

Analysis of Archival Management Practices for Student Transfer: A Case Study in Indonesia

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Abstract

This study aims to analyze archival management practices of student transfer, problems faced in the process, and the assessment of the process at the Madrasah Education Section of the Ministry of Religious Affairs of Surabaya City. The writers collected data through participant observation, documentation, and interviews with this office unit head and staff. This study found that archives management of student transfer in this Office unit was done manually, starting from receiving, recording, arranging, storing, shrinking, and eliminating archives. Archival activities that faced issues include reception (e.g., incomplete files submitted), recording (e.g., not using database system), arrangement (e.g., lacking equipment), and storage (e.g., limited space). Archival activities that can be considered adequate include archives reception, engagement, reduction, and destruction. These findings provide factual issues in the archive management system, needing a comprehensive refinement. The results suggest that an information technology-based archiving system is necessary to improve student transfer efficiency and effectiveness. Future research needs to be directed at examining archive management models and challenges in other state offices.

Keywords - Archives management, information technology, public service, records management, student transfer.

I. INTRODUCTION

Archives are essential sources of information for organizations or offices, both public and private. The function of archives includes, among others, a source of decision-making assistance, legal evidence of the existence of an organization, and a memory center[1]. The loss of archives, especially those containing critical information, will harm the organization. Besides, many people need records of activities to remind authentic and reliable evidentiary purposes such as administrative, legal, health, and other purposes. Sound archives management, including human resources development and the latest information technology application, is needed to ensure archives security and benefits[2]. The adoption of advanced technology in human activities is widespread, particularly in the digital era of industrial revolution 4.0[3].

There are fundamental problems related to archiving. Jimerson [4] analyzed issues commonly associated

with archiving: confusion over the definition of archives and records, the archiving profession, technological challenges, funding, and relevance. Similarly, Kenya's university record management problems include insufficient funding, facilities and materials, personnel, and infrastructure[5]. The previous Head of the National Archives of the Republic of Indonesia details common issues related to archives management in Indonesia, including loss of archives loss, archives inadequacy, difficulty in recalling archives quickly and accurately, documents piled in many places, and archives administration not following archival principles[6]. At the practical level, archiving problems include the following: lack of understanding of the importance of records; less-skilled employees; continued increase in the volume of files; the absence of a standard working procedure for archiving; unsupervised and unstandardized borrowing system; the difficulty of recalling required documents; and improper archives placement and arrangement[7].

The Madrasah Education Section at the Ministry of Religious Affairs of Surabaya City (abbreviated as MES MoRA Surabaya) is a work unit that directly deals with madrasahs, school principals, teachers, education personnel, and student services, including student transfer. Student transfer procedures involve a relatively significant number of files to be handled remarkably for the student transfer from outside districts or provinces. Mishandling the records would result in a severe problem and even harming students/parents. Thus, proper record management is crucial in this regard.

Previous research on student transfer has focused on other than archival management. Rahesti [8] created an information system of class distribution and student transfer at Junior High Schools in Yogyakarta to examine its performance. Similarly, Cahya & Hasugian [9] developed and tested an information system design for High School student transfers at the West Java Office of Education to notify the completed referral letter, inform the path to follow, and facilitate registrants for searching the transfer registration files. These studies did not deal with the actual archive management of student transfer. Sakdiyah [10] studied archives management in the High Schools, and Ningrum [11] studied archives management in Madrasah Ibtidaiyah to describe and evaluate its process. Still, these two studies did not specifically present the administration of student transfer archives.



Research dealing with archives management of student transfer has received little attention, especially in the MoRA offices. In fact, in managing student transfer archives, the Office could face issues that deserve solutions. Leaving this unstudied could lead to more severe problems resulting in declining trust in public service. This study aimed to analyze the archives management of the student transfer, the issues faced in the process, and the assessment of the archival activities at the MES MoRA Surabaya. The study results can practically contribute to how the student transfer process should be carried out and provide valuable lessons for other locations.

II. LITERATURE REVIEW

A. Archive definition

Archives can be defined as documents with specific uses, stored systematically, and quickly retrieved when needed. Law No. 43 of 2009 on Archives defines archives as "records of activities or events in various forms and media ... created and accepted by state institutions, local governments, educational institutions, companies, political organizations, community organizations, and individuals in their implementation, social, national, and state life"[12]. The International Standard Organization defines archives as information created, received, and managed as evidence or information that organizations or individuals use to realize legal obligations or business transactions[13]. Archives include many things, namely all records or information on activities that have been carried out or provided by individuals or organizations for use as valid evidence in taking action or decisions[14].

There were archival activities in ancient times, where people recorded many activities in simple natural materials, such as papyrus leaves, clay tablets, and palm leaves. Archives used to be in the form of printed materials or items that could be directly observed, such as letters, documents, certificates, and books. Besides their initial formats, archives have now developed into audio, video, or digital forms. Records have implications for archiving work either with simple equipment or sophisticated or even super-sophisticated equipment such as computer technology. Sugiarto & Wahyono [15] comprehensively summarize types of archives from various aspects, namely by subject (employment, marketing, financial, and educational archives); by utility value (informative, administrative, historical, educational, economic, scientific, and legal archives); by authenticity (original, referral, copy, and excerpt archives); by function (static and dynamic archives); by management level (central and unit archives); by importance level (vital, useful, and useless archives); by physical form (letters, digital files, records, diskettes, CDs, and microfilms); and by legal force (authentic and not authentic archives).

The number of archives managed in organizations or offices varies depending on their size and work scope.

Larger organizations have many more documents than smaller ones, and the complexity of managing them is higher.

B. Archives management

Archives management can be defined as an activity or program to assess, acquire, organize, preserve, authenticate, and provide access to valuable records permanently[16,17]. Others define archives management as a managerial activity to handle various documents ranging from receiving, recording, organizing, storing, shrinking, and destroying records [18]. There are agreed guidelines for managing these processes. The creation of archives covers managing incoming and outgoing documents. According to Barthos [19], activities for handling incoming documents include (1) receiving mail (collecting and counting, checking the correctness of the address, recording proof of receipt on a card or book, separating documents based on the intended, opening the documents (except secret ones), and checking their completeness; (2) sorting papers, that is dividing and grouping documents according to their types and groups; (3) recording documents using a diary or agenda books and certain cards; (4) directing the documents, determining the direction of documents to be conveyed, e.g., leaders or processors; and (5) systematic storage of documents. Activities for outgoing documents include creating, recording, delivering, and storing documents[20].

Archive arrangement aims to organize and store information and physical archives regularly according to the system and correctly according to reasoning. They can be found quickly and precisely and facilitate efficient and useful archive arrangement[21]. The structure of archives includes three main elements, namely storage, placement, and retrieval. Archives should be arranged based on correct procedures and steps. The incoming documents and the outgoing ones should be placed separately in different folders and kept in other spaces[22]. The filing and arrangement of dynamic archives are usually called a "filing system," to device an archive storage system according to the alphabet, subject, number, region, and time sequence or chronology[23].

There are five different archive storage systems; each has its advantages and disadvantages[24,25]. First, the alphabetical filing system is a storage and retrieval system based on alphabetical order. In this system, all files or documents are arranged alphabetically by the name of the person, organization, or Office. Second, the subject filing system, where all manuscripts or records are compiled and grouped according to the subject matter. Third, the numerical filing system is based on numbers, and this system is often called the tenth classification code. In this system, a letter code is a number determined by the relevant organizational unit. Fourth is a geographical filing system, where the archive's arrangement is based on the title, name, region, or area. This regional system must be supported by other systems such as an alphabet system or date system in the

storage area. This method requires that every letter originating from the same zone be kept in the same place. Fifth, the chronological filing system is the records arrangement based on time indicators: year, month, and date, where the year is as the main guideline, then the month and date. The chronological system is used in filing if the archive is a series involving the same problem and comes from the same agency.

Records shrinking or disposition is an attempt to reduce the number of archives created in an organization. Archives depreciation includes (1) destroying archives that no longer have primary or secondary use-values; (2) transferring records whose frequency of use is scarce (inactive) from the work unit to the records center (where inactive records are stored); (3) submit archives of historical value, but not of primary use-value to the authorized agency (National Archives); and 4) transferring from paper files to other media (e.g., microfilm, CD-ROM, DLT, and so on) [26]. In carrying out the transfer of records, it is necessary to do essential things[27]. First, an examination is carried out on the list of archives information to determine the inactive status of records. Second, archives transfer must be done with a particular device to ensure the security of information and its physical conditions, both on the way and in the submission process. Third, archive arrangement, namely the archives transferred from the processing unit to the archiving center, must be organized and managed by applicable technical regulations. Fourth, making minutes of archive transfer in which there are appointed witnesses from the work unit. Fifth, the implementation of moving inactive records can be carried out per organizational conditions.

The destruction of inactive archives intends to reduce the accumulation of files/documents that have no use-value and have exceeded the storage period and safeguard and protect agency secrets and state secrets according to the prevailing laws and regulations. According to the Regulation of the Head of the National Archives of the Republic of Indonesia Number 25 of 2012, Concerning the Guidelines for Destruction of Archives, the procedure for destroying archives goes through eight stages: (1) forming an appraisal committee; (2) archive selection; (3) list of destroyed proposal files; (4) assessment by the assessment committee; (6) request approval for destruction from the leadership of the creator of the archive; (7) determination of the archives to be destroyed; and (8) destruction of records[28].

Proper archives management includes the right data arrangement, full-service provision, and the ability to provide quick and precise access for those who need archives[29]. Many objectives serve records management, including accurate and complete documentation of organizational records, controlling the number and quality of papers, controlling the archive creation mechanism, simplifying activities, records systems and processes, and preventing unnecessary paperwork.

The implementation of archive supervision is also crucial in encouraging the creation of orderly management of

dynamic records and a better accountability system[30]. One way to determine the strengths and weaknesses of records management is through an archival audit that aims to produce institutional change recommendations[31]. The benefits of supervision concerning archives include: overseeing the number of documents; making policies; procedures and work methods of archiving better; minimizing double archives; improving the correctness and validity of data and information; increasing cost efficiency of carrying out archival activities; increasing archive security; improving archival work processes; maintaining the physical form of archives, and controlling the efficient use of files[18]. An organization or Office can carry out control with an approach of one or a combination of three types of power, namely: (1) feed-forward, directed to detect and anticipate problems or deviations from the standard before they appear; (2) concurrent (preventive), allowing people to act (e.g., provide corrections and adjustments) on a process or activity while it is taking place; and (3) feedback focuses on the final result of the process, namely the provision of information as a basis for implementing future activities similar to the present one to prevent similar errors[32].

C. Student transfer

Moving students are facilitated by Law, which states that every student in each education unit has the right to move to an academic program in other equivalent educational paths and levels[33]. Some requirements apply for student transfer according to the regulations followed by the respective institutions. The government has provided operational instructions for student transfer, especially in public schools.

According to Imron [34], student transfer has two patterns. First, the student movement from one school to another or a movement to a region or place. The type of school, level or class, and department or study program in the new school should be the same as those in the old ones. The second pattern is students' movement from one type of program to another; this occurs within the school. In Indonesia, student transfer commonly occurs for several reasons, including students themselves, the family, the school, and the peer. Comparatively, in the West, five often cited reasons for parents to move their children to other schools include children feeling unhappy, being dissatisfied with the school system, family financial conditions change, fear for children's safety, and unable to attend lessons[35].

The procedure for moving schools can differ from one region to another or from schools to schools. Based on the criteria of student transfer outlined in the Madrasah Administration Document Standards by the Directorate of Madrasah Education, Directorate General of Islamic Education, Indonesian Ministry of Religious Affairs [36], general procedures for moving madrasah apply[37], as follows.

1. Parents/guardians of students submit a Moving School Application Letter (MSAL) to the madrasah that they want to leave.
2. Madrasah issues a Moving School Certificate (MSC) based on MSAL, containing the reasons for moving, the name and address of the destination madrasah.
3. If the moving occurs between districts/cities, a Moving School Recommendation Letter (MSRL) is required from the District/City MoRA Office of origin.
4. Parents/guardians of students receive an MSC and an Application Letter for Moving School Recommendation (ALMSR) addressed to the District/City MoRA Office. The students' parents/guardians take them to the District/City MoRA Office to obtain a Moving School Recommendation Letter (MSRL).
5. The District/City MoRA Office of origin issues the MSRL.
6. Parents/guardians of students bring the MSC (from the original madrasah) and the MSRL (from the District/City MoRA Office) to the destination madrasah.

At the destination madrasah, the procedure for moving in is as follows:

1. Parents/guardians of students submit the MSC accompanied by MSRL, a copy of MSAL, and student reports.
2. The destination madrasah issues a Certificate of Receiving Transfer Students (CRTS)
3. Parents/guardians of students submit a CRTS (from the destination madrasah) to the original madrasah.

These procedures indicate the complexity of records management as they involve documents from within the Office and users and external offices. The complexity would be more apparent along with a higher number of both within city and intercity student transfer.

III. RESEARCH METHODS

This research is descriptive with a case study approach to describe the phenomena that occur in an organization. A descriptive study is a method that aims to depict problems that arise in the field in detail. This research model is often identified as phenomenological research [38]. Using this approach, the researcher analyzed student transfer archives management at the MES MoRA Surabaya. The study was conducted in two months, namely September - October 2020. The research team conducted direct observations to collect data about student transfer's administrative process, incoming and outgoing student transfers. This lengthy observation was made possible because most teams carried out management practices at the site while conducting this study.

Furthermore, the research team conducted unstructured interviews[39] in an informal conversation[40] as the researchers interacted with the staff and the head of the Madrasah Education Section for a relatively long time[41] to obtain information about the student transfer process. Documents relating to student transfer were also collected

and analyzed. All data gathered from observations, interviews, and documentaries were analyzed using an inductive method to produce a comprehensive explanation of student transfer records management at the research location.

IV. FINDINGS DAN DISCUSSION

The Ministry of Religious Affairs of Surabaya oversees several sections whose main tasks and functions are prescribed by the eight National Education Standards. One of the units is the Madrasah Education Section, which has duties and functions, among others, to carry out public and administrative services related to student archival issues, including student transfer. Internal human resources in this Section consist of seven staff and a section head. Student transfer here is in two models: incoming student transfer, the movement of madrasah students from other Districts/Cities into Surabaya City, and outgoing transfer, the movement of madrasah students from Surabaya City to other Districts/Cities.

The MES MoRA Surabaya deals with documents arising from the school moving procedures when students' parents/guardians submit MSC papers and ALMSR, and the Office will issue the MSRL. This process seems simple, but the actual handling of the student transfer files submitted is complicated. The MES MoRA Surabaya requires proper and correct archive management to reduce the burden on employees in managing data, correspondence activities and maintaining the quality of archives, both in terms of information and physical archives[16]. Handling archives properly is mandatory for a public service provider, especially the state offices[30]. Student transfer records are essential information for the MES office and the students, e.g., administrative completion for both old offices and schools and the new ones. The new place may use the documents to decide to accept or reject the new transferring students. According to commonly adopted archive management procedures, the MES MoRA Surabaya handles student transfer documents, including receiving, recording, arranging, storing, shrinking, and destroying archives[42–44]. The following is the discussion of the detailed management activities, issues faced, and their assessment.

A. Archive receiving

In daily practice, the staff first check incoming student transfer files for their completeness before being archived. The file completeness refers to the student transfer application meeting the requirements, and usually in printed form to prove their validity. The purpose of checking document completeness is to sort appropriate files for further follow up by local staff. Since the application of One-Stop Integrated Service (PTSP) in MoRA Surabaya, the applicants moving in Surabaya need to register via PTSP to get a service registration number and a letter of recommendation from MoRA Surabaya. The staff then thoroughly check all attached files and the recommendation letter from the MoRA of origin.

The rigorous check at receiving files aims to avoid errors in student transfer. This practice can be said to be following the general guidelines of good governance, especially the principle of accuracy. Law of the Republic of Indonesia Number 30 of 2014 concerning Government Administration[45] requires adherence to accuracy principle, which means that a decision or action must be based on complete information and documents to support the legality of establishing and implementing a decision or action. Recent research has found that accuracy and thoroughness in work positively impact service satisfaction[46].

Some minor obstacles were faced concerning the admission process, especially when the student transfer files deposited do not meet the requirements, such as file errors. Also, there are file submitters other than the parents/guardians of students who do not have the complete and correct information. In this case, the submitters experienced confusion when the officer had to ask for detailed data about the student, for example, the place and the birth date. Good communication of the officer could overcome these obstacles with little effort.

B. Archive recording

When the file acceptance is declared to have passed, and the data is valid and meets the specified completeness, it is recorded electronically with Microsoft Office Word and Microsoft Excel. Observations found no standard format used as a reference in recording archives, and the staff informant confirmed this. The absence of a typical form may be related to the view that not all technical matters in the Office require detailed guidelines. However, the use of software in recording archives makes it easy for office staff to manage incoming and outgoing files and make it easier for them to retrieve the records if needed[47].

According to Amsyah [48], there are three kinds of procedures used in recording, namely: (1) the agenda book procedure functions as a tool to search for letters stored in files; (2) the expedition book procedure serves as proof of receipt, delivery, letters or goods; and (3) manuscript administration procedure, which functions as a tool to facilitate the presentation and processing of data and information. The manuscript contains letters to be distributed to authorized administrators for processing the letters concerned. The use of software makes it easy to create and use standard formats for recording archives.

C. Archive arranging

After recording the files neatly, the MES MoRA Surabaya's filing process continues by making a format according to the serial number of the deposit date or the time sequence (chronological) system for each file, which is adjusted to minimize problems when searching for files. This process can be said to be appropriate. The file arrangement needs to be done correctly to ensure the preservation of files from unwanted circumstances and maintain file integrity. Maintaining authentic and reliable archives of an organization's activities or Office is a Law mandate[49].

However, many physical documents require storage space in terms of adequacy and security[50]. Limited resources cause the main problems concerning student transfer archives. Most of the student transfer files were still in the form of hard documents and were still not neatly organized so that the file search took a long time and caused unnecessary noise. This condition is exacerbated by the unbalance space with the needs in the Section. This picture contributes to one of the common problems of the filing system in Indonesia[25,51,52]. The proper records management requires adequate equipment such as stop maps, folders, instructions, cabinets, file cabinets, file boxes, file shelves, file dividers, cardboard, and visible files[44]. The MES MoRA Surabaya staff utilized unused cardboard boxes as File Boxes for arranging student transfer archives to minimize this problem. This effort was proven to save time searching for files and made files tidier and less scattered on the floor.

D. Archive storing

Once appropriately recorded, the archive is stored in the available storage media and place. Each staff at the MES MoRA Surabaya is required to manage their documents according to their respective responsibilities. This situation results in piles of old and new files in many places, making the office area look less tidy. It seems that the space for storing archives in this Office is limited. This practice may be regarded as less efficient and effective. The problem of storing archives occurs in many locations[53] due to limited office space, management, and even attitudes towards archives.

Archive storage is storing files in a particular place and organizing and compiling them according to their type and use. When it comes to storage, the easiness and availability for future use and the speed of finding the stored documents are the most crucial consideration[20,54]. This speed depends a lot on the system used, equipment, and filing officers.

Facilities and infrastructure for file storage are required, for example, a filing cabinet[55]. In general, archive storage is divided into two, namely (1) temporary storage and (2) permanent storage[23]. Temporary storage is the archive storage used for the time being before documents are processed. Temporary storage consists of folders labeled with a valid date for three months, each month consisting of 31 date folders, 31 folders for the current month, 31 folders for the following month, and so on. The monthly guide marks the change of the month. Pending items or letters for a particular time can be entered in the folder under the desired month and date reached, and when the process is complete, the documents pending are kept in file storage. Meanwhile, permanent storage is a type of file storage used for a particular period after processing.

A good maintenance and storage system is an effort to maintain records, protect, solve problems, and take steps to save physical archives, especially archival information,

and ensure archives' survival from being destroyed[21]. This process follows the National Archives Law[12], emphasizing the importance of protecting and preserving archives and their places. Storage is essential to maintain essential records. Therefore, it is necessary to choose the right place for archive storage, especially in the paper. Several things need to be considered in placing paper files in the Office, namely the safety of equipment such as fire- and water-resistant safes so that documents can withstand any disaster in the Office. A secure filing cabinet is a right choice, as long as the document organization is maintained. Besides, security and site access needs to be considered, including the provision of surveillance cameras or special guards or allowing only certain people to access. Storage room temperature conditions are also imperative to avoid paper degradation[56,57].

E. Archive shrinking

When student transfer archive storage begins to pile up, it is necessary to shrink the archive. Depreciation of student transfer archives at the MES MoRA Surabaya is carried out by moving inactive archives from the central file located in the work unit to the archive center based on a combination of centralization-decentralization. As long as it is still active, records are managed and stored in each work unit. Determination of inactive records is done by looking at the active retention column in the archive retention schedule. If found, a complete list is made, including type, year, content, arrangement, and use. After that, the inactive archive is organized and stored correctly. The implementation of archival depreciation at the MES MoRA followed the literature prescription and generally was effective. Mandulangi [58] states that archival depreciation is an activity to reduce archives, documents, or manuscripts that no longer have a use-value and are seen from the archive retention schedule through moving, destroying, or submitting archives. Meanwhile, according to Archive Law [12], archival shrinking reduces and removes inactive records, eliminates documents, and deliver static archives to official archival institutions, such as national archives. Shrinking archives minimizes the number of unuseful files and the energy savings from maintaining them and reducing their storage space load.

F. Archive destroying

The MES MoRA Surabaya abolishes ten-year documents, including student transfer files recorded as inactive archives and no use-value for this office unit. The purpose of abolishment was to reduce the piling of useless files and empty storage spaces for the newer and useful archives. Before deciding to destroy the records, the office staff carefully examined their status to avoid unnecessary accidents. The MES MoRA Surabaya follows the National Archives Law in destroying records[12]. The destruction process applies to the following: (1) archives that have no use-value, (2) based on the archive retention schedule, (3) files having no relationship with the prohibiting legislation,

and (4) documents not connected with the settlement of a legal case. Eliminating some archives is reasonable because the office space would never be sufficient for storing documents piling up daily.

V. CONCLUSION

Records play a significant role in an organization, and therefore good records management is required. Proper records management can help administrative work and support the organization in realizing its goals and making it easier to search for information needed to support the decision-making process or policy-making [18]. The management of student transfer archives at the MES MoRA Surabaya goes through six techniques: receiving, recording, arranging, storing, shrinking, and destroying archives. These processes are done manually except for recording incoming archives with word and excel software, although not in a database system. Some techniques which face problems include receiving, recording, arranging, and storing archives in the work unit. Additionally, archival activities that can be categorized as compelling are the reception, arrangement, reduction, and destruction of records.

This study suggests a need for comprehensive development of archive management, including human resources, facilities and infrastructure, and implementation of a computerized system. Systemic improvement will facilitate and streamline office work, especially about student transfer management. E-archive seems urgent because it can save space and simplify data management, and people are increasingly IT literate and use it in routine life, including dealing with office services. With IT-based archive management installation, office work would become more efficient and effective and improve service users' satisfaction.

This study used only one case, thus disallowing a general conclusion on archival management practices in Indonesia's public offices. Similar studies on archives management in other public offices could offer a more comprehensive picture of this theme.

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