



Analysis of Archival Access Policy and Static Archive Services in Compliance with Public Information Disclosure Principles (A Study of Normative Framework and Best Practice)

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Abstract. Static archives serve as an important source of public information to support state transparency and accountability. This article analyzes the policy of archive access and static archive services within the framework of Law Number 14 of 2008 concerning Public Information Disclosure through a review of normative literature and a review of best practices. This research uses content analysis methods applied to regulations, guideline documents from the National Archives of the Republic of Indonesia (ANRI), and related academic literature. The findings show that the static archive access policy in Indonesia has established the principle of universal openness with strict access restrictions based on legal provisions. However, there is a significant gap between the normative legal framework and practical implementation in the field, especially related to archive management, the availability of search tools, and coordination between archival units and public information management officials. In addition, the low quality of digital infrastructure and the uneven technical competence of archival officers have slowed down the information service process. The recommendations submitted include strengthening the capacity of human resources, integrating the archival information system with the public information disclosure portal, and harmonizing information classification policies so that static archive services can run more effectively and responsive to public needs.

Keywords: Archival Policy; Openness; Public Information Access; Static Archives; Transparency.

1. INTRODUCTION

This State transparency and accountability are fundamental pillars of modern democracy, serving as essential mechanisms to uphold public sovereignty. Within this democratic framework, archives function as critical documentary evidence that records institutional actions, policies, and decisions. The 1945 Indonesian Constitution explicitly recognizes the right of every citizen to obtain information as part of fundamental human rights. To guarantee the realization of this right, the Indonesian government has enacted two complementary legal instruments: Law Number 14 of 2008 on Public Information Disclosure and Law Number 43 of 2009 on Archiving. Together, these laws establish the legal foundation for ensuring that public information is both preserved and made accessible for public scrutiny.

The Public Information Law emphasizes that all public information is inherently open and accessible to every information user. However, the effectiveness of this principle depends heavily on how well public bodies manage their archives. Properly organized archives become reliable primary sources for fulfilling information requests, while poorly maintained archival systems hinder the realization of the public's right to access information. Empirical observations and prior studies indicate that many public institutions continue to face challenges in systematic archival organization. As a result, information requests are often met with

responses stating that the requested information is “not controlled” or categorized as “excluded information,” even when such responses stem from organizational shortcomings rather than legitimate legal restrictions.

Among the various forms of public records, static archives deserve particular attention due to their permanent historical value and their role as national documentary assets. These archives must remain accessible to support research, education, governance oversight, and long-term preservation of institutional memory. The Regulation of the Head of the Indonesian National Archives (PERKA ANRI) Number 28 of 2011 concerning Guidelines for Access to and Service of Static Archives elaborates detailed technical procedures for managing and providing access to static archives. Despite the presence of such comprehensive guidelines, the transition toward digital governance through the Electronic Government System (SPBE) has revealed significant inconsistencies in their implementation across archival institutions. Variations in resource capacity, technological infrastructure, and coordination mechanisms contribute to uneven practices in fulfilling public access to static archives.

Within this context, several core questions emerge that guide the focus of this research. These include the examination of normative frameworks that regulate static archive access in Indonesia, the underlying principles established by national laws and international archival standards, the role of best practices in supporting effective archive access and services, and the challenges and opportunities associated with strengthening compliance with public information disclosure through improved static archive management. Addressing these questions deepens the understanding of how archival systems can support transparency and accountability in public administration.

Aligned with these inquiries, the objectives of this research are fourfold. First, the study aims to analyze the legal and policy frameworks governing static archive access in relation to public information disclosure. Second, it seeks to identify universal principles of archive access derived from international archival standards and national regulations. Third, it aims to describe the best practices implemented in providing static archive access and services to the public. Finally, the research intends to identify the gaps between legal norms and practical implementation while formulating recommendations for improving static archive governance and enhancing compliance with information disclosure policies.

2. RESEARCH METHODS

This study employs a normative literature review methodology using a qualitative-descriptive approach. The normative approach is applied because the focus of the research lies in examining regulatory frameworks, legal norms, and institutional guidelines that govern archival access and public information disclosure. Meanwhile, the qualitative-descriptive orientation enables the researcher to describe existing policies, frameworks, and best practices comprehensively. The literature review includes an in-depth analysis of primary legal sources, technical guidance documents, academic journals, and policy documents relevant to archival science and the implementation of public information disclosure in Indonesia.

The data used in this research are derived from a range of primary sources, consisting of national regulations and official ordinances that form the legal foundation for public information access and archival management. These sources include Law Number 14 of 2008 on Public Information Disclosure, Law Number 43 of 2009 on Archiving, and Government Regulation Number 61 of 2010 as the implementing regulation for public information disclosure. The study also draws upon several regulations issued by the National Archives of the Republic of Indonesia (ANRI), such as the Guidelines for Access to and Service of Static Archives, the Security Classification System and Archive Access, and the Procedures for Providing Dynamic Archives as Public Information. In addition to national regulations, the research incorporates international standards and technical guidelines, including the International Council on Archives' Principles of Access to Archives, ISAD (G), ISAAR (CPF), ISDF, ISDIAH, Encoded Archival Description (EAD), and UNESCO recommendations concerning documentary heritage preservation and access. To strengthen the analytical foundation, references are also taken from reputable academic journals indexed in Scopus and accredited by SINTA, such as JLIS.It, Archivaria, Library Philosophy and Practice, the Journal of Central Banking Law and Institutions, and the Record and Library Journal.

The analytical process in this study is conducted through several stages. First, content analysis is carried out by examining legal regulations, technical guidelines, and international standards to identify the principles, norms, and technical provisions governing static archive access. Second, normative analysis is employed to compare existing legal norms with international standards and global best practices. Third, the study includes gap identification to recognize disparities between the legal provisions as prescribed (das Sollen) and their actual implementation in practice (das Sein). Finally, literature synthesis is undertaken by integrating insights from multiple sources, enabling a comprehensive understanding of Indonesia's policies on static archive access and their alignment with international guidelines.

3. RESULTS AND DISCUSSION

Normative Framework for Information Disclosure and Archiving in Indonesia

Fundamental Principles

The Public Information Law establishes three fundamental principles forming the foundation of Indonesian transparency.

First, the Universal Openness Principle. Article 2, paragraph 1 of the Public Information Law states: "Every public information is open and accessible to every public information user." This norm presumes that public information belongs to society and must be accessible as fundamental rights. Openness constitutes the rule, while exceptions must be strictly limited and legally based.

Second, the Principle of Strict Limitation. Article 2, paragraph 2 establishes: "Excluded public information is strictly and narrowly limited." Access restrictions apply only to specific information meeting criteria established in Article 6, paragraph 3 of the Public Information Law, namely: information that could endanger the state, information related to business competitive interests, information related to personal rights, information related to official confidentiality, and information requested but not controlled or documented.

Third, the Principle of Ease, Speed, and Simplicity. Article 2, paragraph 3 provides that "Every public information must be obtainable by every public information requester quickly and promptly, at minimal cost, and through simple procedures." This principle emphasizes that information provision represents not merely a rights issue but also concerns practical efficiency and accessibility.

Public Institution Obligations

The Public Information Law mandates various obligations upon public institutions regarding information provision. Article 7 establishes obligations for public institutions to provide periodic public information covering matters relating to the institution itself, information regarding activities and performance, financial reporting information, and other information regulated by law.

Article 11 establishes that public institutions must provide information upon request at any time, including a complete list of all public information within institutional control (excluding excluded information), institutional decisions and their justifications, and other information requested by information users.

Article 7, paragraph 2 establishes accuracy obligations, requiring that public institutions provide information that is accurate, truthful, and non-misleading. This norm emphasizes institutional responsibility not solely for information availability but also for information quality and authenticity.

Integral Relationship between Archiving and Information Disclosure

The Archiving Law defines archives as "recorded activities or events in various forms and media consistent with information and communication technology development that were created and received by state institutions, educational institutions, societal organizations, and individuals in conducting official, national, and social life."

The relationship between archiving and information disclosure is integral and mutually reinforcing. Archives constitute primary material for public information; public institutions cannot fulfill information disclosure obligations without well-managed archives. When individuals request public information, institutions must respond quickly and accurately, which only becomes possible when archives have been systematically managed, processed, and documented. When determining security classification and archive access, archive creators must follow provisions established in the Public Information Law, particularly regarding excluded information.

Definitions and Concepts of Static Archive Access

Static Archive Definition

According to Law Number 43 of 2009, Article 1, paragraph 10, static archives are defined as "archives produced by archive creators because they possess historical value, have completed retention periods, and bear notation of permanent retention that have been verified directly or indirectly by the Indonesian National Archives and/or archival institutions." Archive creators producing static archives include state institutions, regional governments, higher educational institutions, companies, political organizations, societal organizations, and individuals.

Archive Access Definition

According to PERKA ANRI Number 28 of 2011, archive access is defined as "static archive availability resulting from legal authority and authorization as well as availability of finding aids to facilitate archive discovery and utilization." This definition aligns with Article 1, paragraph 11 of the Archiving Law, which states: "Archive access is archive availability resulting from legal authority and authorization as well as availability of finding aids to facilitate discovery and utilization." This definition contains three essential elements: (1) legal

authority and authorization, (2) availability of finding aids, and (3) ease of discovery and utilization.

Principles of Static Archive Access

National Principles

PERKA ANRI Number 28 of 2011 establishes seven principles of static archive access and service:

- 1) Legally and Regulatory Based: Static archives legally declared as open may be accessed publicly.
- 2) Archive Integrity, Security, and Safety Protection: Although archives must remain open for public access, archival institutions retain responsibility for protecting physical archive integrity.
- 3) Fair and Non-Discriminatory: Static archive access operates fairly for all users without distinction based on nationality, background, age, or qualification.
- 4) Basic Service Without Charge: Archival institutions provide static archive access through basic service provision without cost.
- 5) Transparent Procedures: Static archive access availability occurs through clear and transparent procedures.
- 6) Simple Procedures: Access procedures must be as simple as possible while ensuring static archive protection.
- 7) Speed and Accuracy: Archive access and service provision occurs quickly and accurately.

International Principles

The International Council on Archives, through the "Principles of Access to Archives" document adopted August 24, 2012 in Brisbane, established ten universal archive access principles applicable globally. These ICA principles align with national principles established by ANRI, demonstrating that Indonesia maintains alignment with international standards in developing static archive access policies.

Table 1. Comparison of Static Archive Access Principles: National (PERKA ANRI) vs. International (ICA).

Principle	PERKA ANRI 28/2011 (Indonesia)	ICA Principles (2012)	Alignment
1. Legal Basis	Based on law and regulation	Based on legal authority	✓ Aligned
2. Non-discrimination	Fair access without distinction (wajar dan tanpa diskriminasi)	Fair and equitable access	✓ Aligned
3. Free Basic Service	Free basic service (pelayanan tanpa biaya)	Free fundamental access	✓ Aligned
4. Transparency	Transparent procedures (prosedur transparan)	Transparent processes	✓ Aligned
5. Simplicity	Simple procedures (prosedur sederhana)	Simple procedures	✓ Aligned
6. Speed and Accuracy	Quick and accurate (cepat dan tepat)	Timely accurate response	✓ Aligned
7. Archive Protection	Physical archive security (keamanan arsip)	Archive integrity and authenticity	✓ Aligned
8. User Orientation	Implicit in service provisions	User-focused orientation	● Partial
9. Access Restrictions	Security classification system	Restricted access based on criteria	✓ Aligned
10. Appeal Mechanism	Not explicitly stated	Right to appeal procedures	◊ Absent

This comparison demonstrates Indonesia's significant alignment with international best practices, with only appeal mechanism procedures requiring explicit codification in national regulations.

Openness and Access Limitations for Static Archives

Universal Openness Principle

According to the Archiving Law, Article 65, paragraph 1, "Static archives are fundamentally open to the public." Static archives declared open by the Head ANRI or archival institution head must be accessible to the public. Most static archives remain open since they have passed retention periods and their historical value has been recognized.

This universal openness principle rests upon: (1) Static archives possess permanent documentary value and serve as authentic evidence of important activities in national, state, and societal history; (2) The public possesses constitutional rights to access historical information forming part of the nation's collective memory; (3) Static archives constitute irreplaceable primary sources for scientific research, education, and knowledge development.

Access Limitation Categories

Although the general principle is openness, circumstances arise where static archive access requires legal limitation. Government Regulation Number 61 of 2010 and Article 6, paragraph 3 of the Public Information Law establish information categories that may be excluded from public access. Table 2 presents these categories with their legal basis and practical implications.

Table 2. Categories of Information Accessible vs. Restricted Under Public Information Law Article 6 Paragraph 3.

Information Category	Accessible	Restricted	Legal Basis	Practical Impact
State Security Information	X	✓	Endangers national security	Classified indefinitely or until declassification
Personal/Private Data	X	✓	Violates individual privacy	Redacted or withheld
Commercial Secrets	X	✓	Unfair business competition	Withheld from competitors
Official Confidentiality	X	✓	Internal deliberation process	Available only after 25 years
Historical/Research Information	✓	—	Passes 25-year declassification rule	Fully accessible
Public Service Information	✓	—	Fundamental right to know	Accessible on request
Institutional Activities	✓	—	Accountability and transparency	Accessible after retention period
Financial Reports	✓	—	Fiscal transparency and accountability	Publicly disclosed
Personnel Records (General)	●	●	Depends on privacy considerations	Selectively accessible
Archived Decisions	✓	—	After retention period expires	Historical value recognized

The Archiving Law, Article 66, paragraph 1 establishes that static archives declared closed by the Head ANRI or archival institution head may be opened after 25 years of retention. This timeframe reflects the understanding that after 25 years, most sensitive information has lost operational relevance while historical value becomes more significant than security considerations.

Archive Discovery Aids (Finding Aids)

Archive access requires not only physical archive availability but also adequate archive discovery aids. ANRI regulations establish several types of static archive discovery aids.

Advances in metadata technology and semantic data modeling have created new opportunities for organizing static archive discovery aids. Among these developments is the integration of Records in Contexts (RiC) ontology with Linked Open Data (LOD) frameworks enabling machine-readable archive representation. Such systems enhance information retrieval capability across multiple repositories.

Archive Lists constitute finding aids presenting archival description information including archive number, physical form and arrangement, brief content, creation period, development level, quantity, and archive condition.

Archive Inventory represents more detailed and comprehensive finding aids than archive lists, presenting archival description information organized according to archive arrangement schemes including creator function history, archive history, arrangement history, technical responsibility, indexes, and foreign terminology lists.

Guides provide general information about archive collections in the form of collection guides and thematic guides.

Digital Archival Information Systems enable users to conduct electronic static archive searches with high efficiency.

Static Archive Access and Service

Service Types

PERKA ANRI Number 28 of 2011 establishes that static archive access services may be provided to archive users through two mechanisms:

Direct Service permits archive users to visit archival institutions and access archives directly on-site. Direct service includes: (1) use and utilization of static archive discovery aids, (2) archive search consultation provision, (3) static archive use and borrowing in reading rooms, (4) provision of references or supporting materials for research, and (5) use of complete archival service facilities.

Indirect Service enables archive users to access archives without physical presence through alternative mechanisms. Indirect service includes: (1) archive search service through mail or email, (2) photocopy or archive reproduction delivery service, (3) archive digitization service, and (4) access through online archival information systems.

Digital transformation in archive service provision has demonstrated significant accessibility and efficiency improvements. Integration of comprehensive information systems enables archival institutions to provide 24/7 service to dispersed geographic locations.

Best Practices in Static Archive Access and Service

International Description Standards

Best practices in archive access and service utilize internationally accepted description standards:

ISAD(G): General International Standard Archival Description (Second Edition, 2000) establishes description elements required in every archive description, including reference code, title, date, description level, extent, creator, scope and content, and access conditions.

ISAAR(CPF): International Standard Archival Authority Record for Corporate Bodies, Persons and Families (Second Edition, 2004) regulates description methods for corporate bodies, persons, and families involved in archive creation or receipt. This standard has evolved into the Records in Contexts (RiC) model providing more comprehensive context capture for archive creation.

EAD: Encoded Archival Description enables archive description display in machine-readable digital format utilizing XML markup language, facilitating descriptive information exchange among archival institutions and integration with global search systems.

Digitization and Digital Preservation

Contemporary best practices in archiving promote archive digitization to enhance accessibility and protect against physical deterioration. Digitization offers several benefits: (1) Accessibility Enhancement—digital archives become accessible to more users without requiring physical presence at archival institutions, (2) Preventive Preservation—limiting original archive handling through digitization helps prevent physical damage and deterioration, (3) Improved Service—users may access archives anytime and anywhere in more manageable formats.

Digitization requires mature digital preservation strategies ensuring long-term archive accessibility, including stable file formats, comprehensive metadata, migration strategies, and backup and redundancy systems.

Integration with Public Information Disclosure Portals

Contemporary best practices encompass integration between archival systems and public information disclosure portals. This integration enables: (1) Unified Access—users may access public information including static archives through single integrated portals, (2)

Administrative Efficiency—information requests undergo more efficient processing because systems directly match requests with stored archives, and (3) Enhanced Transparency—integration increases public institutional transparency regarding information availability and access request status.

Challenges and Implementation Gaps

Gaps between Legal Norms and Practice

Although the legal framework governing static archive access is reasonably comprehensive, empirical experience reveals significant gaps between prescribed legal norms (das sollen) and actual field practice (das sein). Challenges include:

Suboptimal Archive Management. Many public institutions struggle with systematic archive organization. Archives frequently remain mixed, poorly classified, or lost entirely. Without well-managed archives, public institutions cannot respond quickly and accurately to access requests.

Limited Discovery Aids Availability. Although regulations require archival institutions to provide discovery aids, many institutions lack adequate or current finding aids in practice.

Research examining electronic records management system implementation at Indonesian academic libraries revealed that many institutions struggle with meeting functional requirements for effective electronic records management systems. These gaps reflect limitations in human resource capacity and budgetary allocation.

Lack of Coordination between Archival Units and Public Information Officials. Many public institutions separate archival units from Public Information and Documentation Officers (PPID). Consequently, PPID personnel frequently work without adequate archive support.

Discussion

Finding Interpretation

Based on analysis of normative frameworks and static archive access best practices, several important findings emerge:

First Finding: Indonesia has adopted international access standards within its national framework. Archive access principles established in PERKA ANRI Number 28 of 2011 align with the Principles of Access to Archives adopted by the International Council on Archives on August 24, 2012. This demonstrates that Indonesia maintains pace with international standards in archival policy development.

Second Finding: The integral relationship between archiving and information disclosure is recognized normatively. The Archiving Law and Public Information Law operate as complementary instruments for realizing public transparency. However, organizational integration between archival units and PPID remains suboptimal in practice.

Third Finding: Access limitations are regulated strictly and based on law. The Public Information Law Article 6, paragraph 3 and Government Regulation 61/2010 establish specific access limitation categories based on law rather than subjective administrative policy. Consequence testing mechanisms provide safeguards against access exclusion abuse.

Fourth Finding: Discovery aids constitute practical access bottlenecks. Although regulations mandate finding aids provision, many institutions lack adequate or current discovery aids in practice.

Fifth Finding: Digitization and archival information systems become priorities for enhancing accessibility. Information technology advances have created new opportunities for improving archive accessibility through online archival information systems and integrated public information disclosure portals.

4. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Indonesia possesses a comprehensive normative framework regarding static archive access policy aligned with international standards. Law Number 14 of 2008 on Public Information Disclosure, Law Number 43 of 2009 on Archiving, and implementing regulations have established clear access principles, strict legally-based limitations, and checking mechanisms preventing access exclusion abuse.

Static archive access principles established in national regulations reflect commitment to universal openness, fairness, non-discrimination, and service efficiency values. These principles align with international standards accepted by the International Council on Archives and UNESCO.

Significant gaps exist between legal norms and practical implementation in static archive access provision, particularly regarding suboptimal archive management in many public institutions, limited discovery aids availability, lack of coordination between archival units and PPID, and human resource and technology infrastructure limitations.

Best practices in static archive access and service include employing international description standards (ISAD(G), ISAAR(CPF), EAD), archive digitization with mature digital preservation strategies, integration of archival systems with public information disclosure portals, and continuous training for archival and PPID personnel.

Enhancing public information disclosure compliance through improved static archive management requires strengthening organizational integration between archival units and PPID, investment in integrated and publicly accessible archival information systems, human resource capacity development through continuous training, cross-sector regulatory harmonization, and adequate archival operational budgeting.

RECOMMENDATIONS

Recommendations for Central and Regional Government

Strengthen Archiving and Information Disclosure Integration: Government should issue stronger regulations or instructions regarding integration between archival management and public information management, including integrated organizational structures and clear coordination mechanisms.

Increase Investment in Archival Information Systems: Budget allocation for development and maintenance of integrated and publicly accessible archival information systems requires enhancement.

Establish Measurable Performance Targets: Government should establish measurable performance indicators (KPIs) regarding discovery aids availability, access request response times, and archive user satisfaction at each archival institution.

Harmonize Information Classification Regulations: Regulatory harmonization regarding information classification and access exclusions across sectors should occur to reduce ambiguity and implementation inconsistency.

Recommendations for Archival Institutions

Develop Staff Capacity Building: Archival institutions should conduct continuous staff training regarding modern archive management, international standards, digital archive management, and information disclosure regulations.

Prioritize Discovery Aids Development: Archival institutions should prioritize development and updating of discovery aids in both manual and digital formats utilizing international description standards (ISAD(G), ISAAR(CPF), EAD).

Implement Digitization and Digital Preservation: Archival institutions should develop archive digitization strategies incorporating digital preservation principles ensuring long-term accessibility.

Establish Partnerships with PPID and Related Units: Archival institutions should forge strong partnerships with PPID and other organizational units ensuring integrated archive and information management.

Recommendations for ANRI

Refine Technical Guidance: ANRI should refine technical guidance regarding information classification, consequence testing, and dynamic archive management to reduce field implementation ambiguity.

Establish Minimum Archival Standards: ANRI should establish minimum standards regarding discovery aids availability, access response times, and archival infrastructure ensuring consistent service quality across archival institutions.

Facilitate Best Practice Sharing: ANRI should facilitate forums for sharing best practices among archival institutions, including showcasing institutions successfully implementing modern and integrated archival systems.

Conduct Advocacy and Socialization: ANRI should conduct more intensive advocacy and socialization regarding archive management importance for realizing public information disclosure, particularly targeting organizational leaders and policymakers.

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