IMPLEMENTATION OF EMPLOYMENT DOCUMENTS MANAGEMENT THROUGH REPOSITORY IN THE GOVERNMENT OF GORONTALO CITY

Sofyan Butolo[1], Arifin Tahir[2], and Warno Panigoro[3]
[1,2]Program Pascasarjana STIA Bina Taruna Gorontalo
[3]Universitas Gorontalo
E-mail: sofyanbutolo08@gmail.com

ABSTRACT

To find out the implementation of personnel document archiving management through a repository in the Gorontalo City Government, to find out the factors that determine the management of personnel document archives through a repository in the Gorontalo City Government Environment.

This research uses a qualitative approach. Primary data was obtained through interviews with 11 informants/resource persons consisting of officials and employees as well as regional activity support staff who have duties in managing personnel document archives through repositories within the Gorontalo City Government.

The results of this study indicate that the Implementation of personnel documents archival management through repositories in the Gorontalo City Government has been carried out by all regional apparatus organizations, by utilizing new media archives, namely electronic archives in the form of digital files which are transferred through the transfer of media archives, and continued. with electronic archive management then in the implementing personnel document archiving management through a repository within the Gorontalo City Government, there are factors that determine archival management activities, including facilities / infrastructure, Human Resources and Competence.

keywords: records management, personnel documents, and repositories

INTRODUCTION

Civil Servants are indonesian citizens who meet certain requirements to be appointed as State Civil Servant on a permanent basis by the Civil Service Officer. The appointment of a person to be a Candidate for Civil Servant is carried out through a decree signed by the Civil Service Officer based on consideration and approval by the State Civil Service Agency. The existence of Civil Servants is closely related to important documents that become employment documents, other than that Civil Servants plays a very important role in it to ensure the selection of professional and competent people, in accordance with job competency standards. So that the Gorontalo provincial government makes various efforts to support this policy including Gorontalo Governor Regulation Number 50 of 2016 where the performance appraisal system must be based on integrity, work ethic and mutual cooperation [6].

Various employment documents in possession of a civil servant include a decree of appointment as a Candidate for Civil Servants (CPNS), a Decree on the Appointment of Civil Servants (PNS), a Decree of Promotion, and so on. These personnel documents have their respective functions for each PNS.

For agencies in charge of personnel, administrative activities are always dealing with the process of creating and issuing personnel documents. Personnel document management should not just be done, but become an important part of the archives that must be maintained. The durability of the life cycle of personnel document archives from the stage of publishing, duplicating, maintaining, and destroying, requires a good and correct system to handle it.

The process of managing personnel documents in government agencies must be managed and organized based on archival management. For large agencies such as the Gorontalo City Government, apart from being carried out by each regional apparatus organization, the management of personnel documents is also carried out centrally by the Gorontalo City Education and Training Personnel Board.

Based on preliminary research at the Gorontalo City Personnel Education and Training Agency, it was found that the management of personnel document archives was carried out in two ways, namely manually (conventional systems) and electronically (digital files) through the repository application. In manual management (conventional systems), staffing document archives are still in the form of paper documents. Meanwhile, electronic archive management through the repository application is an archive management with a digital file format. Thus in archival storage there is no need for paper documents which sometimes require space and archive storage space. The existence of this Repository application is a new stage in the application of personnel document archival management within the Gorontalo City Government. The use of this repository application is carried out based on the Mayor of Gorontalo Circular Number: 800/II/1593 dated 14 September 2018 concerning the application of the digital repository application.

However, behind the many benefits in using this repository application, researchers found various problems in using the repository application, including the following;

1. There are still civil servants in several regional apparatus organizations who have not finished processing personnel documents in the repository application.
2. Lack of human resources and insufficient computer equipment for repository management in a number of Regional Apparatus Organizations.
3. Incomplete civil servant document archives that will be managed into digital archives.
4. Unavailability of internet network in a number of Regional Apparatus Organizations.

Based on the preliminary research conducted, the researcher has developed the results of the study with the following focus:

1. Implementation of personnel document archiving management through a repository within the Gorontalo City Government, with sub-focus covering:
   a. Utilization of new media archives,
   b. The process of transferring the archive media,
   c. Management of electronic files / digital files
2. The factors that determine the management of personnel document archives through the repository in the Gorontalo City Government, with sub focus:
   a. Facilities and Infrastructure,
   b. Human Resources,
   c. Competence.

Administration as cooperative group activities to achieve common goals [5]. Furthermore, administration as a whole process of cooperation between two or more human beings based on certain rationality achieve predetermined goals [5].

In this connection, the word "public" has two different meanings. First, public is defined as the state or government, as in the translation of public administration into state administration. Second, the word public is the equivalent of a general word as in the public telephone (public telephone), or public transportation (public transportation) [1].

In addition, there has been a change in the meaning of public as a state, becoming public as a society. In the sense that state administration is no longer too oriented towards activities by the state, but becomes by, for and to the people. The approach of state administration is no longer to the state but its emphasis on society [7].

Public administration is a complex combination of theory and practice, with the aim of promoting understanding of government in relation to the society being governed and also encouraging public policies to be more responsive to social needs [5].

Based on the theoretical results or the opinion of the experts above, it can be concluded that public administration is a series of activities carried out by a group of people, both in the government and the private sector in order to meet predetermined needs.

Management is as an art of getting everything done through other people. It calls attention to the fact that managers achieve organizational goals by arranging for others to do the work required without doing the work themselves. Thus, management is a specific practice that transforms groups of people into groups that are effective, goal-oriented, and productive [8].

Based on the theory that has been put forward by these experts, it can be concluded that management is an activity within the organization to plan, organize, lead and control members of the organization to utilize their resources in order to achieve predetermined goals.

An archive is a collection of documents that are considered to have a particular use and are stored systematically so that they can be easily searched whenever needed [2]. Another opinion suggests that archives or documents can basically be interpreted as any written record in the form of pictures or charts that contain information about the subject (subject matter) or events that people make to help people's memory [3].

Another definition, archives are records of activities or events in various forms and media in accordance with the development of information and communication technology that are made and accepted by state institutions, regional governments, educational institutions, companies, political organizations, social organizations, and individuals in the implementation social life nation & state [11].

Archiving is an activity of structuring and managing archives starting from receiving, recording, sending, removing, or destroying correspondence or various other types of documents [2].

Archiving is all activities covering policies, fostering archives and managing records in an archival system supported by human resources, infrastructure and facilities, and other resources [11].

In organizing archives, we need a rule that becomes a guide in the process of managing and arranging archives. Records management is planning, placing, organizing, directing and monitoring records and the entire process related to archives [2].

Regarding archival management there is an opinion which states that, Records Management is planning, monitoring, directing, organizing, training, as well as developing and other managerial activities aimed at creating, maintaining, using and shrinking records with the aim of achieving good documentation and in accordance with real policies and transac-

tions (events, events, activities), and effective and economical / efficient management of organizational operations [9].

Records management can be used as a performance accountability of a government agency if it includes several indicators, namely; Andal, Participation, Accountability, and Accessibility [11].

Along with the times, archive management has adapted to information technology. If studied, there are several dimensions that have been carried out by experts in the application of archival management, namely:"

1. Utilization of new media archives, today in archives management, most organizations have used and made use of new media archives. New media archives are archives whose information content and physical form are recorded in magnetic media using electronic devices or in the form of moving image media, static images, and sound recordings created in the context of carrying out organizational or individual activities [4].

2. The process of transferring the archive media, In the use of new media archives, the initial process is carried out through transfer of media archives. Archival media transfer is the process of transferring archive media from one form of media to another, using a scanner in order to save physical and archival information [4]. The activity of "transfer of archive media is regulated in Law Number 43 of 2009 concerning Archives, particularly in relation to the discussion of authentication. The purpose of transferring archive media is to accelerate service access and archive preservation.

3. Management of electronic records (digital files), The definition of electronic archive is a collection of data stored in the form of scanned data that is transferred electronically or done with a digital copy using high resolution, then the archive is stored on a hard drive or optical disk [2]. Another opinion suggests that Electronic Records are records that are created, used and maintained as evidence of transactions, activities, and functions of institutions or individuals that are transferred and processed by computer systems [4].

The factors that influence archival governance are;

1. Facilities and infrastructure, Facilities and infrastructure are very influencing factors in the success of archiving management activities. Facilities and Infrastructure are a form of intermediary that supports and supports activities to achieve archival management objectives. Infrastructure is everything that is the main support for the implementation of a process, while facilities are all kinds of equipment, work equipment, and facilities that function as the main tool carrying out work [4].

2. Human Resources, Human Resources are an indispensable support for managing archives. Archival Human Resources are leaders, archivists and administrative staff who are in charge of managing archives and fostering archives. In connection with this task, Archives HR must have certain competencies in the field of archiving, in order to support the task of managing records properly [4].

3. Competence, Competence is the capacity possessed by employees that lead to behavior in accordance with the demands of the job and in accordance with company regulations that will bring results as desired [6]. In addition, it can be concluded that, job competence is a map of the capacity of employees for the job attributes they carry, which is a collection of abilities, skills, maturity, experience, effectiveness, efficiency, and success in carrying out job responsibilities [6]."

Documents come from the English document which means something that is

written or printed and all objects that have information selected to be collected, compiled, provided or distributed. Document is something that is written or printed which can be used as evidence or information. More specifically, we can interpret Documents as important documents or securities that are written or printed which function or can be used as evidence or information [10].

If we relate documents to employment, it can generally be interpreted that Personnel Documents are a collection of decision letters in the field of employment issued by Personnel Fostering Officers or Competent Officers, who have legal force and explain someone's employment status and are kept in an orderly and orderly structure so that they can found and used if needed.

The management of civil service manuscripts is carried out in order to increase the importance of civil servant documents / files as one of the sources of personnel management information that can form a positive image of staffing manuscripts.

The term repository has a meaning as a storage / warehouse. Etymologically, a repository can be interpreted as a place to store (archiving). So far, the term repository is only known in the world of libraries or in educational institutions in the form of an Institutional Repository. The repository is used as a means of storing a number of documents in the form of digital files which are the work of students or lecturers, such as papers, studies, journals and others that can be documented [10].

In connection with this study, repository is defined as a means of storing electronic archive documents in the form of digital files. Electronic archives that are stored and managed in this repository application are collections of employee files or documents that have been converted or converted into digital files.

RESEARCH METHODS

This study uses qualitative methods so that it can provide an understanding of a phenomenon. Research carried out related to the implementation of personnel document archival management through this repository, was conducted to clearly see the processes that occur in its implementation in the field. The locations that became the research targets were the Gorontalo City Education and Training Personnel Board and a number of regional apparatus organizations as samples. The research time was carried out from July to August 2020.

In carrying out research, it is necessary to have the existence and completeness of data, both primary and secondary data. Primary data is data that is obtained directly in the field when conducting initial research through supporting instruments such as cameras and important notes obtained from sources. Meanwhile, secondary data is data obtained through direct documents published by the relevant OPD.

The availability of data and information becomes the basis and guide for the continuation of the research. From this activity, it is hoped that the existence of the repository application can be used in managing employee document archives. In addition, how to use new media archives, the process of transferring media archives, and managing electronic archives (digital files), and it is necessary to know the factors that influence the use and use of repository applications in the Gorontalo City Government which include: facilities and infrastructure, human resources, and competence.

RESEARCH RESULTS

At the time of conducting the research, the researcher carried out the research by conducting direct interviews with 11 sources or informants with the positions as Head the Agency, Head of Service, Assistant, Head of Field, Head of

Sub-Division, Head of Sub-Division, Network Maintenance, Repository Data Manager, Civil Service Archives Manager, and Simpeg Operators.

Based on the results of the research that has been done, the following can be described:

Implementation of Archives Management

Based on research in the field, according to data obtained at the Education and Training Staffing Agency of gorontalo city mentioned the overall Organization of Regional Devices in the Gorontalo City Government has used the repository application in the management of archives management of staffing documents. Each Regional Device Organization has utilized a new media archive in the form of electronic archives in the form of digital files.

Gradually the management of conventional archives (paper archives) began to be abandoned in line with the policy issued by the State Personnel Agency (BKN) to implement paperless. Administrative activities processed to the BKN have utilized new media archives that are processed through the system that has been prepared.

Utilization of New Media Archives

Based on research in the field, according to the data obtained at the Gorontalo City Education and Training Personnel Board, it is said that as a whole the Regional Apparatus Organizations in the Gorontalo City Government have used the repository application in managing personnel document archival management. Each Regional Apparatus Organization has utilized new media archives in the form of electronic archives in the form of digital files.

Gradually the management of conventional archives (paper archives) began to be abandoned along with the policy issued by the National Civil Service Agency (BKN) to implement paperless.

Administrative activities that are processed at BKN have made use of new media archives that are processed through a system that has been prepared.

Transfer of Archive Media

In the use of new media archives in the repository application, there are stages in the process of transferring archive media. Manual archives (paper files) that have been in use have begun to be converted into electronic files in the form of digital files.

In the process of transferring archive media at each Regional Apparatus Organization there are problems faced, including; the unavailability of civil servant document archives, the lack of cooperation of the civil servants in preparing personnel document archives, the lack of functioning document scanner tools, and the absence of computer equipment specifically prepared for the management of personnel administration.

To solve the problems faced in archiving management during the transfer of archive media, the solutions include; prepare civil servant documents, prepare scanning tools or scan personnel documents elsewhere.

Electronic Records Management (digital files)

The existence of electronic records (digital files) really requires special attention in the handling process, and must be managed by utilizing computer technology. The process of creating electronic records that requires special expertise in utilizing computer technology aims to protect conventional records from physical damage. With good management of electronic records, it is hoped that they can create reliable archives that become evidence or authentic documents at government agencies.

Decisive factors
Facilities and infrastructure

In accordance with the results of monitoring in several regional apparatus

organizations, in general the facilities used for conventionally structuring personnel documents are available, including management rooms, storage cabinets, and other facilities. However, for archival management through the repository application, apparently not all regional apparatus organizations have prepared adequate facilities and infrastructure. " The process of managing archives using the repository application by personnel managers is still integrated and even mixed with tasks in other fields. In fact, the room for archiving management that uses computer equipment should use a separate place facilitated by office equipment in accordance with the required standards, conditions and specifications.

To support the implementation of duties in the implementation of personnel document archival management through the repository, the Gorontalo City Education and Training Personnel Board has prepared the necessary facilities and equipment, including; Computer devices, scanners, Labtop, Internet Dedicated, Mikrotik, and Servers. All of these tools support the successful management of personnel document archives through the repository.

Human Resources

In order to support the Gorontalo City Government policy in implementing personnel document archival management through the repository application, each regional apparatus organization has been assigned a Simpeg operator who also acts as a repository application manager operator.

In carrying out the duties of the operators together with the archival managers coordinated by the Heads of Sub Division of Personnel, jointly prepare and manage archival personnel documents through the repository application.

Although the obligation to input digital employee document data files is the duty of each civil servant, the task of these simpeg operators is to serve, check,

and help civil servants to ensure all digital file documents are stored in the repository application.

Competence

In implementing personnel document archival management through a repository within the Gorontalo City Government, archival managers through the repository application are required to have competence in the field they do.

At this level, the Gorontalo City Government must reform and develop human resources. In addition to being able to increase the ability, capacity, and professionalism, in the end it can increase the productivity of archival managers in carrying out their duties. " Mastery of skills and competencies possessed by archival managers is in turn expected to improve organizational performance in providing services in stages.

DISCUSSION

The application of the use of the repository application as a means of storing and managing personnel documents electronically within the Gorontalo City Government has been implemented in all regional apparatus organizations.

The term repository has the meaning of a storage or warehouse. Etymologically, a repository can be interpreted as a place to store (archiving) [10].

In relation to the research that has been done, repository is defined as a means of storing employee documents in the form of electronic archives (digital files) of civil servants in the Gorontalo City Government.

The results of research that have been carried out on regional apparatus organizations within the City Government of Gorontaalo can be described as follows:

Implementation of Records Management

Utilization of new media archives

Along with the times, archive management has adapted to information technology. Nowadays there has been a change in the field of archiving, where previously we were familiar with paper archives. now a number of institutions are starting to introduce new media archives. Facing this phenomenon, archive management has participated in utilizing the new media archives. New media archives are archives whose information content and physical form are recorded on magnetic media using electronic devices or in the form of moving image media, static images, and sound recordings created in the context of implementing organizational or individual activities [4].

The results showed that the management of personnel document archives was carried out in two ways, first conventionally or paper archives, and secondly through the repository application. For archival management using the repository application, all regional apparatus organizations have utilized new media archives in the form of electronic archives (digital files).

The process of transferring archive media

In implementing personnel document archival management through repositories, it cannot be separated from the existence of new media archives in the form of electronic archives. The stage of creating the electronic archive begins with the process of transferring the archive media. In theory, it is concluded that the transfer of archival media is the process of transferring archival media from one form of media to another, using a scanner in order to save physical and archive information [4].

The results showed that in the management of personnel document archives through the repository, all regional apparatus organizations had carried out the process of transferring archive media. The process of transferring archive media is still carried out in a simple stage, namely using a scanner available in each regional organization. The results of the transfer of archive media in the form of electronic archives are then stored in the repository application according to the folders of each employee.

Management of electronic records

Electronic archives (digital files) that are stored in the repository application are collections of civil servant documents created by transferring media using a scanner. The definition of electronic archives is a collection of data stored in the form of scanned data which is transferred electronically or done with a digital copy using high resolution, then the archive is stored on a hard drive or optical disk [2].

In accordance with the results of the study, it is obtained an illustration that all personnel managers have managed personnel document archives using electronic archives. The existence of electronic records is a solution in overcoming problems in managing records in regional organizations. The difficulty of searching for archives because of the large amount of accumulation, and not being managed with a good filing system, can be overcome by the presence of electronic archives. This archiving system that utilizes computers provides enormous benefits in managing records.

Decisive factors

Facilities and infrastructure

Facilities and infrastructure are one of the factors that greatly influence the success of the tasks of an organization. Facilities and Infrastructure is a form of intermediary that supports and supports activities to achieve archival management objectives. Infrastructure is anything that is the main support for the implementation of a process, while facilities are all kinds of equipment, work equipment, and

facilities that function as the main tool in carrying out work [4].

Facilities, such as computers, scanners, and internet networks. Regarding the provision of infrastructure in the form of a special room to process archival management using the repository application, it seems that not all regional organizations have provided it. Field observations, related to this room, still appear to be mixed up or join other fields.

Human Resources

Human Resources is a supporting factor that is no less important in the application of personnel document archival management through the repository. Archival human resources are leaders, archivists, and administrative staff who are in charge of managing archives and fostering archives [4]. In connection with this task, Archives HR must have certain competencies in the field of archiving, in order to support the task of managing records properly.

Table 1. Data on the number of archival document managers through repositories in the Gorontalo City Government

No	Position Name	Total	Inf.
1	Head of sub Division	38 orang	OPD
2	OperatorSimpeg	38 orang	OPD
3	Archivist	38 orang	OPD
4	Network Maintenance Data Repository Man	2 orang	BKPP
5		1 orang	BKPP

Competence

In the context of implementing personnel document archiving management through a repository within the Gorontalo City Government, the implementation level does not only require Human Resources as managers. However, HR as the manager of personnel document archives is highly required to have competence in the field of work they do.

The theory or opinion on competence states that competence is the capacity of employees that lead to behavior that is in accordance with the demands of the job and in accordance with company decisions that will bring the desired results. "Meanwhile, job competence is a map of the capacity of employees for the attributes of the job carried out, which is the ability, skills, maturity and experience, effectiveness, efficiency, and success in carrying out job responsibilities [6].

The results showed that not all of the human resources managing archives within the Gorontalo City Government have the competence according to the field of work they do. In terms of educational background, they are not human resources who have basic computer science education or archiving science. Most of these managers are self-taught and gain expertise independently.

Table 2. Education Level Data for Personnel Document Archival Management through Repositories in the Government of Gorontalo City

No.	Level of Education			Status
	SLTA	DIII	S1	
1	32 org	2 Org	27 Org	PNS/ TPKD

Based on the data above, Gorontalo City Government must make improvements in human resource management followed by human resource development through the implementation of Education and Training and Technical Guidance.

This human resource development effort, in addition to being able to increase the ability, capacity, and professionalism, ultimately can increase the productivity of archival managers in carrying out their duties. " In addition, it is necessary to realize their employment rights by making appointments in functional positions in order to improve performance in services.

CONCLUSION

From the results of research and discussion carried out on the implementation

of personnel document archival management through the repository within the Gorontalo City Government, it can be concluded that the following are:

1. Personnel document archival management through repositories within the Gorontalo City Government has been implemented in all regional apparatus organizations through the use of new media archives which begins with the transfer of media archives from paper archives to electronic archives followed by management of electronic files (digital files).
2. In managing the archiving of personnel documents through a repository within the Gorontalo City Government, the existence of facilities / infrastructure, human resources and the competence of the apparatus are the determining factors in archiving activities.

Based on the results of the research that has been done, there are several things that the researchers suggest, that the application of personnel document archival management through the repository should receive support from all civil servants, especially in the process of transferring archive media by preparing the required documents, and for the leadership of Regional Apparatus Organizations can support in preparing facilities / infrastructure and facilities for archiving management.

The government through regional apparatus organizations must provide the widest possible opportunity for civil servants who are tasked with managing personnel document archives, to take part in education and training in order to increase competence, as well as process the employment rights of archival managers to

be appointed to functional positions in accordance with the provisions.

REFERENCES

[1] Agustino, L. (2017). *Dasar-dasar Kebijakan Publik*. Bandung: Alfabeta.

[2] Asriel, A. (2018). *Manajemen Kearsipan*. Bandung: PT Remaja Rosda Karya.

[3] Barthos, B. (2016). *Manajemen Kearsipan Untuk Lembaga Negara, Swasta dan Perguruan Tinggi.* Jakarta: Bumi Aksara.

[4] Muhidin, S.A dan Winata, H. (2016). *Manajemen Kearsipan Untuk Organisasi Publik, Bisnis, Sosial, Politik, dan Kemasyarakatan*. Bandung: CV Pustaka Setia.

[5] Pasolang, H. (2017). *Teori Administrasi Publik*. Bandung: Alfabeta.

[6] Podungge, D., Mashudi, I., & Napu, K. (2020). Analysis of Performance Assessment System Model of Civil Servants in Gorontalo Province Training and Education Agency. Journal La Sociale, 1(4), 27-32.

[7] Priansa, D. (2017). *Manajemen Kinerja Kepegawaian Dalam Pengelolaan SDM Perusahaan*. Bandung: CV Pustaka Setia.

[8] Tahir A, (2015). *Kebijakan publik dan transparansi penyelenggaraan pemerintahan daerah*. Penerbit Alfabeta.

[9] Wibowo, (2012). *Manajemen Perubahan*. Jakarta: PT. Rajagrafindo Persada.

[10] Suraja, Y. (2012). *Artikel Manajemen Kearsipan*. hhtp://Yohanes-Suraja.blogspot.com

[11] Kamus Besar Bahasa Indonesia.

[12] Undang-undang Nomor 43 Tahun 2009 Tentang Kearsipan.