

National movement for good recordkeeping awareness and commitment to archiving in Indonesia

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Received: July 2021; Accepted: May 2022; Published: June 2022

Abstract

The National Archives of the Republic of Indonesia (ANRI) revealed in 2016 that most government agencies' recordkeeping was inadequate. As a result, ANRI established the National Movement for the Awareness of Good Recordkeeping (GNSTA) to improve the situation. Initially, this movement used social movements as a framework to broaden its formal, emotional, and substantive dimensions. The study aimed to examine the implementation of the GN(S)TA program and consider what actions the program's designers and organizers can take to improve the program's quality. This study conducted from 2017 to mid-2019 used qualitative methods, specifically case study and unintentional participatory observation techniques, and updated data from 2019 to 2021. This research found that the GN(S)TA program, a state-sponsored social movement model, has successfully made government agencies recharge their commitment to good records management. Many government agencies participated in this program's success in improving their records management quality after joining the program. That improvement indicated that government agencies' commitment to proper record management has increased based on the perspective of the formal dimension. Unfortunately, the emotional and substantial dimensions fell behind. If this situation persisted, the commitment would be unendurable. The study concludes that this state-sponsored movement program effectively increases the enthusiasm of government agencies. However, it is too focused on the formal dimension.

Keywords: Movement for awareness of orderly archiving; State-sponsored social movement; Records management; Commitment

Gerakan nasional kesadaran kearsipan yang baik dan komitmen tertib kearsipan di Indonesia

Abstrak

Arsip Nasional Republik Indonesia (ANRI) pada 2016 mengungkapkan bahwa status pengelolaan arsip pada mayoritas instansi pemerintah kurang layak. Untuk memperbaiki kondisi ini kemudian, ANRI mencanangkan program Gerakan Nasional (Sadar) Tertib Arsip atau GN(S)TA. Pada awalnya, gerakan ini menggunakan gerakan sosial sebagai kerangka untuk meningkatkan dimensi formal dan emosional, serta substansial. Penelitian ini bertujuan menganalisis implementasi program GN(S)TA dan menganalisis tindakan apa yang dapat dilakukan oleh desainer dan penyelenggara program ini untuk meningkatkan kualitas program. Penelitian ini dilakukan dari tahun 2017 hingga pertengahan tahun 2019 dengan menggunakan metode kualitatif, khususnya studi kasus dan observasi terlibat tidak terencana, dan peremajaan data dilakukan kembali pada 2019-2021. Hasil penelitian menemukan bahwa Program GN(S)TA, sebuah model gerakan sosial yang disponsori negara, berhasil membuat instansi pemerintah mengisi kembali komitmen untuk pengelolaan arsip yang baik. Banyak instansi pemerintah yang berhasil memperbaiki kualitas pengelolaan arsip pasca bergabung dalam program ini. Kondisi ini menandakan telah menguatnya komitmen instansi pemerintah dalam mengelola arsip dari segi dimensi formal namun dimensi emosional dan substansial terlupakan. Ketika kondisi ini diteruskan, maka komitmen dan praktik pengelolaan arsip yang baik yang sudah mulai menguat tersebut sulit bertahan lama. Kesimpulan penelitian adalah program ini sebuah state-sponsored movement. Program ini efektif menguatkan antusiasme agensi pemerintah, namun pemerintah terlalu fokus pada dimensi formal.

Kata Kunci: Gerakan sadar tertib arsip; State-sponsored social movement; Pengelolaan arsip; Komitmen

INTRODUCTION

The wave of bureaucratic reform in Indonesia is part of the reforms in all fields planned following the 1998 political reform. In general, bureaucratic reform was implemented to promote good governance. This reform was run as a step toward alleviating the slump caused by the multifaceted crisis that afflicted Indonesia at the time.

Since President Habibie's administration (1998-1999), the foundation for bureaucratic reform has been laid. Then, as part of the National Long-Term Development Plan 2005-2025, President Susilo Bambang Yudhoyono (SBY) (2004-2014) compiled general references and outlines of bureaucratic reform policies. The issue of bureaucratic reform is specifically addressed in the Grand Design of Bureaucratic Reform in the 2010-2025 regulation. The regulation outlines a roadmap with an outline of priority targets for 15 years, divided every 5 years. This program has become a priority in every post-SBY administration, including the current one led by President Jokowi.

Records management is one of the domains of concern for improving the administration (management) field in the bureaucratic reform scheme. In this section, records management is one of the variables used to support increased efficiency, transparency, and accountability in the work process (Jumiyati, 2015; Sudja, 2019). As a result of this circumstance, records management is one of the elements considered in the bureaucratic reform assessment. If this variable has a low value, it will impact the organization's value of bureaucratic reform. The evaluation value of bureaucratic reform then influences the number of incentives (performance

allowances) obtained by employees of those organizations.

However, this situation does not encourage government agencies to be concerned about the problem of managing their records. According to the audit results from the 2016 National Accreditation Center of the Republic of Indonesia (ANRI) of 613 government agencies (ministry, non-ministerial government agencies, provincial governments, regency/municipal governments), only 1.7% predicated good and 0.16% categorized excellence in records management. It reflects how impoverished the records management conditions in government agencies. To overcome these problems, ANRI developed a program that was expected to be different from the techniques used before. The program officially launched in 2016 under the name National Movement for the (Awareness of) Good Recordkeeping (*Gerakan Nasional (Sadar) Tertib Arsip: GN(S)TA*).

Since the program's inception, several government agencies have declared themselves to be in charge of it. The wave of membership declarations organized by various government agencies in the spirit of GN(S)TA continues to present. These occurrences indicate that the government's attitude toward records management issues improved. Initially, the program was designed by including several components, formal, substantive, and emotional.

A formal component is a tool to make the archival laws and regulations objective fulfilled formally. Furthermore, the substantive element is a device to ensure that the legislative targets are linear with empirical reality. Lastly, the emotional component is an instrument to

produce positive attitudes of actors of the movements toward their profession and work. However, there are strong indications that, at the implementation level, this program is overly focused on the formal aspects, leaving the substantive and emotional aspects unexplored.

Based on these symptoms, an effort is required to describe the program elements in an integrated manner to boost the records management in Indonesia. Therefore this research is conducted. The study aims to examine the implementation of the GN(S)TA program and formulate what actions program designers and organizers can take to improve program quality.

Several studies on similar topics have been conducted, including those by Yuliani (2021); Kurniatun (2018); Lawanda (2017); Kutu and Popoola (2016); Wang, Whitson, King, and Ramirez (2021). Some of these studies are present to determine the position of this research on this topic. Despite assessing the GNSTA program, Yuliani (2021) did not regard it as a state-sponsored social movement. Furthermore, Yuliani (2021) is limited to reviewing formal competence and has not addressed the emotional quality of archivists or other workers who operate in this program.

In line with Yuliani (2021) and Kurniatun (2018), while highlighting the problem of archive management more broadly, did not see the issue of archivists' emotional quality as part of the problem of records management. Lawanda (2017) conducted research of the same type as the two previous studies. Even though he has formulated the problem of archivists' or other workers' perceptions toward their professions, Lawanda (2017) has not formulated it as an emotional quality and dissects it to find solutions.

Kutu and Popoola (2016) have elaborated on the case of the relationship between psychological or emotional quality and commitment in the field of records management. This study examines the link between workplace commitment and the psychological climate. However, this research focuses on the archival professionals' commitment to the organization rather than on records management commitment. Furthermore, this study looks at the work environment's climate rather than the psychological quality of archival personnel.

Wang et al. (2021) discovered the impact of good emotions in creating worker partnerships while highlighting the relevance of emotional quality. However, Wang et al. (2021) interpret these feelings as a part of the organization's internal dynamics rather than an impact of a group movement. As analytical tools, this study employs several concepts. These concepts are social movement, records/archives, national movement for the awareness of good recordkeeping, and commitment toward records management.

From a sociological standpoint, a (social) movement is a network of people who bring their perfection into changing situations through collective action (Akbar, 2016). Based on this perspective, a social movement can be summerize into three: a group of people, promoting ideal values, and collective action to achieve these goals. There are two kinds of social movements, community-based and government-sponsored social movements. The state-sponsored social movements split into two parts, promotional and persecutory (Su, 2013) . The promotional movement focuses on ceremonial and collective actions that express and

reinforce values such as equality, transparency, and accountability (Su, 2013). Meanwhile, the persecutory movement focuses on state activities that mobilize actions to eliminate undesirable elements in society, such as genocide or racial discrimination (Su, 2013).

In paragraph 1 number 2 of Law Number 43 of concerning records and archives administration, archives/records shall mean records of activities or events in a variety of forms and media in accordance with the development of information and communication technology which are made and received by state institutions, local governments, education institutions, companies, political organizations, social organizations, and individuals as part of the community, nation, and state. Furthermore, in paragraph 1 number 24, records and archives administration shall mean all activities including policy, guidance, and management of records and archives in a national records and archives system that are supported by human resources, infrastructure, and facilities, as well as other resources (Undang-Undang Republik Indonesia Nomor 43 Tahun 2009 Tentang Kearsipan, 2009). Archives or records that are closely related to society. In this regard, archiving is a concept that encompasses the entire spectrum of both private and public individuals and institutions with a strong interest and involvement in the archives field to have a real impact on community development (Caswell, Cifor, & Ramirez, 2016).

National Movement for the Awareness of Good Recordkeeping (*Gerakan Nasional (Sadar) Tertib Arsip: GN(S)TA*) is an effort or program to raise government agency awareness of the goal of records and archive administration through policies, organizations, archival

resources, facilities and infrastructure, archives/records management, and funding (ANRI, 2017). This is the primary concept in this study. Commitment to records management is conceptualized using the concept of organizational commitment. Organizational commitment is an attitude toward employee loyalty and a strong desire to remain a part of the organization (Kutu & Popoola, 2016). According to this definition, a commitment to records management is an attitude of loyalty and a strong desire for an organization or employee to continue implementing records management.

Among similar studies, this one offers a unique viewpoint on government archival projects from a state-sponsored social movement standpoint. Furthermore, this study contextualizes the importance of emotional quality, studied in the setting of public protest movements, into a state-sponsored social movement. Moreover, when completing the evaluation process, a perspective that considers the formal, substantial, and emotional components integratively will aid program organizers in gaining a more comprehensive understanding.

RESEARCH METHODS

The research conducted from 2017 to mid-2019. However, to maintain its relevance, the researcher updated it by adding data/information in the 2019 to 2021 timeframe. The study used qualitative methods, specifically case study and unintentional participatory observation techniques. This method chose because the researchers initially had no desire to conduct research, even though they were working as a team to develop the conceptual framework of the GN(S)TA program. However, once the program was

up and running, the researchers agreed to conduct research on it as part of their efforts to provide input for the program's development. In this article, all researchers contribute equally.

Data collecting was processed through observation, document analysis, secondary data analysis, and unintended interviews. The researchers made observations during the meeting that discussed the program design. Further, the researchers analyzed various documents such as minutes of the meeting, policy paper documents, and other relevant primary documents. Meanwhile, to complete the information, researchers conducted literature reviews and Textual Network Analysis (TNA) used a web-based application called Socioviz on conversational data about the word of *arsip* and *arsiparis* on Twitter 23 August–1 September 2020. Meanwhile, data collection through unintended interviews run when a researcher was involved in an event and met two informants on 30 September 2019. Both informants were government officials (archivists) and were selected accidentally.

The researchers used data analysis techniques via selection, reduction, categorization, and conceptualization. The researcher selects the data that has been collected by eliminating irrelevant data. Then, the selected data were categorized for further analysis and conceptualization by synthesizing the data with the conceptual framework developed by the researchers.

RESULTS AND DISCUSSION

The condition of records management of government agencies in Indonesia can be shown based on the

ANRI Records and Archives Management Audit Unit from 2016 to 2017. The Records and Archives Management Audit Unit conducted an audit for the first time in 2016. Then, to make it more powerful, ANRI formalized it by the National Archives of the Republic of Indonesia Regulation Number 6 of 2019 concerning Records and Archives Management Audit. Records and Archives Management Audit is a process to assess the suitability between archival principles, rules, and standards with records and archives administration (Widyantika & Suliyati, 2019; Wuryatmini, 2020).

Records and archives audit survey in 2016 showed that only 6% of 34 ministries with good credit in table 1. Furthermore, table 1 represents the data on the recordkeeping conditions of ministries. In table 1, it could see that more than half of the ministries were still trapped below the averages.

Table 1

The Result of records and archives management audit on ministries

No	Status	Score	Total	%
1	Excellence	91 s.d 100	0	0%
2	Good	76 s.d 90	2	6%
3	Average	61 s.d 75	17	50%
4	Below average	51 s.d 60	4	12%
5	Poor	0 s.d 50	11	32%
			34	100%

Source: Center of Records and Archives Management Audit ANRI, 2016

Meanwhile, similar to the status of ministries, only 6% of 33 provincial government agencies had good credit in table 2.

Table 2

The result of records and archives management audit on provincial government agencies

No	Status	Score	Total	%
1	Excellence	91 s.d 100	0	0%
2	Good	76 s.d 90	2	6%
3	Average	61 s.d 75	6	18%
4	Below average	51 s.d 60	5	15%
5	Poor	0 s.d 50	20	61%
			33	100%

Source: Center of Records and Archives Management Audit ANRI, 2016

Then, it was discovered in 2017 that the state of Non-Ministerial Government agencies was likewise concerning, with only 1% of 78 agencies receiving exceptional credit and 7% in good standing in table 3.

Table 3

The result of records and archives management audit on non-ministerial government agencies, 2017

No	Status	Score	Total	%
1	Excellence	91 s.d 100	1	1 %
2	Good	76 s.d 90	2	7 %
3	Average	61 s.d 75	10	36%
4	Below average	51 s.d 60	4	14%
5	Poor	0 s.d 50	11	39%
			28	100%

Source: Center of Records and Archives Management Audit ANRI, 2017

Meanwhile, only 1% of 507 reGENCY/municipal government institutions are in good status in table 4.

Table 4

The result of records and archives management audit on reGENCY/municipal government agencies, 2017

No	Status	Score	Total	%
1	Excellence	91 s.d 100	0	0%
2	Good	76 s.d 90	8	1%
3	Average	61 s.d 75	25	2%
4	Below average	51 s.d 60	49	4%
5	Poor	0 s.d 50	425	93%
			507	100%

Source: Center of Records and Archives Management Audit ANRI, 2017

Several dimensions are being assessed in the audit of records and archives management. These dimensions are the availability of policies and guidance programs; records and archives management includes creation, use, maintenance, and destruction; archival resources include human resources, archival organization, facilities and infrastructure, as well as funding. Using this audit survey, ANRI has identified and mapped archival problems within government agencies. This finding is significant for ANRI because it revealed that most government agencies did not properly manage their records and archives.

Many factors cause conditions such as those in the data. ANRI usually highlights the ratio of archivists to the number of organizations fostered by archival institutions as a crucial issue that needs to be resolved. Based on 2020 national data from the Directorate of Archival Human Resources, the number of archivists in Indonesia is 4,889 people. There were 4,121,176 Indonesian civil servants based on the 2020 Indonesian Civil Service Agency data (Badan Kepegawaian Negara, 2020). This number, compared to the total of Indonesian

archivists, is equal to 0.11%. The number shows that only 11 among 100 civil servants were archivists.

Several factors could explain why the number of Indonesian archivists is small. The first issue is government officials' perceptions of archivists. According to some civil servants, the object of archival work is less prestigious because it is only clerical, dealing with old, dirty, and dusty documents (a phrase that often appears from archivists at archival events held by ANRI during the period 2010-2018). The second issue is the internal perception of government officials working in the archival field, who believe they are inferior because they are excluded and marginalized. When researchers crawl data on Twitter using the Socioviz application from 23 August to 1 September 2020 about sentiment towards archivists and archives, the relevance of this information remains strong in table 5.

Table 5

Familiar words relate to "*arsiparis*" and "*arsip*"

Familiar words	Frequency
<i>Berkas</i> (files)	49
<i>Arsiparis</i> (archivists)	36
<i>Kantor</i> (office)	14
<i>Bermasalah</i> (problematic)	12
<i>Amburadul</i> (disorganized)	12
<i>Pendidikan</i> (education)	12
<i>Tempat</i> (place)	12
<i>Gudang</i> (warehouse)	12

Source: socioviz, HarBaw account, 2020

Researchers discovered these sentiments following a fire at a government agency. On 22 August 2020, a fire broke out at the Attorney General's Office (Rahma, 2020). The fire incident sparked public concern about the state of the legal case files stored in the building. These statements reflect public concerns

about the poor record management in government agencies. Predictably, government officials continue to use the label being archived. Based on observation data, this label is a label for a troublesome employee transfer to the records and archives. In such circumstances, ANRI issued an inpassing regulation in 2015 for non-archivist civil servants interested in becoming archivists. The Ministry of Administrative and Bureaucratic Reform (*Kementerian PANRB*) strengthened this regulation because ANRI works in collaboration with the Ministry of Administrative and Bureaucratic Reform (*Kementerian PANRB*). The regulation is the Minister of Administrative and Bureaucratic Reform Regulation Number 48 of 2014 concerning Archivists, then regulated by the Minister of Administrative and Bureaucratic Reform Regulation Number 42 of 2018 concerning the Appointment of Civil Servants in Functional Positions Through Professional Adjustment. This regulation is in effect until 6 April 2021 (Sugito, 2019).

The regulation has a positive impact on the number of archivists. According to data compiled by the ANRI Directorate of Archival Human Resources from 2014 to September 2019, 1000 civil servants were recommended for appointment as archivists through this program. According to observation data, most of the participants who received the recommendation were nearing retirement age. It indicates that the majority of those who join the program do so to extend their retirement age. Sugito (2019) said these civil servants could lengthen their retirement age by participating in the program.

While a few others shared their reasons for joining this program, one of which was to avoid the risks that

structural officials could face, corruption. Informant stated.

"Last time when I worked at PPK, I had interrogation KPK. So, I chose to be fungsional. Yes, I think comfortably become archivist (U. H. Ikyusan, Interviewed, September 30, 2019).

Informant stated that he became an archivist after being interrogated by the Corruption Eradication Commission (KPK) for alleged bribery when he served as a Commitment Making Officer (PPK). Furthermore, informant claims that being an archivist entails fewer responsibilities than his previous position as a structural official.

Similarly, other informant stated.

"When I become structural officer, I have less time to my family. A structural officer time consuming, Mas. And then I move to become archivist, I have more time to my family" (A. M. Ryuga, Interviewed, September 30, 2019).

Based on this information, he became an archivist because his job as a structural official burdened him with heavy responsibilities and depleted his free time. In addition, while serving as a structural official, the informant felt he did not have enough time to spend with his family. Based on data from the Directorate of Archival Human Resources and Certification of ANRI, as of June 2020, 1,705 program participants were appointed as archivists. This data shows that the program accounts for 34.8% of the total archivists in Indonesia, which currently number 4,889 people. ANRI is aware of the situation. To remedy this situation, ANRI requires a new strategy. Then, ANRI developed a new plan of action. The significance of the new strategy

because using the same method to achieve different results violates logic's laws.

The strategy is known as the National Movement for the (Awareness of) Good Recordkeeping (*Gerakan (Sadar) Tertib Arsip/GNSTA*). On 17 August 2016, ANRI launched this program via the Ministry of Administrative Reform and Bureaucratic Reform. After the launch, several government agencies responded with a real program and action, such as the *GETAR PIKAT (Gerakan Sadar Tertib Arsip sebagai Pilar Akuntabilitas)* (The Movement for the Good Recordkeeping as a Pillar of Accountability) in West Java. ANRI also issued ANRI Regulation Number 7 of 2017 concerning the National Movement for the Awareness of Good Recordkeeping stipulated on 16 February 2016. Subsequently, the Ministry of Law and Human Rights ratified this regulation on 20 February 2017. The introduction of this regulation planned to compel government agencies and the general public to take concrete and broad actions to implement good recordkeeping practices (Yuliani, 2021).

The movement itself is related to a bureaucratic reform agenda. One of the bureaucratic reform indicators is accountability. Organizations can achieve accountability by implementing good records management. This movement will help these organizations ensure proper records management. As a result, when organizations join this movement, it is hoped that they will be able to meet the principle of accountability. As a result, a clean, effective, and efficient government can be realized.

The reason for ANRI issuance of the regulation of GN(S)TA is to make government agencies easier to adopt this program. In addition, it also could make

ANRI evaluate this program precisely. Generally, the GN(S)TA design process begins with ANRI Regulation Number 338 of 2016 concerning the Team for Developing the Grand Design of the National Movement for Awareness of Good Recordkeeping issued on 13 October 2016. After then, the team compiled the grand design of this program. It contains the mechanism for the government agencies to operate the movement and a series of action plans. So it could be a reference for the parties joining this movement.

The objectives of this movement include encouraging government agencies to realize the formulation and implementation of sustainable records and archives policies (good policy); the formation of an archival organization capable of carrying out its duties and functions efficiently and effectively (good organizational); to optimize archival human resources management (good human resources); to make the management of archival facilities and infrastructure following archival standards (good infrastructure); implementing comprehensive and integrated records and archives management (good records and archives management); and the provision and use of archiving funds effectively and efficiently (good funding). ANRI makes some strategies to achieve those goals. There are three strategies have been developed.

First, make good records and archives management a priority program in every government agency. Second, increasing the capacity and competence of archivists and people working in government agencies' records and archives units. Finally, increasing community participation in managing, storing, using

records and archives, providing supporting resources, and making the community participate in organizing archival education and training, monitoring, and popularizing records and archives management to the public.

ANRI's internal team developed a strategy to raise the level of regulation to a higher level in the form of a Presidential Regulation alongside the development of this movement. ANRI used this method so that the President could directly command the program. It is intended to boost the movement's effectiveness. The decision was in line with the results of the Coordination Meeting managed by ANRI and attended by representatives from several Provincial Archives. ANRI held this meeting on 23 October 2017 at the Aston Priority Hotel Jakarta.

Unfortunately, after going through various meetings with the Ministry of Administrative and Bureaucratic Reform, State Secretariat, Ministry of Finance, and Ministry of Internal Affairs, this strategy needs to change into another one due to many issues. Through a cross-ministerial meeting on 4 January 2018, this meeting decided that ANRI needs to change the concept of Presidential Regulation to the Presidential Instruction. Based on the legal perspective, the regulatory power of presidential instructions is weaker than presidential regulations.

Although the decision is quite unfortunate, ANRI is still enthusiastic about carrying out this movement. After various meetings, ANRI changes the program's name from the National Movement for the Awareness of Good Recordkeeping (*Gerakan Nasional Sadar Tertib Arsip: GNSTA*) to the National Movement for the Good Recordkeeping (*Gerakan Nasional Tertib Arsip: GNTA*). The

word awareness removed by ANRI means that this movement will focus on the practical level, not on the cognitive level such as awareness. The draft Presidential Instruction continues to this day (Kepala ANRI, 2018). In terms of content, there is no significant difference between the two regulatory concepts.

ANRI took the initiative to create a movement mascot to make this movement more popular. Through a contest that was participated by the wider community, Si ANTRI was chosen as the winner (see picture 1) (Juri Kompetisi Maskot GNSTA, 2019). The Ant was the winner of a competition that included 98 designs. According to various studies, a mascot is a medium for communicating movements or programs to the public and making them more appealing so that public interest in participating grows even more (Ardi & Wiratama, 2018; Hadiprawiro & Hidayati, 2019; Jhalugilang, 2018; Supriadi & Arianti, 2021).



Figure 1. GN(S)TA Mascot

Source: ANRI, 2019

The mascot has four elements in figure 1, a picture of an Ant, the ANRI Logo, the Parang Batik Motif, and the writing of ANTRI. The image of the ant represents the nature of the ant. The ant is a creature that is active and diligent in

finding and storing food for future needs. The ANRI logo illustrates that this movement and ANRI are identical. The Parang batik motif means that records and archives need to keep for the benefit of future generations because it has historical value. ANTRI writing is a combination of two words, namely ANT and ANRI. ANTRI is an Indonesian word equal to queue or order in a line (Sidik, 2019).

Because ants are known as pests that can damage archives, the Ant symbol had become a point of contention within ANRI's internal circles, particularly among archivists. According to the researcher, ANRI employs a meaning transmutation technique to handle those issues (Fun & Omar, 2019; Rumengan & Hartati, 2020). The meaning transmutation technique means that ANRI has changed the meaning of ants from destructive pests to ants as a symbol of order, perseverance, and another positive one.

According to ANRI data, 41 institutions became actively involved in this program between 2016 and 2019. This program's institutions include nine Ministries, nine Non-Ministerial Government Agencies, five Provincial Governments, seventeen Regency/Municipal Governments, and one University. Some government that joins this program has the same perception. They find reminders to recommit to improving records and archives management in their organizations. This perception was mentioned by the Ministry of Industry (*Kementerian Perindustrian*) and the Ministry of Villages, Development of Disadvantaged Regions and Transmigration (*Kementerian Desa, Pembangunan Daerah Tertinggal dan Transmigrasi*). Since joining this program,

both ministries have gained momentum to systematically improve the quality of records and archives management following the program's indicators (Safiqri, 2018; Yuliani, 2021).

This movement is a new tool distinct from previous ones, particularly compliance audits that have never been used. ANRI intends to improve archival conditions in Indonesia through this initiative. Theoretically, social movements arise because of social problems that are defined in such a way by the people in them as problems that they must overcome. Through this movement, people devise plans to solve the problem and then change situations ideally as they desire.

Since the beginning, GN(S)TA was sponsored by the state through ANRI. This movement aimed to improve records and archives management conditions in government agencies. Through GN(S)TA, the government wants to promote and strengthen the value of good governance through good records and archives management. As a result, this is a state-sponsored social movement. State-sponsored promotion movements are social movements that focus on ceremonial and collective actions that express and reinforce some values, such as equality, transparency, and accountability.

Researchers conceptualize a state-sponsored movement as having three components: formal, substantial, and emotional (Su, 2013). The formal component is associated with written regulations and rules, which include indicators that will be used as a reference to change the condition. Furthermore, the substantial part is a set of indicators of how the formal regulation follows empirical reality. In addition, the emotional one is a state of good quality of

the operator and designer of the movement emotions include pride, hope, solidarity, and so on. These positive emotions will further reduce negative emotions such as low self-esteem, fear, disappointment, despair, and so on that hinder the continuity of the movement.

Formal component. The formal component is found in a variety of official regulations, including ANRI Regulation Number 7 of 2017 concerning the National Movement for the Awareness of Good Recordkeeping; ANRI Regulation Number 38 of 2015 concerning Records and Archives Management Audit Guidelines; national regulations on bureaucratic reform; and the Draft Presidential Instruction on the National Movement for Good Recordkeeping. All these rules are the foundation for the six indicators of good records management. These indicators are good policy, good organization, good human resources, Good facilities and infrastructure, good records and archives management, and good funding.

In addition, the formal component can be seen in ceremonies such as announcements, commemorations, and similar activities held by government agencies related to this movement. As a state-sponsored movement, a high-level regulatory position is also significant. Therefore, ANRI must continue to advocate for the signing of the draft presidential instruction. This regulation may positively impact the movement because it represents the president's involvement as the country's highest leader in this movement. Consequently, ANRI will find it easier to mobilize government agencies to comply with this movement. This Presidential Instruction would make ANRI can more easily access

resources to support the movement.

The substantial components. This can be determined by how the organization employs the six good indicators. ANRI uses the compliance audit score to track the suitability of the indicators with empirical practice. By displaying compliance audit score data from the ANRI Records and Archives Accreditation Center, during the program, especially from 2016 to 2018, the condition of government agencies in managing records has significantly improved. The data was gathered during a field survey conducted by the ANRI audit team. The ANRI team audits records and archives management practices in government agencies determined by ANRI using six indicators.

Data from 2016 to 2017 showed an improvement in the ministry's records and archives management quality. None of the 34 ministry institutions were rated as excellent in 2016. In 2017, however, 9% of the 33 ministry institutions predicted exceptionally well. In 2016, only 5.8% of the 34 ministry institutions had good status, but by 2017, that figure had risen dramatically to 51%. This was followed by average to poor condition. In 2016, 50% of the 34 agencies were categorized as average. Then, in 2017, there was a nearly halving improvement to 24%. Meanwhile, 32% of the 34 agencies were in poor condition in 2016. In 2017, this figure had plummeted to only 12% of the 33 agencies. In 2016, 11.7 percent of 34 agencies were in the poor category. Meanwhile, only 3% of the 33 ministries had a poor rating in 2017.

The provincial government has seen dramatic improvements. None of the provinces were in the excellent category in 2016. Then, in 2017 there were 2.9% of the 34 agencies had an excellent predicated. Furthermore, only 6% of the 33 provincial

agencies in 2016 had a good forecast. However, it increased dramatically in 2018, accounting for 32.3% of the 34 agencies. Furthermore, there was a significant decrease in poor category from 57.5% of 33 agencies in 2016 to only 9.4% in 2018.

Similarly, improvements in regency/municipal governments occurred. Although no one of 507 regency/municipal government categorized as excellent, there has been a significant increase in good category from 1.5% in 2016 to 6.4% of 508 agencies in 2017. Furthermore, there was a significant drop in the poor category, from 83.3% in 2016 to 65% in 2017.

The audit is based on the results of a partial sample of an organization, so it is only a partial representation of the organization's reality. It is a problem that must be addressed. This score is significant because it can serve as an entry point and problem mapping. Many variables must be activated to keep the substantial component in line with the formal component assessed in the audit. One of them is the human resource indicator, in which formal indicators continue to be limited to competency capacity and have not resulted in the emotional quality of human resources.

Emotional component. Since its inception, ANRI has not sufficiently investigated this aspect. Efforts to involve the mascot Si ANTRI and various community activities have not been fully utilized, so they are ineffective in strengthening the emotional condition of people working in the records and archive management field, particularly archivists. One of the issues is archival workers' feelings of inferiority and marginalization. The emotional component is important

because it reinforces the actor's motivation to keep moving forward (Jasper, 2017; Sobering, 2021; Underhill, 2019; Wang & Liu, 2021).

Theoretically, emotion can be designed through emotional management (Head & Harada, 2017; Ruiz-Junco, 2013). Some emotion is injected by the movement designer into everyone in the movement to sustain the movement. Then, the designer must maintain the designed emotion through several mechanisms. People in the movement will have the energy to live and continue their role in running the movement if designers are effective in integrating emotional management (Aromaa, Eriksson, Montonen, & Mills, 2020; Ruiz-Junco, 2013). ANRI should create positive emotions as a designer to overcome negative emotions. ANRI's strategy for building and maintaining positive emotions in the digital era is to use digital networks creatively (Duncombe & Harrebye, 2021; Earl, 2015). Cross-regional actors can connect their emotions via digital networks. Finding a creative way to build positive emotions is crucial (Duncombe & Harrebye, 2021; Iglesias & Alonso, 2021).

Sharing activities, such as archivists' daily work, the form of archival products, and archivists' collaboration in creating and publishing their works, are examples of activities that can be executed. Furthermore, managing movement emotions necessitates an offline locus, such as a popular public space (Lim, 2014). Even in the digital age, offline movement in cities still has a strategic point (Earl, 2015).

Based on the findings of this study, the formal component, especially ceremonial declaration activities, dominates this movement. Meanwhile, for the substantial component, the assessment of compliance audit results is the focus, but

further to ensure that the linearity between audit scores and practice consistency in the field has not been formulated. Moreover, the emotional qualities of the people who are the motors of the movement are still very poorly explored. The emotional dimension is just as important as the formal and substantial dimensions when it comes to records and archives management, which is the main focus of this movement. As a result, ANRI requires a plan to improve the movement's quality so that it stays on track and maintains the enthusiasm that has been formed.

With this analysis, both the designer and the program organizer can identify additional improvements. These enhancements address each of the major components. Improvements that can be made in the formal component include program designers and organizers increasing regulations from ANRI regulations to presidential instructions or presidential regulations. This regulation is significant because it can boost the energy of this movement.

In the substantial component, improvements can be made by activating other variables such as symbols in the form of support for archivist work facilities, including full support for strengthening archivist competence, including the emotional quality of archivists and others (Daniel, Oliver, & Jamieson, 2020; Wibowo, Sinaga, & Lubis, 2021). Often records and archives units or archivists in the field have difficulty accessing infrastructure, including opportunities to improve competence. It contributes to the emotional quality of archivists so that they feel valuable and confident in their profession (Pramesy, 2019).

Improving the emotional component requires a combination of online and

offline approaches for emotional management. Emotional management uses to install a sense of pride, solidarity, and other positive emotions while decreasing negative emotions so that the operators, particularly archivists, have enough energy to continue mobilizing this movement (McKenzie, Olson, Patulny, Bellocchi, & Mills, 2019).

CONCLUSION

The GN(S)TA program, a state-sponsored social movement model, has success made government agencies recharge their commitment to good records management. The government agency's records management reflected in quality improvement based on archival audit results. However, this program is still overly focused on the formal dimension. Meanwhile, substantial and emotional dimensions, particularly emotional ones, are still required to maintain the government agencies' commitments. Relating to this study, future researchers can delve deeper into the emotional dimension, specifically using quantitative methods. It is because research on the importance of emotional qualities of the worker in the archival field in the context of good records management is still not well explored.

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