Research Article

Policy Formulation for Organizing Archives in Lubuklinggau City

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Abstract.

The formation of a policy on archiving in Lubuklinggau City is the government's response to the urgency of structuring a comprehensive and integrated archiving system. Currently, this policy is still being drafted. Therefore, this paper aims to examine policy formulation using a goal-oriented model. A qualitative-descriptive approach collected data through in-depth interviews with key stakeholders, direct observation of archival practices, and documentation studies of relevant regulations. The results show that policy formulation focuses on providing legal certainty, ensuring the availability of authentic archives, and improving the quality of archival services. Meanwhile, the resource analysis revealed gaps between ideal needs and actual conditions, especially in human resources and infrastructure. Furthermore, the formulated policies include establishing a Regional Archives Institute, developing archival human resources through continuous training, standardizing dynamic and static archive management, and implementing an electronic archive system through SRIKANDI. This comprehensive approach is expected to increase the effectiveness of archiving in Lubuklinggau City and overcome the challenges reflected in the category C (Less) assessment in the 2022 Regional Level National Archives Supervision Report. This paper provides insight into the archival policy formulation process at the regional level and can serve as a reference for the development of similar policies in other regions.

Keywords: goal oriented, organization of archives, policy formulation, regional archives

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1. Introduction

In 2024, the Government of Lubuklinggau City took a strategic step to develop a policy on archiving. This initiative is the government's response to the urgency of structuring a comprehensive and integrated archival system, as mandated in Law Number 43 of 2009 concerning Archives. This step is an effort to maintain the vital role of archives as the backbone of good governance [1]

Based on the results of the National Archives Supervision Report at the Regional Level in 2022 conducted by the National Archives of the Republic of Indonesia (ANRI), the organization of archives in Lubuklinggau City was rated with category C (Less). This assessment indicates a gap between archive management practices in the field and the national standards that have been set. One of the main indicators highlighted in the

assessment is the availability of archival policies, where Lubuklinggau City does not yet have specific regulations related to the organization of archives.

The unavailability of this regulation has a broad impact on various aspects of archive management in the city. The problems faced are very complex, ranging from the lack of readiness of regional apparatus in managing archives to the unavailability of systematically organized archives in accordance with applicable archival standards. This situation is in line with the findings of Al-Alawi [2], who identified that the absence of a comprehensive archival policy can lead to disorganization in government information management.

The absence of clear regulations has also resulted in many archives that have not been properly managed, making important and historical information difficult to access when needed. This potentially hampers evidence-based decision-making and threatens the preservation of the city's documentary heritage [3]; [4]. Furthermore, this situation may result in the obstruction of public services and decreased government accountability.

One of the main impacts of the absence of regulations is the lack of trained human resources in the field of archives, especially archivists who have adequate competence and expertise. Rodin et al. ([5] and Syarifah et al. [6], in their writing, revealed a positive correlation between the quality and quantity of archival human resources and the effectiveness of archive management in government agencies. They emphasize the importance of developing archivists' competencies through continuous education and training programs.

In addition, existing archival facilities and infrastructure still do not meet the standards required for effective and efficient archive management. Rafi Ramadhan [7] asserts that adequate archival infrastructure, including a secure and accessible digital storage system, is a prerequisite for realizing effective archive governance in the era of digital transformation. This condition leads to the accumulation of archives that are not well organized and difficult to access again, which ultimately hampers operations and decision-making in various government agencies and other organizations.

The Lubuklinggau City Government has actually tried to improve archive management by implementing a Dynamic Archive System (SKD). However, the implementation of SKD still faces various obstacles and requires improvement. This finding is in line with a study conducted by Singeh et al., [8], which identified that the successful implementation of a digital archive system depends not only on technological sophistication, but

also on organizational readiness, HR competencies, and the availability of supporting regulations.

The development of human resources trained in archiving and the provision of adequate facilities and infrastructure to support better records management are top priorities. This is in line with the recommendations of recent studies that emphasize the importance of investing in human resource capacity development and archival infrastructure as the foundation of an effective archival system [9]; [10].

In addition, increasing awareness of the importance of archives among Regional Apparatus Organizations (OPD), Regional-Owned Enterprises (BUMD), educational institutions, companies, political organizations, community organizations, village governments, and the general public is also very necessary. This awareness must be built through intensive and continuous socialization so that all parties understand the importance of good records management and are actively involved in this improvement effort. [11], in their study on "archival literacy," emphasized the importance of building a collective understanding of the strategic value of archives in supporting transparency, accountability, and public participation in governance.

Seeing the urgency and complexity of the existing problems, the formation of regional regulations related to the organization of archives is very important and urgent. This regulation is expected to be a strong legal basis for regulating and supervising the organization of archives in Lubuklinggau City. With clear regulations, it is expected that archive management can be carried out in a more structured, systematic, and in accordance with applicable standards so that important information can be accessed easily and used to support various operational and decision-making needs in various sectors.

Based on the description above regarding the formation of policies on the organization of the archives, the purpose of this paper is to examine and describe the policy formulation for organizing archives in Lubuklinggau City. Previous studies have shown various policy formulation processes, factors that influence policy formulation, and stakeholder interactions in policy formulation.

To determine the state of the art and novelty of the writing, a bibliometric analysis was conducted using the VOSviewer application on 200 articles written in the last five years (2019-2023) obtained from the Crossref bibliographic database. The analysis includes network visualization, overlay visualization, and density visualization using the keyword "Policy Formulation." The results of the analysis are presented in the form of a

network analysis (Figure 1). Previous writings on policy formulation show that there are five clusters referring to the policy cycle, policy formulation process, policy stakeholder interaction, law, and policy impact, indicating the amount of writing related to these sectors in the context of policy formulation.
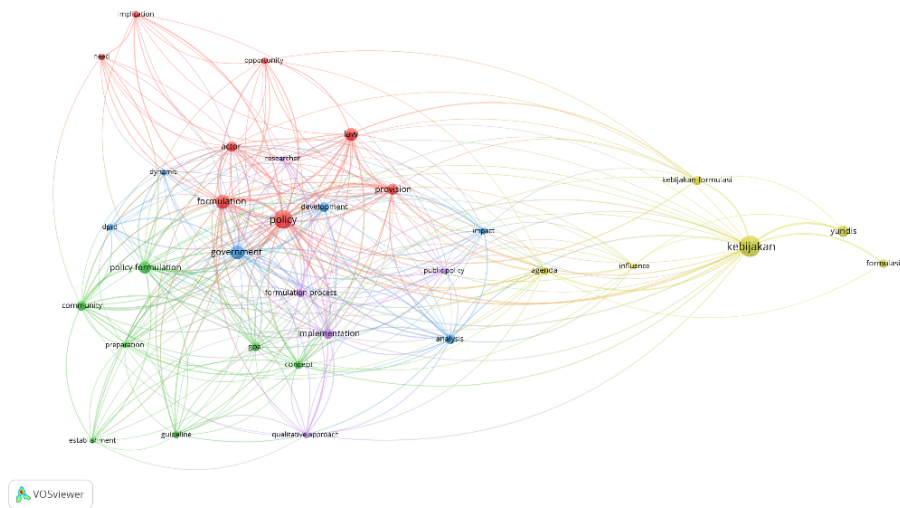

Figure 1: Network Visualization of Previous Writing Article Publications related to Policy Formulation.

To examine policy formulation, this paper uses a goal-oriented policy formulation model according to Nugroho [12], who states that there are many policy models that can be categorized into two, namely problem-oriented policy formulation models and goal-oriented policy formulation models. According to Nugroho, goal-oriented policy formulation can be detailed in the following arrangement of activities:

1. Establish the objectives to be achieved within a given timeframe.

2. Examine the adequacy of available resources, particularly the time, manpower, systems, and facilities required.

3. Develop policies that support the management of these resources to achieve the objectives

The goal-oriented policy formulation model can be described as follows:

1. Goal setting: this initial stage involves identifying and setting clear and specific goals to be achieved within a defined period. The goals should be measurable and realistic.

2. Resource analysis: this step involves assessing the availability and adequacy of resources required to achieve the objectives. These resources include time, manpower,
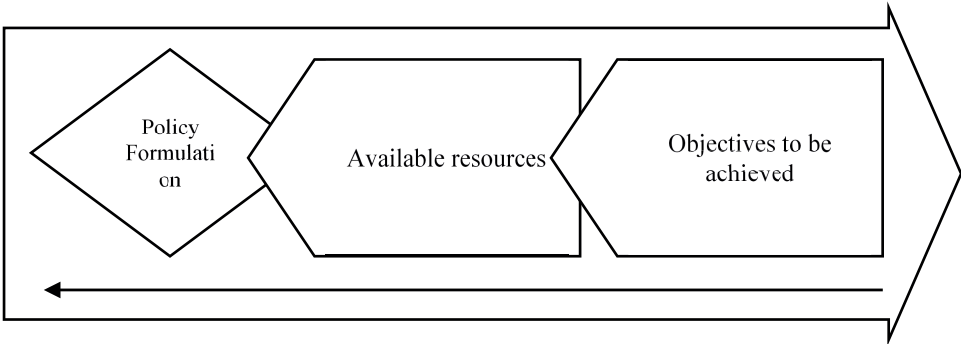
Figure 2: Model Goal Oriented. *Source: Nugroho, 2024.*

systems, and facilities. This analysis is important to ensure that all the required elements are available and accessible.

3. Policy development: this final stage involves developing specific and structured policies to manage and utilize existing resources. These policies should be designed to maximize efficiency and effectiveness in achieving the set objectives.

This model emphasizes the importance of setting clear and specific objectives as the basis for policy formulation. Thus, this paper will explore how these objectives are identified, formulated, and implemented in the archives policy being formulated. This paper is expected to provide concrete recommendations to improve the effectiveness and efficiency of archive management in Lubuklinggau City, as well as provide an academic contribution to the field of public policy studies, especially in the context of organizing archives.

2. Methods

This writing uses a qualitative-descriptive approach. [13] explains that qualitative writing is an approach used to explore and understand the meaning that a group of individuals or groups attribute to social or humanitarian problems. This writing uses a descriptive method to provide a detailed description of the policy formulation for organizing archives in Lubuklinggau City. The qualitative-descriptive approach was chosen because it allows the author to gain an in-depth understanding of complex phenomena through the collection of rich and detailed data.

The informants in this paper were selected by purposive and snowball sampling. The purposive sampling method allows the author to select informants who have knowledge and experience relevant to the topic of writing, while snowball sampling allows the author to expand the informant network based on recommendations from

initial informants. The criteria for selecting informants follow the guidelines expressed by Faisal [14]namely: those who master or understand something through the process of enculturation, those who are still involved in the activities under study, those who have sufficient time to provide information; those who do not tend to convey their own "packaged" information; and those who are initially quite unfamiliar with the author so that they are more attractive to be used as sources. Informants in this paper include members of DPRD Fraction 2 of Lubuklinggau City, the Head of Lubuklinggau City Library and Archives Office, Archivists of Regional Apparatus Organizations (OPD) of Lubuklinggau City, and academics from Bengkulu University who assisted in the preparation of academic papers and Ranperda on the implementation of archives.

This paper uses interviews, observations, documentation studies, and triangulation as data collection techniques. Its qualitative data management model is the Miles & Huberman [15] model, which is carried out interactively through three main stages: data reduction, data display, and conclusion drawing and verification.

3. Results and Discussion

3.1. Determination of Objectives to be Achieved

Determining the objectives to be achieved in the context of policy formulation for organizing archives in Lubuklinggau City is a fundamental step that requires in-depth and comprehensive consideration. [16] emphasizes that goal setting is a crucial stage in the public policy-making process, where the objectives set must meet clear, measurable, and realistic criteria. This perspective is reinforced by [17] who argues that policy objectives must reflect the values and aspirations of the community so that the resulting policies are truly beneficial and in accordance with public needs. Furthermore, Nugroho [12] also highlights the importance of considering the social, economic, and political context in goal setting, as well as accommodating the interests of various stakeholders to create inclusive and equitable policies.

In the realm of archives, Terry Cook [18] expands the understanding of the goals of modern archival policy. According to Cook, these goals should not only be limited to document preservation but should also include accessibility and utilization of archives for public benefit. This emphasizes the dual function of archives as sources of historical information and tools to support government transparency and accountability. [19] adds another important dimension by emphasizing the need for functional assessment in

determining the value of archives, which means that not all documents have the same value, and there needs to be a systematic evaluation system to determine priorities in archive management.

In the context of Lubuklinggau City, archiving policy formulation begins with the establishment of a set of objectives that reflect the local government's understanding of the strategic role of archives. These objectives do not only focus on administrative aspects but also consider the long-term impact on governance, historic preservation, and overall regional development. One of the main objectives set is to provide legal certainty in the organization of integrated, comprehensive, and sustainable archives. This goal arises from the realization of the lack of a specific legal umbrella that is in accordance with the conditions of the Lubuklinggau region, which has led to various complex problems in archival practice.

In more detail, the objectives set include several aspects. First, we need to ensure the availability of good, correct, authentic, and reliable archives in all elements of government and society in Lubuklinggau City. Second, to create a comprehensive and integrated archival system. Third, the management and utilization of archives must be realized in accordance with applicable regulations. Other objectives include ensuring the safety of archives as evidence of accountability, maintaining regional assets as identity and identity, and improving the quality of public services in the field of archival information.

In addition, the presence of this policy is also a form of government openness to technological and information developments, as well as supporting efforts to develop electronic government (E-government) by the Indonesian government, especially after the issuance of Presidential Regulation Number 95 of 2018 concerning Electronic-Based Government Systems. This policy on the implementation of archives in Lubuklinggau City mandates the implementation of electronic archives to every archive organizer in the Lubuklinggau City area, especially by using the Dynamic Archive Information System (SRIKANDI). This step reflects the local government's commitment to adopt modern technology solutions in archive management, which can improve efficiency, accessibility, and data security.

The use of SRIKANDI as an integrated archive system is a strategic move in line with global trends in government information management. The system not only facilitates electronic storage and retrieval of records but also supports more efficient work processes, enables better inter-agency collaboration, and increases transparency in

the management of public documents. By integrating SRIKANDI into its archival policy, Lubuklinggau City demonstrates its commitment to being part of the broader smart city and good governance movement.

The establishment of these goals, including the adoption of an electronic archiving system, is the result of an in-depth analysis of the specific conditions and needs of Lubuklinggau City and refers to standards and best practices in modern archival management. Thus, it is expected that the resulting policy will be able to address the existing challenges while positioning Lubuklinggau City's archival system as an effective and efficient model in supporting good governance, preservation of regional cultural heritage, and digital transformation of government.

3.2. Adequacy of Available Resources

In a policy context, the adequacy of resources is a crucial factor that cannot be ignored. O Jones et al. [20] emphasized the importance of resource adequacy analysis in the policy formulation process, arguing that the availability of adequate resources, both financial and non-financial, determines the success of a policy. In line with this view, George C. Edwards III [12] identifies resources as one of the four critical factors in policy implementation, along with communication, disposition, and bureaucratic structure. This perspective reinforces the understanding that without sufficient resource support, even good policies have the potential to fail in their implementation.

Furthermore, Grindle [21] expands the discussion by highlighting the importance of considering the local context in assessing resource adequacy. This argument is based on the reality that each region has different characteristics and capacities, so the analysis of resource adequacy should be tailored to the specific conditions of each region.

In the realm of archival administration, where the complexity of challenges is increasing along with technological developments, [22] emphasize the urgency of investing in digital technologies to ensure the authenticity and reliability of electronic records. This argument broadens the scope of the resource adequacy analysis, which must now consider not only conventional aspects such as human and financial resources but also the availability of information technology, digital and physical storage capacity, and HR competencies in modern archives. This perspective emphasizes that in the digital age, the adequacy of archival resources must be understood in a broader and more complex context.

In addition, Shepherd [23] makes an important contribution to this discussion by highlighting the significance of local capacity building in archives management. This argument is particularly relevant for local contexts such as Lubuklinggau City in its efforts to develop local archival expertise. This approach emphasizes the importance of building and strengthening local capabilities, rather than relying solely on external resources, to achieve sustainability in records management.

The reality in the field, especially in Lubuklinggau City, shows a gap between the ideal needs and actual conditions of archival resources. The Lubuklinggau City Library and Archives Office, for example, still faces challenges in terms of human resources. In 2024, there were only eight people in charge of archives, consisting of 2 structural officials, four certain functional people, and two administrative staff. The details of human resources owned by the Lubuklinggau City Library and Archives Office are as follows:

1) **Based on Group**

TABLE 1:

Institution	Group			
	I	II	III	IV
Library and Archives Office	0	4	23	6
Total	0	4	23	6

Source: DUK Dispurasip as of December 2022

2) **Based on Education**

TABLE 2:

Institution	Education							Total
	Elementary	Junior High	High School	Diploma	S1	S2	S3	
Library and Archives Office	0	0	2	5	22	4	0	33
Total	0	0	2	5	22	4	0	33

Source: DUK Dispurasip as of December 2022

3) **Based on Echelon**

In addition, there are several obstacles faced in archival affairs, among others:

a. Lack of OPD readiness, resulting in many archives that have not been organized systematically in accordance with applicable archival standards. This causes many archives that have essential information value but are difficult to access and manage efficiently.

TABLE 3:

Instansi	Echelon			
	I	II	III	IV
Library and Archives Office	0	2	4	17
Total	0	2	4	17

Source: DUK Dispurasip as of December 2022

b. Archival guidance at the OPD and kelurahan levels is still not optimal. This is due to the lack of Human Resources (HR) trained in archiving, especially archivists. The limited number of archivists hampers efforts to foster and manage quality archives at the local level.

c. Inadequate archival facilities and infrastructure are also an obstacle in archive management. The lack of physical and technological facilities needed to efficiently store, organize, and access archives complicates the overall archive management process. In addition, the shortage of skilled and trained archivists is also a contributing factor in overcoming challenges in the archival field.

For this reason, in formulating archiving policies, the Lubuklinggau City government shows great attention to the aspect of adequate resources. This is reflected in various provisions in the draft local regulation that specifically and comprehensively regulate human resources, financing, and archival facilities and infrastructure.

This policy specifically addresses human resources. The local government recognizes that the success of archiving is highly dependent on the quality and quantity of human resources who manage it. Therefore, this policy regulates the procurement of archivists and archive management officers in detail.

More than just procurement, this policy also emphasizes the importance of developing the competence of archival human resources through continuous education and training. This reflects the understanding that the archival field is constantly evolving, especially with the digital transformation, so archival human resources need to improve their knowledge and skills continuously. This approach is expected to produce archival personnel who not only have technical expertise but are also able to adapt to technological developments and best practices in the archival field.

This policy also regulates the provision of welfare benefits for archivists and records management officers. This shows the local government's recognition of the archival profession and efforts to increase the motivation and retention of archival human resources. By providing adequate incentives, it is expected to attract and retain the

best talent in the archives field, which in turn will improve the overall quality of records management.

In terms of financing, this policy shows a strong commitment from the local government to allocate an adequate budget for the organization of archives. The main source of financing is determined to come from the APBD, which shows that archiving is seen as an important government affair and deserves a special budget allocation. In addition, this policy also opens up opportunities to obtain financing from other legitimate sources, which can be interpreted as flexibility to find alternative sources of funding if needed.

This financing policy not only covers routine operations but also details the various aspects that need to be financed. This includes financing for policy formulation, archival guidance, archive management, writing and development, human resource development, education and training, and provision of infrastructure and facilities. This broad scope shows a comprehensive understanding of the financing needs for effective and sustainable archiving.

This policy also gives special attention to facilities and infrastructure. Local governments require the provision of archival infrastructure and facilities in accordance with standards, such as regulating the provision of archive depots. This reflects an understanding of the need for specialized storage space for archives that meets security, preservation, and accessibility standards.

Furthermore, this policy encourages the utilization and development of archival infrastructure in accordance with advances in information and communication technology. This shows the local government's awareness of the importance of adopting technology in records management to improve efficiency, effectiveness, and accessibility. This approach also reflects the readiness of local governments to face the challenges of archive management in the digital era, where the volume of information produced is increasing and in increasingly diverse formats. By considering aspects of human resources, financing, facilities, and infrastructure thoroughly in its policy formulation, the Lubuklinggau City government demonstrates a comprehensive and realistic approach to organizing archives. This policy not only sets ideal goals but also considers the availability and development of resources needed to achieve these goals. This approach is expected to ensure the sustainability and effectiveness of archiving in Lubuklinggau City in the long term.

3.3. Formulation of Policies that Support Resource Management to Achieve Goals

In an effort to support resource management to achieve the objectives of organizing archives, the Lubuklinggau City government, in formulating policies, considers various comprehensive, systematic, and interrelated resource needs. These policies cover various aspects of archival management and are designed to maximize the utilization of available resources while addressing the challenges and opportunities in modern archiving.

One of the key policies is the establishment of the Regional Archives Institute (LKD). The establishment of this specialized institution shows the seriousness and commitment of local governments in handling archival affairs. The LKD is given a broad mandate, including responsibility for static archive management and archival development at the regional level. The existence of LKD is expected to become the center of coordination and standardization of archival practices in all local government agencies, thus ensuring consistency, efficiency, and effectiveness in archive management.

LKD is also positioned as the institution responsible for acquiring static archives from various sources, including government organizations, BUMDs, educational institutions, political organizations, community organizations, and even individuals. This reflects an inclusive approach to preserving regional documentary heritage, where archives from various elements of society are considered important to maintain.

Another very important policy is the development of archival human resources. This policy covers the procurement of archivists and records management officers, as well as the development of their competencies through continuous education and training. In addition, this policy also regulates the provision of welfare benefits for archival human resources, including health benefits and extra food.

The policy also sets minimum standards for the number of archivists and records management officers in each work unit. This shows an effort to ensure an even and adequate distribution of archival human resources in all local government agencies. With this minimum standard, it is expected that each work unit has sufficient capacity to manage its archives professionally.

This policy regulates the management of dynamic, static, and electronic archives in detail. This structured arrangement aims to ensure proper handling of each type of archive according to its characteristics and useful value. For dynamic archives, this policy regulates the creation, use, maintenance, and depreciation of archives. As for static

archives, this policy regulates the acquisition, processing, preservation, and access of archives.

Especially for electronic archives, this policy shows awareness of the importance of archive management in the digital era. This policy regulates the creation and receipt of electronic archives, use, storage, maintenance, depreciation, acquisition, description and processing, digital preservation, and access and utilization of electronic archives. Furthermore, this policy also encourages the implementation of the Integrated Dynamic Archive Information System (SRIKANDI), which shows the commitment of local governments to adopt information technology in archive management. SRIKANDI is expected to improve the efficiency and effectiveness of dynamic archive management, as well as facilitate information integration between agencies.

4. Conclusion

By adopting a goal-oriented model that focuses on goal setting, resource analysis, and policy formulation to examine the formulation of archiving policies in Lubuklinggau City, the author concludes that the main objectives of the policy include providing legal certainty, ensuring the availability of authentic archives, creating an integrated archiving system, and improving the quality of public services in the field of archiving. Resource analysis reveals a significant gap between ideal needs and actual conditions, especially in terms of archival human resources, infrastructure, and archive management systems. To address this, the formulated policies include the establishment of a Regional Archives Institute, the development of archival human resources, the standardization of dynamic and static archive management, and the implementation of an electronic archive system (SRIKANDI). This comprehensive approach shows the local government's efforts in integrating aspects of regulation, human resources, technology, and budget to achieve effective and efficient archiving in Lubuklinggau City.

Based on these findings, it is recommended that in the policy formulation stage, a more in-depth needs analysis, wider stakeholder involvement, assessment of best practices from other regions, and the preparation of clear performance indicators to facilitate the evaluation of future policy implementation. In addition, there needs to be a regular monitoring and evaluation mechanism to ensure policy effectiveness and adaptability to changing needs and technology in the field of archives.

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