

THE MEANING OF SOCIALIZATION OF RECORDS MANAGEMENT IN BUREAUCRACY

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There are some problems occurred in the process of training of records management conducted by the employee of Regional Library and Archives Bureau for the archivists and records managers in records creator Regional Task Force (SKPD). Not only the participants are given the comprehension of records management's regulation, policy and technical procedures, they are also experiencing socialization process by the occurring social interactions. In socialization process taking place among those individuals, social norms and values emerge forming the way those people think, feel, and act within the organization. Hence by understanding bureaucracy socialization, we can understand actions taken by bureaucrat individuals in doing their jobs (Oberfield, 2014). Socialization is a production of cultural expressions owned by bureaucracy and bureaucrats. The objective of this research illustrates the values followed and carried out by individuals in SKPD on archives socialization activities. These individuals' values underlay the way SKPD individuals think and act in doing their tasks during archival socialization activity influenced the quality of work in achieving the goal of the archival socialization. The bureaucrats of SKPD whom agreed to participate in the training as the medium of socialization concerning the skills and knowledge of records management acculturate a characteristic gait. Training on records management as program in bureaucracy continue to be a wide range of regulations and restraints, some set in law, others in custom and convention. Significant changes in acts, in how people regard their own and others' embodied acts. In here, the process of negotiation is endemic to, and cultural resistances occur. The wider frameworks of society influence and impose themselves on cultural belief and practice to affect outcomes.

Keywords: Archival Socialization, Record Management, Bureaucracy, Archival Institution, Archival Supervision

I. INTRODUCTION

There are some significance problems occurred in the whole process of training of records management managed to be captured by the observer even though the training is the national program. The training program under the clause supervision (pembinaan) is conducted by the supervision of National Archive of Indonesia (ANRI) as one of its ten aspects of policy as the national archival institution which manage national archive and has to implement its policy as the first of its order. The duty of ANRI is stated in Indonesian Constitution No. 43 Year 2009 Code 1. The training as one aspect of ANRI supervision task is conducted for every organizations including carried out by the employees of Regional Library and Archives Bureau/Badan Perpustakaan dan Arsip Daerah (BPAD) as the organizer

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to the archivists and records managers in records makers' Regional Task Force/ Satuan Kerja Perangkat Daerah (SKPD). Not only the participants are given the comprehension of records management's regulation, policy and technical procedures, they are also experiencing socialization process by the occurring social interactions. The socialization also refers to someone's learning process in learning and understanding social norms and values (Narwoko & Suyanto, 2004; Ardana, Mujiati, Utama, 2012). In socialization process taking place among those individuals, social norms and values emerge forming the way those people think, feel, and act within the organization. Hence by understanding bureaucracy socialization, we can understand actions taken by bureaucrat individuals in doing their jobs (Oberfield, 2014). Socialization is a production of cultural expressions owned by bureaucracy and bureaucrats. Cultural expression's product which is the norms and values owned by the organizer and participants of archival supervision activities becomes the foundation of their behavior and actions during the implementation of archival supervision.

BPAD have been implementing archival supervision since it was still called Regional Archives Office/Kantor Arsip Daerah. When it was merged with Regional Public Library/Perpustakaan Umum Daerah and had the name changed into BPAD in 2009, the tasks of archival supervision have remained to be carried out by them until presently although there is a different in budgetary context. The budgets from fiscal year 2009 to 2014 were of large nominal, archival supervision carried out by BPAD covered the activities of archival technical supervision, archivists' training and education, archival workshop, archival evaluation, archival seminar, compilation of archival guidelines and modules, as well as archival coordination meeting. Such facts resulted in problems in the research of socialization in the bureaucracy of BPAD which was the link between the followed and implemented values of each individual and the set policies, quality of work, and objectives expected by the organization and also the source of the emerging resistances and negotiations. Several questions arise namely, 1). How does BPAD implement archival socialization policy? 2). What are the views of the individuals, both the supervisors and participants in SKPD, on archival socialization? 3). How is the archival socialization carried out by SKPD individual interpreted?

The objective of this research illustrates the values followed and carried out by individuals in SKPD on archival socialization activities. These individuals' values underlay the way SKPD individuals think and act in doing their tasks during archival socialization activity, both their duty as activity broadly organizers (supervisors) and their duty as participants of the activity. As part of the organization's bureaucracy and as the bureaucracy itself, the action of the individuals influenced the quality of work in achieving the goal of the archival socialization.

II. LITERATURE REVIEW

Information that is stored in any format, any media, and in any what way what so ever that is called records (Saffady, 2004). The Constitution No. 43 of 2009 on Archives also stated through special distinction between records consisting of vital records, active records, and inactive records. Records memorized activities that have already been done and can be used when they are needed to support organizational activities as supporting instrument in decision making (Shepherd, 2007). Records are also important to support organization's accountability, particularly for governmental organizations that are responsible for each of their activity to the central government and the public. Largely, records can be used for cultural interests, both for research and history. Records can also be considered as the memory of an organization (Richardson, 2012). Therefore, each organization creating records needs to organize and manage the information and evidences contained in the records with records management.

Records management then becomes the major concern as a general administrative management area related to efficiency and savings regarding creation, storage, usage and disposition of records during their life cycles (Paul in Bradsher, 1988). Saffady (2004) defined records management as a specific area discipline related to systematic analysis and monitoring on recorded information, which covers each information and all information that are created, received, stored and used by an organization according to the organization's mission, tasks, and activities. Meanwhile in Act No. 43 of 2009 on Archives, records management is an efficient, effective, and systematic records control process covering records creation, usage and maintenance, and depreciation. One of the important components in records management that was not mentioned by Saffady yet was mentioned by Paul is the existence of staffs or employees who make the entire series of records management activities. Shepherd (2003) confirmed that staffs with special expertise, accommodation (space), and equipments are required in records management and should have been identified since the very beginning of the activities. Ngulube (2001) also mentioned that records management, which covered creation, management, storage, retrieval, distribution, retention and disposal of records regardless of their format and media, depends upon the archivist or records manager with the skill and knowledge to handle the records in each of their life cycle's stage and usage by the public (Ngulube, 2001).

In order to run the records management efficiently and effectively, the staffs or the records manager should have proper comprehension of its coverage and methods of implementations. Hence, records managers' training needs to be carried out continually to ensure the objectives of records management can be understood and its implementation and its implementation can be communicated in the organization (Shepherd, 2003). ISO also emphasized the importance of training for the users (both managers and employees) in records management which will

influence their behavior in carrying out their tasks and will influence the success of the records management itself.

ISO 15849-2:2001 on Records Management, International Organization for Standardization (2001) stated that method carried out in records management training program covered, 1) combined with orientation program for employees of the organization; 2) in-class training for the employees; 3) on-the-job training or guiding provided by the supervisor; 4) instruction giving session or seminar on specific issues in records; 5) fliers or brochures providing brief guidance of “how to” that illustrate aspects of the records policies and practices of the organization; 6) interactive computer based presentation which is available in the organization’s network or distributed in particular media; 7) helpful text available in computer based system; 8) training courses provided by educational institutions or professional that are tailored in accordance with the needs.

International Organization for Standardization (2001) also stated that evaluation and review on training programs also need to be carried out to measure the success of the training program that has been implemented and to support next training programs’ success. The evaluation can also monitor and record the training participants’ level of capability over the set prerequisites in the training program. Component of participants’ satisfactory level should also need to be assessed in the evaluation. Program evaluation and review need to be followed up by necessary adjustment on training program, including updates for participants who have participated in the program. Thus, training program’s effectiveness and efficiency can be elevated. This is also useful in examining every drawbacks and weaknesses in the training program and existing issues in records management.

Training is an organization’s socialization defined as a process where individuals appreciate values, abilities, behavior, and social knowledge which are important to understand the role of the organization and to participate as members of an organization. The main function of the socialization is as the learning and internalization of given standard and common patterns (Frønes, 2016). Hence with the existence of socialization process, an individual in a community can learn to understand actions taken and actions need not to be taken when facing a problem or dealing with other individual in the society. Socialization is a process involving two parties actively, namely the one doing the socialization and the other receiving the socialization (Narwoko & Suyanto, 2013). Activities undertaken by the party to socialize is called socialization. Socialization can be done by people who have the authority or power over individuals who are socialized. Social norms or values socialized by them are social norms or values containing imperative to adhere to the obligation and willingness to abide to the higher authority who is dignified and deserves to be respected. Socialization can also be done by people of similar level of position as the individuals socialized of which objective is more to be able to go into more coordinative and cooperative working relationship with the party doing

the socialization. Thus, the social norms and values being socialized are more to protect and help each other instead of gaining control or being overbearing over each other.

Socialization in BPAD as a governmental office involves the bureaucrats as participants of the socialization. As a bureaucrat, an individual in a bureaucracy has a multileveled hierarchical authority as well as duties and work that suits with her/his expertise as regulated in a written regulation (Weber, 1967). The bureaucrats' expertise makes them important parts of the bureaucracy so when disturbance emerges in the implementation of their duties, chaos occurs in the bureaucracy (Fischer, 1984). Bureaucrats in an organization played an important role in which they assume a responsibility to the bureaucracy to carry out their duty and provide services to the public. In reality, the bureaucrats have the tendency to be secretive or to cover something up (Oberfield, 2014: 141-145). The bureaucrats have an authority toward themselves to define what the rules mean and how they carry out the rules in reality. Rules on bureaucrat individual are operated when the individual faces conflicts with the existing rules and authority in the structure. Individual's reaction toward the organization brings and follows a culture. A culture (norms and values) forms the way the individual thinks, feels, and acts in an organization (du Gay, 1996). The individual's behavior in coping with structural authority's pressure can be read with in-depth observation and interview to obtain in-depth understanding the opinion and meaning of training from the bureaucrats' perspectives of 5 people. Results of the observation and interviews are analyzed based on socialization categories according to the bureaucrats, then to have the meanings be interpreted.

Each individual in an organization has different characteristics which are brought into the organization. Individual's characteristic can be capability, needs, belief, experiences, expectations, etc. (Creswell, 2012). The organization as the place where the individual works, also have its characteristics in the forms of hierarchy, duties, authority, responsibility, rewards system, and control system which are rationalized with the existence of bureaucracy. When the characteristics of the individual interact with the organization's characteristics, bureaucrat's behavior emerges (Thoha, 1991).

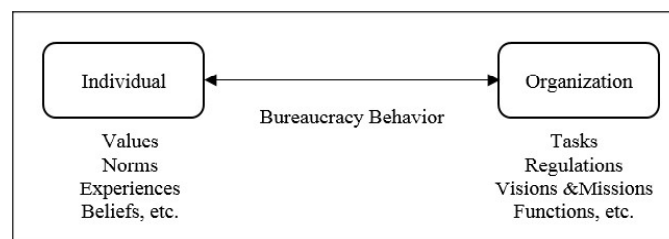


Figure 1: Bureaucracy Behavior

Marx's theory (in Adler, 2012) on socialization indicates the occurrence of changes, both of objective components (non-human factors) and subjective components (human abilities). Interaction can serve to develop notion of body technique. Bureaucratic persona displays are social constructions rather the product of the acquisition of cultural knowledge and skills.

III. ANALYSIS

The supervision in training by ANRI is performed in hierarchical context. In national context, the training is conducted to the creator of archive in the level of center and regions, archival regional institutions such as provincial (BPAD/PAPD) and county or city archival institutions (SKPD). It is clearly stated in the Constitution Number 43 Year 2009 Code 8. Thus, the matters concerning records and archives in provinces including the training conducted by the provincial archival institutions as well as the training in county or city level training conducted by its archival institution itself under supervision of ANRI. Archives management in SKPD provides the illustration of the success of archival supervision activity carried out by BPAD. The results of records management's evaluation, monitoring, supervising and reporting activities in 2014 on 350 SKPD indicated unfavorable results. In the assessment, the average point of SKPD's records management was 58.23 within the scale of lowest point being 40.00 and the highest being 80.00. Such evaluation results indicated the occurrence of obstacles in achieving the target of archival supervision implementation, both from inside the BPAD and from the supervised SKPD.

Within the period of financial years 2009 to 2014, archival supervision carried out by BPAD covered 22 archival technical supervision activities, archivists' education and training 4 times, 4 archival workshops, 3 archival evaluations, archival seminar 2 times, compilation of archival guidelines and modules 2 times, and archival coordination meeting 1 time. Based on that data, it can be seen that the most frequent archival supervision activities carried out was archival technical supervision activity. Archival technical supervision activity is an activity that was carried out in 3 – 4 working days with 36 – 48 hours of learning sessions. Frequently, technical supervision activities were carried out intensively. The archival technical supervision activity becomes an activity apart from technical office work so that the records managers whose works are also technical can get away from their routine daily tasks.

Number of participants in each class in the technical supervision activity was 50 (fifty) people with the targeted participants are archivists, records management staffs, to officials with authority on records matter in SKPD. In the reality, the technical archives supervision activity was not always attended by the targeted participants of the activity. Actually, the activity should be taken by the participants continually and regularly so that the supervision will be right on target and the

target can be achieved. Additionally, employees got changed with the occurrence of mutation, rotation, promotion or even demotion which is quite high which also influenced the position of records managers that also undergoes changes. Even more, usually records managers in SKPD are only 1 or 2 people, so the head of the office often objects if the records managers participate the technical supervision and take quite long time off from their work. The head of the office also considers that the participation of records manager in the activity can hinder the activities in the office.

This matter in the issue of bureaucracy can be argued as characteristics of bureaucracy or modern officialdom, set apart from ways in which other forms of rule operated (Weber, 1967: 196-198). In this sense, it is about the complexities of the relationship between rulers and ruled. The training for archivists in SKPD presents us a bureaucratic system in which full-time, salaried trained, qualified, appointed, and finely graded staff, with job security, career prospects and pension rights, operate according to sets of written and rational rules to make administrative decisions within specific areas of official competence which are carefully demarcated to separate them from each other, from their home lives and from the public. It is rationally organized and objective system whose calculable rules operate without regard for persons rather than on the basis of doling out personal favours or on the basis of tradition. Its success can be understood as the same as the reasons for the success of machines in arenas where things had been produced previously without them (Lefort, 1986).

This suggests that bureaucracy is somehow outside the sphere of culture. Weber suggests that as bureaucratic forms develop, there also develops a series of conflicts between the specialists and those who had previously ruled on a different cultural basis. This fight is determined by the irresistibly expanding bureaucratization of public and private relations of authority and by the ever-increasing importance of expert and specialized knowledge. This fight intrudes into all intimate cultural questions (Weber, 1967: 243). Bureaucracy has crucial implications for cultural questions but is not presented as being cultural itself.

The bureaucrat persons of SKPD whom agreed to participate in the training as the medium of socialization concerning the skills and knowledge of records management acculturate a characteristic gait. Training on records management as program in bureaucracy continue to be a wide range of regulations and restraints, some set in law, others in custom and convention. Significant changes in acts, in how people regard their own and others' embodied acts. Those bureaucrat persons whom agreed and willingly to participate in the training on records management and those whom really are in their work taking charge of archive will always be in conflict. In here, the process of negotiation is endemic to, and cultural resistances occur. Struggle and negotiation are often fraught. Archivist definition is point of struggle since what it is to a professional archivist and what it is to be a non-

archivist cannot be fixed. Indeed, these definitions themselves are, in part, the product of power struggle between the professional archivist and non-archivists. Negotiation here is not around the concept of professional archivists' rights. Negotiation here is for self-interest and pleasure. The argument is more complicated; it rejects ideas of sincerity and responsibility in the notions of self, and in context of bureaucrat personas individuals. Negotiation therefore while not denying manipulation, will be around the specificity of opportunity. It can be seen that the wider frameworks of society influence and impose themselves on cultural belief and practice to affect outcomes.

IV. CONCLUSION

The issue of archival training program in SKPD is the reason for thinking bureaucracy in so much detail. Bureaucracy to be successful is not merely a technical administrative matter. Various eliminations and separations that Weber refers to must be performed for the public that legitimate its authority. This performance is also a matter for bureaucrats themselves and it connects to issues of power which is investigated by considering how the bureaucratic persona is distanced. Bureaucratic structure and bureaucratic personas constructed within them are ethically problematic.

What we see is always conditioned by what we know. The cultural categories we employ, the common-sense knowledge we possess, and what we know is the product of long periods of socialization. The world that we experienced is full of acts, the actions of things which make sense to us. We have all encountered situations where the acts of things are not always transparent; our knowledge may be deficient to grasp what is actually going on, or we may sense that something is not quite right, out of place, and infer that a puzzling or untoward event is happening. However, our ordinary knowledge of the world is adequate for us to understand its appearance. That knowledge and acts are subject to constant revision.

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