AN EVALUATION STUDY OF THE RECORDS DISPOSAL PRACTICE FROM 1968-2019 IN THE GENERAL BUREAUOF THE NATIONAL ARCHIVES OF THE REPUBLIC OF INDONESIA

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Abstract

This research evaluates the execution of the archival disposal policy from 1968 to 2019 within the General Bureau of ANRI. The study highlights the gap between policy and implementation that caused record accumulation. A qualitative case study methodology was employed, with data gathered through interviews, observations, and document analysis. The results reveal that the disposal activities successfully decreased the archive volume by 63.83%, aligning with the records retention schedule. Nevertheless, efficiency is hindered by insufficient human resources and protracted bureaucratic processes. One participant noted that 'the implementation was postponed; it was intended for early in the year, but was executed in August, highlighting the issues of time constraints. The policy is deemed suitable but ineffective in practice. Suggested improvements include augmenting human resources, digitizing verification processes, and enhancing standard operating procedures.

Keywords: Policy evaluation, Records Disposal, Effectiveness, Efficiency, ANRI

INTRODUCTION

Archives play an essential role in the governmental administrative framework, acting as repositories of information, evidence, and a mechanism for public accountability. As time progresses, the volume of archives generated by state institutions is on the rise, which requires organized management to avoid disarray and ineffective utilization of space and resources. The destruction of archives represents a significant phase in the lifecycle of archives, to eliminate those that have reached their expiration and are no longer deemed useful, in accordance with Law Number 43 of 2009 regarding Archives. Nevertheless, both observations and interviews reveal that the execution of archive destruction at the General Bureau of the National Archives of the Republic of Indonesia (ANRI) from 1968 to 2019 encountered numerous challenges. The destruction activities frequently experienced delays attributed to protracted administrative and verification procedures among various work units. An archivist remarked, "The implementation was postponed, initially scheduled for early this year but only carried out in August," highlighting that the coordination and approval of processes were suboptimal. Additionally, a shortage of human resources (HR) further impeded the swift progression of the archive destruction process. Alongside efficiency, this research investigates how well the execution of the archive destruction policy aligns with the principles of effectiveness, efficiency, adequacy, and applicability. Drawing on Dunn's policy evaluation theory, it is essential to evaluate whether public policy can effectively and accurately meet its declared goals. Consequently, analyzing the implementation of archive destruction at the ANRI General Bureau is important to assess the extent to which the policy is implemented in accordance with normative provisions and ideal practices. This research aims to evaluate the implementation of the archives destruction policy from 1968 to 2019 at the General Bureau of the Indonesian National Archives (ANRI), focusing on four key dimensions: effectiveness, efficiency, adequacy, and accuracy. The findings are anticipated to reinforce the implementation of archives destruction across government agencies on a national scale.

LITERATURE REVIEW

1. Policy Evaluation Theory

Policy evaluation is a crucial stage in the public policy process, aimed at assessing the extent to which a policy has achieved its intended objectives. Dunn (2003) explains that policy evaluation is conducted to provide valid and reliable information regarding a policy's performance, particularly in terms of effectiveness, efficiency, adequacy, and appropriateness. These four indicators serve as benchmarks in this study. Effectiveness relates to the extent to which policy outcomes align with objectives; efficiency relates to the comparison between outcomes and resources used; adequacy describes the policy's ability to solve public problems; and appropriateness measures the policy's alignment with societal values and needs.

2. Archives Destruction Policy

The policy regarding the destruction of archives is governed by Law Number 43 of 2009, which pertains to Archives, as well as Government Regulation Number 28 of 2012, which addresses the implementation of the Archives Law. The technical aspects of destruction are further detailed in the Regulation of the Head of the National Archives of the Republic of Indonesia Number 9 of 2017, which provides Guidelines for Archives Destruction. Archives are to be destroyed when the records have reached their expiration and possess no secondary value, all while maintaining the principles of legality and accountability. The execution of archive destruction activities within the ANRI General Bureau necessitates collaboration among the work units that produce archives, the archives assessment team, and the Archives Rescue Directorate. Nevertheless, research reveals a discrepancy between policy and its execution. Prolonged administrative procedures, a shortage of human resources for archivists, and insufficient use of information technology are significant obstacles that impede the effective implementation of archives destruction.

3. The Function of Human Resources in Archiving

The role of an archivist is a professional one, encompassing various duties, responsibilities, and authority in the execution of archival tasks. According to the Regulations of the Head of the Indonesian National Archives (ANRI) Number 4 of 2017, archivists are tasked with the management, nurturing, and reduction of archives within government institutions. From the viewpoint of Human Capital Theory as articulated by Becker (1993), investing in individuals through education, training, and the development of competencies enhances both individual and organizational productivity.

4. Previous Research

Numerous prior in investigations have explored the execution of archive destruction and the reduction of inactive archives across different agencies. Fitriyani (2023) highlighted the significance of inter-unit collaboration and a well-defined archive retention schedule in facilitating the reduction process. In contrast, Jayawardhana (20210, through a case study conducted at the University of Kelaniya in Sri Lanka, illustrated that a successful archive destruction policy necessitates the backing of a cohesive information system and skilled archivists. Building upon these earlier studies, the current research aims to make a novel contribution by concentrating on the assessment of archive destruction policies at the General Bureau of the Indonesia National Archives (ANRI) from 1968 to 2019. This study empirically investigates policy implementation through the lens of policy evaluation theory and the function of archival human resources.

METHOD

A. Research Approach

This study employs a descriptive qualitative approach utilizing a case study method at the General Bureau of the National Archives of the Republic of Indonesia (ANRI). This approach was selected as it allows the researchers to gain a comprehensive understanding of the processes involved in the implementation of archive destruction policies, including the dynamics, challenges, and strategies employed by practitioners in the field. The case study method is used to contextually illustrate the destruction of archives within ANRI, particularly during the period from 1968 to 2019. The research focuses on evaluating four primary aspects of policy implementation: effectiveness, efficiency, adequacy, and accuracy, in accordance with Dunn's (2003) policy evaluation model. This approach also takes into account the principles of good governance, such as accountability, transparency, and resource efficiency in the execution of archive destruction.

B. Data Collection Method
1. Documentation Review

The collection of secondary data was achieved by examining a range of regulations and documents pertinent to archive destruction, which included:

- Law Number 43 of 2009 regarding Archives.
- Government Regulation Number 28 of 2012 on the Execution of the Archives Law;
- Regulation of the Head of ANRI Number 9 of 2017 outlining Guidelines for Archives Destruction;
- Report detailing the execution of archive destruction from 1968 to 2019; and
- Minutes from archive destruction sessions at the ANRI General Bureau.

2. In-depth Interviews

Interviews were carried out with three primary informants: an archivist responsible for executing the archive destruction program and an acting archives manager at the General Bureau of the Indonesian National Archives (ANRI). The purpose of these interviews was to obtain a direct understanding of the archive destruction process, the challenges faced, and the strategies employed to address them.

One informant remarked. "The implementation was postponed. It was scheduled for the start of the year, but it only occurred in August due to our wait for document verification from the directorate, "highlighting administrative challenges that affected the effectiveness of policy execution.

3. Participation Observation

Direct observation was conducted regarding the procedure for compiling the list of proposed archives for destruction, the evaluation activities carried out by the Assessment Team, and the execution of the physical destruction of archives at the PT. Lembong-Cileungsi Paper Factory in Bogor. These observations enabled researchers to gather factual data concerning the process, the responsibilities of each work unit, and the state of the supporting facilities and infrastructure related to the archive destruction activities.

C. Data Analysis

The process of data analysis was carried out qualitatively through three primary phases: data reduction, data presentation, and conclusion formulation. During the data reduction phase, researchers sifted through information pertinent to the research focus, specifically the execution of the archives destruction policy. Subsequently, the data were shifted into a thematic narrative to aid in interpretation and categorization according to Dunn's four policy indicators (effectiveness, efficiency, adequacy, and accuracy). Conclusions were derived by methodically interpreting the data in accordance with public policy evaluation theory and archival principles. To bolster data validity, source and method triangulation techniques were employed, which involved comparing findings from interviews, observations, and official documents.

Image: Signing of the Minutes of Archive Destruction at the Noerhadi-ANRI Building. Jakarta, February 23, 2023
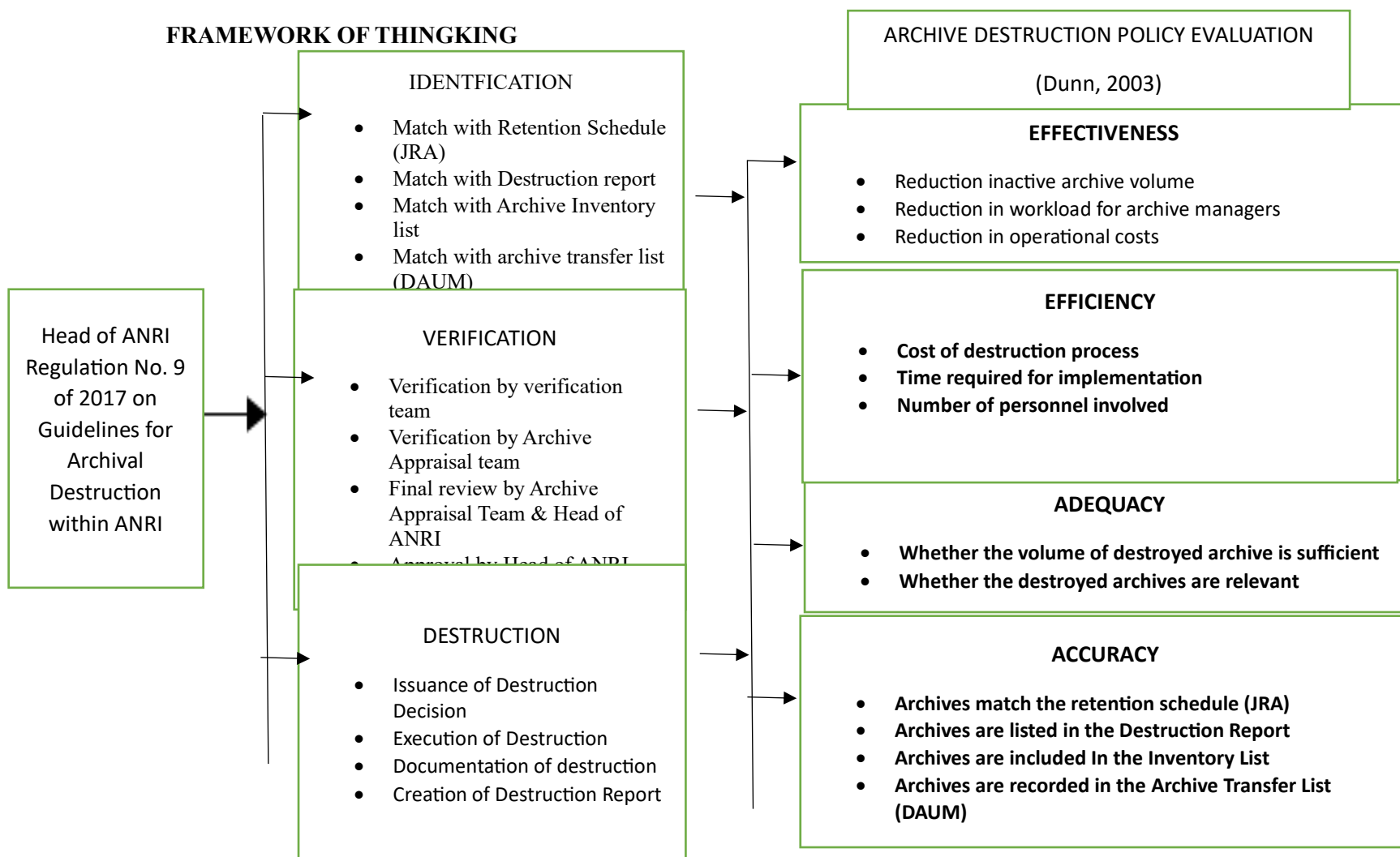
The photograph depicting the signing of the Minutes of Archive Destruction for the years 1968–2019 within the ANRI context on February 7, 2023, illustrates that the archives being destroyed cover a span exceeding 50 years. This is noteworthy considering that regulations permit destruction after a mere 10 years; such a situation implicitly suggests the presence of implementation challenges in the field, including delays and barriers that result in archives being destroyed only after several decades. Consequently, this underscores that archive destruction is not merely a vital and regulated practice of archive management aimed at reducing archive volumes, but it also reveals significant challenges in its execution that necessitate further assessment.

No	Unit Pengolah	2018		2019		2020		2021	2022		2023	
		Kertas	Boks	Kertas	Boks	Kertas	Boks		Kertas	Boks	Kertas	Boks
	SEKRETARIAT UTAMA											
1	Biro Umum	4	3	15		2		6	26		8	
2	Biro Organisasi, Kepegawaian dan Hukum	92				61					90	
3	Biro Perencanaan dan Humas	76	16	61	13		5	14	4	5		415
	DEPUTI BIDANG PEMBINAAN											
4	Direktorat Kearsipan Pusat			11		40			38		57	
5	Direktorat Kearsipan Daerah 1	11	8			67		37	26	2	21	
6	Direktorat Kearsipan Daerah 2	14	12			13		25	37		23	
7	Direktorat SDM Kearsipan dan Sertifikasi	169		111							433	
	DEPUTI BIDANG KONSERVASI											
8	Direktorat Akuisisi								13		10	13
9	Direktorat Pengolahan	9	1	17		11		4			7	1
10	Direktorat Preservasi	3	3			22			14	1	11	
11	Direktorat Layanan dan Pemanfaatan							110	13		10	4
	IPSK											
12	Pusjibang SIK (Pusat SJIKN)	8	4	4		4		4			8	
13	Pusjibang Siskar	9	1	3				7	4		1	
14	Pusdatin	3	3	10		6		6			1	
	DIBAWAH KEPALA											
15	Pusat Jasa Kearsipan	23	98	19		26		19	22			
16	Inspektorat	19	16	15							40	
17	Pusat Akreditasi Kearsipan			22		43		32	83		49	
18	Pusdipres											
	ESELON 3 TERTENTU											
19	Bagian Keuangan (Biro Umum)	103				221			481		253	
20	Bagian Perencanaan (Biro perencanaan dan	95	3	21				16	30		16	
21	Bagian Kepegawaian (Biro OKH)										28	
18	Pusdiklat (UK2)											
22	Balai Arsip dan Tsunami Aceh (UK2)											

Image: transfer of archives of processing units within the ANRI environment 1998-2023

Data indicates considerable variations in archive volume across processing units and over the years, with the General Bureau, including its finance department, documenting the transfer of 1,122 boxes of inactive archives, which signifies a high level of archive transfer activity; this disparity in box numbers and annual variations suggests differences in the creation and management of inactive archives, potentially leading to an accumulation of archives that complicates their organization and use, thereby affecting the quality of archival services due to constrained priorities, infrastructure, and resources; this situation fosters a need for further investigation, while the destruction of archives represents a vital step in sustainable management to tackle the increase in archive volume and ensure adherence to regulations, as evidenced by the ANRI archive destruction report for 1968–2019, which noted the destruction of 17,142 archive items in 750 boxes in 2023, highlighting the significance of this process in creating storage space and conserving resources.

FRAMEWORK OF THINGKING

Head of ANRI Regulation No. 9 of 2017 on Guidelines for Archival Destruction within ANRI

IDENTFICATION

- Match with Retention Schedule (JRA)
- Match with Destruction report
- Match with Archive Inventory list
- Match with archive transfer list (DAUM)

VERIFICATION

- Verification by verification team
- Verification by Archive Appraisal team
- Final review by Archive Appraisal Team & Head of ANRI
- Approval by Head of ANRI

DESTRUCTION

- Issuance of Destruction Decision
- Execution of Destruction
- Documentation of destruction
- Creation of Destruction Report

ARCHIVE DESTRUCTION POLICY EVALUATION

(Dunn, 2003)

EFFECTIVENESS

- Reduction inactive archive volume
- Reduction in workload for archive managers
- Reduction in operational costs

EFFICIENCY

- **Cost of destruction process**
- **Time required for implementation**
- **Number of personnel involved**

ADEQUACY

- **Whether the volume of destroyed archive is sufficient**
- **Whether the destroyed archives are relevant**

ACCURACY

- **Archives match the retention schedule (JRA)**
- **Archives are listed in the Destruction Report**
- **Archives are included In the Inventory List**
- **Archives are recorded in the Archive Transfer List (DAUM)**

The image titled *"Framework of Thinking"* illustrates the structured process and evaluation criteria for archival destruction within ANRI (National Archives of the Republic of Indonesia), based on Regulation No. 9 of 2017. It outlines a three-stage procedural flow—Identification, Verification, and Destruction—ensuring that archival records are properly matched, reviewed, and approved before being eliminated. On the right side, it presents four key evaluation dimensions: Effectiveness, Efficiency, Adequacy, and Accuracy, which assess the impact of destruction on archive volume, workload, costs, relevance, and compliance with archival standards. This framework emphasizes that archival destruction is not only a technical procedure but also a regulated and evaluative practice aimed at sustainable archive managemen

RESULTS AND DISCUSSION
1. Research Finding

According to documentation, interviews, and observations, the execution of the archives destruction policy at the ANRI General Bureau from 1968 to 2019 largely adhered to legal requirements. Archives were eliminated for records that had reached their expiration, lacked secondary use value, and had received approval from both the institution's leadership and the National Archives of the Republic of Indonesia. The archives destruction initiative at the ANRI General Bureau has demonstrated a notable impact on reducing the volume of archives. The implementation report indicates that the number of records successfully destroyed amounted to 63.83% of the total inactive records that were deemed to have no further use value. Results from interviews suggest that this policy effectively enhanced storage space efficiency and improved the retrieval process for active records. One informant remarked," Following the destruction, the storage area has become more spacious, facilitating the management of records that still possess use value."

Nevertheless, this effectiveness has not been entirely complemented by optimal efficiency. The protracted administrative procedure, which ranges from the submission of the proposed destruction list to the issuance of the approval letter, frequently hinders the timely execution of archive destruction. Informant 2 remarked that " the ideal duration is four months, but it can extend to seven months due to the necessity of awaiting verification from the directorate and obtaining signatures from pertinent officials." Moreover, the limited availability of archivists constitutes a significant barrier. Interviews indicated that the excessive workload faced by archivists, which is disproportionate to the available human resources, contributes to the delays in compiling the proposed destruction list. Informant 3 noted," we have only a handful of personnel, and the volume of archives requiring processing is vast; thus, it requires considerable time to verify all the files."

2. Thematic Analysis and Narrative of Interview Results

A. The Strategic Role of Archive Destruction
The destruction of archives serves a strategic function in preserving the efficiency and effectiveness of archive management. According to the interviews conducted, archivists recognize that this process encompasses not merely the elimination of archives but also guarantees systematic administration and institutional accountability. Furthermore, archive destruction acts as a sign of systematic archive reduction, as required by Law Number 43 of 2009 regarding Archives.

B. Execution of the Archives Destruction Policy
The execution of this policy at the ANRI General Bureau is considered suitable as it aligns with the stipulations outlined in the Archives Retention Schedule (JRA) and ANRI Head Regulation Number 9 of 2017. All archives designated for destruction have undergone a value-use assessment and have been sanctioned by the Archives Assessment Team. Nevertheless, bureaucratic hurdles between different units present a challenge, resulting in delays in the execution process.
Informant 1 remarked that, "the execution in practice adheres to regulations; however, the administrative procedures are protracted due to the necessity of inter-unit coordination." This suggests that while the policy has been correctly executed, the implementation framework requires streamlining to enhance efficiency.

C. Archives Procedures and Classification
The protocols for the destruction of archives at ANRI are meticulously defined, beginning with the evaluation of the archives' utility value, followed by the creation of a list of archives proposed for destruction, their

verification, and the actual process of destruction. In practice, the archives that are destroyed typically include inactive records, such as incoming and outgoing correspondence, official memos, and general administrative documents that have surpassed their retention periods. Interviews indicated that not all work units possess a comprehensive understanding of the procedures for archive destruction, which leads to delays in the preparation of lists of proposed archives for destruction. Consequently, there is a pressing need for enhanced technical knowledge and better coordination among the various work units within ANRI.

D. Technology and Information Systems Support

From a technology standpoint, ANRI has created the SRIKANDI (Integrated Dynamical Archival Information System) application to facilitate the management of dynamic archives. Nevertheless, this system integration is not yet fully capable of supporting the processes of archive reduction and destruction, as it remains in the development phase. The absence of direct integration between SRIKANDI and the National Archives Information Network (JIKN) results in the identification of destroyed archives being a manual task. Informant 2 remarked, "If the system were integrated with JIKN, we could immediately identify archives that have expired without having to physically open them one by one." This underscores the necessity for the digitization and integration of archival data to expedite the reduction process in the future.

E. Limited Human Resources, Facilities, and Supporting Resources

The insufficient number of archivists represents the primary challenge in executing archive destruction. According to interviews, the ratio of archivists within the General Bureau remains inadequate in relation to the volume of archives that require management. Additionally, the availability of supporting facilities, including storage areas and destruction machinery, continues to be restricted. Informant 3 remarked that "we are short on personnel and archive destruction machinery due to the current equipment being damaged, and obtaining replacements necessitates an official note." This scenario underscores the necessity for enhanced focus on the provision of facilities and infrastructure to ensure that archive destruction processes can be conducted swiftly, effectively, and in an environmentally sustainable manner.

F. Assessment and Enhancement Plan

The findings from the evaluation suggest that the metrics for policy effectiveness and accuracy have been met; however, the metrics for efficiency and adequacy require further enhancement. The primary elements influencing efficiency include constrained human resources, protracted bureaucratic procedures, and the inefficient application of information technology. Consequently, a strategy is essential to enhance policy execution by bolstering human resource capabilities, expediting digital transformation, and creating more straightforward standard operating procedures (SOPs).

G. Anticipations Regarding Future Archives Destruction Policy

Informants express a desire for future archives destruction operations to be executed with greater speed and efficiency via an electronic-based system. The digitization of verification, assessment, and approval procedures is expected to reduce timeframes and enhance accountability. Additionally, it is essential to improve collaboration among work units within ANRI to ensure that the archives destruction process is conducted concurrently and in a well-coordinated manner.

CONCLUSION

Based on the research and analysis regarding the execution of the archives destruction policy at the General Bureau of the Indonesian National Archives (ANRI) from 1968 to 2019, it can be concluded that this policy has proven to be effective and suitable, yet it continues to encounter challenges related to efficiency and adequacy. From the standpoint of effectiveness, the archives destruction activities have led to a substantial reduction in the volume of archives by 63.83%, ensuring that the destroyed archives have genuinely lost their administrative, legal, or historical significance. Furthermore, the destruction process adhered to the stipulations outlined in the Archives Retention Schedule (JRA) as well as relevant laws and regulations. In terms of accuracy, the execution of the archives destruction policy aligns with sound archival principles. There were no instances of incorrect destruction of significant archives, which suggests that the verification and assessment phases of the archives were conducted meticulously.

Nevertheless, from an efficiency perspective, the implementation of the policy has not reached its full potential. The limited quantity of archives, the protracted administrative processes among units, and the insufficient application of information technology have resulted in delays in the destruction process. One informant remarked that "the implementation was delayed; the plan was for the beginning of the year, but it was only executed in August," highlighting the time and coordination issues that require further enhancement.

In the meantime, the elements of adequacy, human resource assistance, facilities, and infrastructure have not entirely facilitated the attainment of policy goals. There is an urgent need for initiatives aimed at enhancing the capabilities of archivists and establishing a cohesive archival information system to bolster the implementation of future policies.

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