 6) Request acknowledgment of receipt of letters sent. Use and 1. The record manager receives and UIN Currently, Sunan Kalijaga's maintenance **Maintenance** investigates the request for borrowing services the collection. are confined to dusting printed records. PTIPD maintains records The executor approves the loan's in the form of maintenance files disposal and subsequently searches for

records.

3. Records are discovered, and a list of borrowed records is created.

Disposal

The Records Retention Schedule at UIN Walisongo already has written regulations based on the ANRI Head Regulation (*Perka*), but execution has been delayed since the Chancellor's Decree, which is a derivative of the SK Head of ANRI, has not been signed.

and those who back up data periodically are computer institutions.

The record retention schedule (JRA) of UIN Sunan Kalijaga is now awaiting the decision of ANRI Jakarta's head. The UIN Sunan Kalijaga Records Section used to depreciate records; in 2018, the 2001-2007 Financial Records were disposed. This devaluation was done in collaboration with ANRI.

Vital Record Management

The management of the important records at UIN Walisongo is still in the storage and borrowing stages. The storage of this crucial record is handled by a storage unit in line with the record's usage.

- 1. The Quality Assurance Agency maintains records of higher education accreditation certificates and majors.
- 2. The BMN UIN Walisongo area maintains State Properties (BMN) records.
- 3. The Head of the Bureau keeps records relevant to the history of the founding of UIN Walisongo, nomenclature, and other topics.

Inactive Record Management Record Management Challenges

- 1) The server is still linked to the Academic Information System, therefore if it coincides with KRS/registration or if the Academic Information System experiences issues, the mail system is affected as
- 2) Application to official email circulation is not always real-time.
- 3) Employee resistance to switching from the old pattern to the new pattern.
- 4) According to the leadership paradigm, once a system is in place, it operates 24 hours

Source: Data processing

Table 3. Record information at UIN Salatiga

UIN Salatiga

Filing System Design

UIN Salatiga's record system needs improvements in TND, classification, file system, and record retention. Guidelines from the Ministry of Religion are used, but there are no specific rules for archiving. This leads to variations in classification and criteria.

Record Creation

Incoming mail is received at the Public Relations division and goes into the electronic system for letter disposition. Letters addressed to the Chancellor are sent to the Administration Division for instruction on who to address it to. Some letters go to vice-chancellors, heads of bureaus, and heads of sections. After disposition acknowledgment, the letter is sent to the processing unit for a response.

Use and Maintenance

Borrowing records at UIN Salatiga depends on daily practices. Only internal personnel have access, and external employees need authorization from the direct supervisor. Photocopies or printed scans from Google Drive are allowed.

Disposal

Although there is no record retention schedule guidance, UIN Salatiga has performed archival reduction. This is based on the findings of conversations with Mr. Argo, the recipient of the records that the processing units "considered" to be inactive. It is said to be "considered" since there are no defined criteria and the record manager's feelings govern the appraisal of active and inactive records.

Vital Records Management Inactive Record Management Record Management Challenges

- -
- Competent human resources in the field of records continue to be scarce. UIN Salatiga currently has two record managers. These two record managers are employees who apply to become record managers by completing in-passing tests. Given their backgrounds, these ardent Record managers are eager, yet institutional support and expertise in the world of records remain missing.
- 2) A lack of stakeholder support for records governance.
- 3) Because the campus is divided into three places, coordination between units, institutions, central offices, and faculties within UIN Salatiga is challenging.

Source: Data processing

Discussion

Designing a filing system at PTKIN in Central Java and Yogyakarta

The management of records at *Islamic State Universities and College* in Central Java and Yogyakarta is quite varied. This is due to differences in each PTKIN's stakeholders' awareness of the need for excellent and orderly record management. The fundamental reason for the difference is the instrument that serves as the foundation for the deployment of records in institutions. The information below is about the file design system at PTKIN in Central Java and Yogyakarta.

Table 4. Records filing system in PTKINs in Central Java and Yogyakarta (differences between 2019 and 2023)

No	PTKIN	Official Document Management		Records Classification		Record Retention Schedule		Record Security and Access Classification System	
		2019	2023	2019	2023	2019	2023	2019	2023
1	IAIN Kudus	Available	Available	Available	Available	Draft	Available	Draft	Available
2	UIN Raden Mas Said Surakarta	Available	Available	Unavailable	Unavailable	Unavailable	Unavailable	Unavailable	Unavailable
3	UIN Walisongo	Draft	Available	Draft	Available	Draft	Available	Draft	Available

4	UIN Sunan	Available	Available	Available	Available	Available	Available	Draft	Draft
	Kalijaga								
5	UIN Salatiga	Unavailable							

The file system relies on the official document arrangement, which is available for three PTKINs, in draft form for one, and nonexistent for another. UIN Walisongo's arrangement is still being drafted, and four teams are working on creating instruments based on an interview with Nur Rohman. Instrument preparation has been slow due to time constraints and unfocused staff. Because archival personnel were still adjusted to the previous regulations, the adoption of the official document arrangement in the process of constructing records at IAIN Kudus originally encountered challenges in socializing it. To address this issue, the administration and home division sponsored seminars and socialization of this official document system, with representatives from each unit, institution, and faculty participating. The goal of this activity is to provide officers in the field with a better grasp of the new official document structure and the consequences of not implementing it.

Official scripts have been available at UIN Sunan Kalijaga since 2014. Efforts are being made to establish official scripts and regulations, but some universities are inactive in their development. This occurs when stakeholders give less attention to the importance of rules that align with their organization's conditions. The Record Retention Schedule (JRA) and the Security and Access Classification System (SKKA) are the next instruments. For JRA UIN Walisongo already has based on ANRI Head Regulation (*Perka*). The JRA draft is now being submitted to ANRI by UIN Sunan Kalijaga and IAIN Kudus. UIN Salatiga and IAN Surakarta do not yet have a JRA. The absence of a JRA and a system of security classification and record access indicates that unstructured depreciation is being imposed, and record security is not assured.

According to the Records Law No. 43 of 2009, JRA is a list that includes at least a storage or retention period, types of records, and information containing recommendations regarding the determination of a type of record to be destroyed, reassessed, or made permanent, and it is used as a guideline for record depreciation and preservation. According to this law, the use of JRA covers the period for deviation, destruction, reassessment, or permanent. The transfer of records from the processing unit to the record depot has mostly been completed. This storage is divided into two parts: the processing unit and the archival depot. Of the five Islamic Universities and colleges that have record depots are IAIN Kudus, UIN Raden Mas Said Surakarta, UIN Sunan, and IAIN Kudus.

Record Creation

The activity of creating records involves the generation, receipt, registration, and control of distribution. The process of creating records at the five PTKINs, which were the focus of the research, is essentially similar, although the specific locations or units handling the creation may differ. When organizations receive incoming letters, whether internally or externally, it initiates the process of record creation. The recipient of the letter can generate records in the form of a response or a decision letter based on the content of the received letter. The following outlines the steps involved in the record creation process at PTKIN.

- 1. Drafting
- 2. Typing
- 3. Packing letters including folding, covering, and writing the address
- 4. Recording of outgoing mail
- 5. Shipping and storing

Use and Maintenance

According to Law No. 43 of 2009, records are records of activities or events made and received by state agencies, local governments, educational institutions, companies, political organizations, community organizations, and individuals in the implementation of social, national, and state life in various forms and media following developments in information and communication technology. According to this interpretation, there is a use value in a record. The following are the important values of the records:

- a. Administrative use value, in which records are used as policies and procedures for completing actions.
- b. Financial use value, in which the record consists of all financial transactions and liabilities.
- c. Legal use value, which refers to records that contain all material that may be used as evidence in a court of law. These records are often legal items such as decrees, assignment letters, and others.
- d. Scientific and technological use-value, which applies to records containing scientific and technical data as a result of study.

In general, there are two types of record maintenance: content maintenance and physical maintenance. Almost all of the Islamic universities and colleges in Central Java and Yogyakarta have done content maintenance, namely scanning existing records.

Physical maintenance is an attempt to protect records from damage. If there is not any backup data in the form of soft copy files, physical harm can damage information. Physical record upkeep at PTKINs in Central Java and Yogyakarta begins with record arrangement/filing. Records at PTKIN in Central Java and Yogyakarta are organized and filed in each processing unit. For example, decree, a staffing product, will keep records in the Personnel Section, while academics will save records such as copies of credentials, and the finance section will keep financial accountability reports. Furthermore, communication records in the form of incoming and outgoing letters are kept by each processing unit that receives and/or sends them.

Filing requires a procedure in addition to facilities and equipment. The strategy utilized at PTKINs in Central Java and Yogyakarta for organizing record filings is based on:

- a. Letter number
- b. Subject System
- c. The date system merged with the alphabetic system

Record Disposal

Record disposal consists of four activities: assessing and choosing, relocating, destroying, and submitting. Most of PTKIN in Central Java and Yogyakarta only shrank before going to the next phase of relocation. This transfer involves taking the records from the processing unit and collecting them in the record depot. UIN Raden Mas Said Surakarta, IAIN Kudus, UIN Sunan Kalijaga, and UIN Salatiga are the PTKINs that have record depots. The procedure of shifting the records was not governed by the JRA, but rather by the processing unit's decision of whether the records were still required.

Challenges

The following issues were discovered during the distribution of records at PTKIN in Central Java and Yogyakarta: Lack of human resources In 2019, the following record managers maintain records at the Islamic universities and colleges in Java and Central Java.

No	University	Sum of Archivist	Initial Names of Archivists
1	UIN Raden Mas Said Surakarta	1	IL
2	IAIN Kudus	1	TR
3	UIN Sunan Kalijaga Yogyakarta	1	WS
4	UIN Walisogo Semarang	4	M J N ZM
5	UIN Salatiga	2	AP AR

There is a shortage of record managers in Islamic tertiary institutions in Central Java and Yogyakarta, which leads to insufficient coverage of archiving demands. Record administrators are present, but the management of records still relies on record managers and policymakers. Constraints in record construction are common. Many record managers who choose the impassive approach do not have access to the task function for managing records, the next problems are,

- a. Discipline and compliance in the application of official scripts.
- b. The facilities and infrastructure are adequate.
- c. There is a lack of dissemination of records management following appropriate rules.
- d. Inadequate records management instruments at tertiary institutions.
- e. There is a lack of support from leaders in the field of record management.

Poor infrastructure for managing and preserving records leads to archival inefficiency, according to Ngoepe and Masegonyana (2011). A review of research samples shows that record processes include creation, use, maintenance, security, and depreciation, consistent with Putra's (2019) record review at Surakarta District Court. However, Haryanti's (2018) study notes operational record management techniques: receipt, filing, storage, and retrieval.

4. CONCLUSION

According to ANRI Head Regulation (*Perka*) Number 24 of 2011 concerning Guidelines for Organizing Records in Higher Education Environment, four things must exist in management: system design, records creation, use and maintenance, and record disposal. There were two PTKIN (IAIN Kudus and UIN Walisongo Semarang) that had completed the four records management system instrumented in the ANRI Perka. UIN Sunan Kalijaga Yogyakarta already has three instruments (official document management, retention schedule, and record classification). The official manuscript arrangement is the only type of instrument available at UIN Raden Mas Said Surakarta. Lastly, UIN Salatiga lacks the instrument entirely. Furthermore, there are no established guidelines for the process of using and maintaining all of the PTKINs studied, especially in terms of usage.

The challenges in maintaining records at PTKINs in Central Java and Yogyakarta based on a records management system governed by ANRI Head Regulation (*Perka*) Number 24 of 2011 emerge from a shortage of human resources who are knowledgeable about records. UIN Raden Mas Said Surakarta and UIN Sunan Kalijaga are two PTKINs that only have one archivist. UIN Salatiga has two record managers from the in-passing route, whereas IAIN Kudus has one

from the in-passing route and one from the 2018 candidates for civil servants (CPNS). UIN Walisongo has four record managers, all of whom are from the in-passing path. The recommendations are, to recruit more number of archivists, add more facilities and infrastructure, especially in the application of information technology, provide outreach and technical guidance for PTKIN, and provide more budget for organizing record management workshops.

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