DYNAMIC RECORD MANAGEMENT TO SUPPORT SCHOOL ACCOUNTABILITY

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Abstract
The aim of this research is to know how the implementation of dynamic records management in support of school accountability, identify the components that are associated with dynamic records management in schools, and constraints in the implementation of dynamic records management to support school accountability. This study is a qualitative research. Data collected through the method of documentation, observation and interviews. The validity of the data measured by triangulation and the data were analyzed with descriptive analysis. The results showed: (1) the implementation of dynamic records management in the school to support school accountability has not been consistently implemented in accordance with the system of archival use (2) components associated with dynamic records management at the school include human resources, infrastructures, and system, (3) Constraints faced by the school related to the implementation of dynamic records management to support the accountability of schools is the lack of competence archivist and archival supporting infrastructure. Therefore recommended to the schools to delegate management officers attend trainings about archive filing, equip school facilities and infrastructure archives. To prevent the lost of records is needed to make standard operating procedures as well as storage and archive lending, increased supervision of archives.

Keywords: management, dynamic records, school accountability

1 INTRODUCTION
School Based Management is one of the government's efforts to achieve the benefits of human resources in the mastery of science and technology. Granting broad autonomy to the school education is the government's concern for the symptoms - symptoms that arise in the community and improving the quality of education. The main purpose of MBS is to improve the efficiency, quality and equity of education (Mulyasa, 2009).

Schools as an educational institution that is accountable if able to maintain the quality of its output so that it can be accepted by the public. So, in this case accountable or not an educational institution depends on the quality of its output. In addition, the accountability of an institution also depends on the ability of an institution accountable to the public authority. Schools that is accountable to the public trust, certainly a challenge the
school's responsibility. Jalal (2001) states in Indonesia, many educational institutions are weak and not a few educational institutions that are not accountable.

Irianto (2012) suggested that one of the problems of development of education in Indonesia is accountability. Accountability system to focus on performance results with data collected and reported to the school (Fuhrman, 1999). This opinion is supported by the results of Gold and Simon (2003) showed that the accountability system of school is a good can be seen from the school's ability to provide relevant information and evidence related to performance accountability.

The relevant evidence pertaining to school accountability are authentic documents produced during the process of education in schools. Ideally, these documents should be archived so well that by the time school performance accountability can be used as a supporting document reports. But in fact the schools do not have a good filing system so that during this time the carrying capacity of the document to the accountability of schools is still low. Oktarina research results (2013) regarding the accountability of schools to ensure the quality of education also showed the accountability of schools is still low and has not been supported by sufficient documents. Schools have not been able to account for its performance optimally to both internal and external parties. The lower of school accountability because it is have not adequate carrying capacity of documents. Yet according to Government Regulation No. 19 of 2005 on National Education Standards, particularly the management standards of the school, which school-based management, one of the characteristics of an effective school is school accountability.

The documents of the school is the school files that can benefit optimally for the organization if managed in an orderly and organized, but on the contrary, if the archive is managed by undisciplined will cause problems for an organization. The backlog of records that serve no purpose and governance system archives erratic will result in the room feel cramped and uncomfortable that may adversely affect the performance of the tasks and functions of an organization. If an archive is hard to find will be a problem in the process of decision making and would complicate the legal process and the accountability of the organization. Records management school if implemented properly will be able to support the accountability of schools.

2 ARCHIVES

2.1 Archives Concept

Archive comes from the Dutch word "Archief" that it is as difficult to pronounce the original language Indonesian people in general, so that adopted as "archive". Mulyono (2011) Archive is a collection of slips to be recorded systematically as have utility in order whenever required can be quickly recovered. According Barthos (2009) records (record) is any written records either in the form of a picture or a chart listing the particulars of something subject (subject) or events that made people to help people of the power of memory. In Great Indonesian Dictionary (2008) filing a written document that has historical value, stored and maintained in a special place for reference. Law No. 43 of 2009 article 1, paragraph 2,The archive is a recording of activities or events in various forms and media in accordance with the development of information and communication technology have made and received by state agencies, local governments, educational institutions, companies, political organizations, community organizations, and individuals in the implementation of social, civic, and state. Based on the concepts of some experts about the notion of the archive can be concluded that the archive is a collection of records or files that have a use value in any form and stored in canoes implementation of government activities. Archives in institution need to be stored. In archival storage there is a season, of which while forever. There are records that need to be stored temporarily (up to one year, partly saved 1-5 years, another 5-10 years, and a fraction of the number of records need to be kept permanently (Mulyono, 2011: 7). Based on the frequency of used an archive as material information, divided into two records of active and inactive records.

Dynamic active archives that records directly still used in the process of work activities. In a certain period of time, often out of the active archive storage. Active records will be broken if its use is less cautious because these records are often used. While inactive records are records that use indirect as information material. Archive inactive only occasionally be required in the process of implementation of the activities. In contrast to the records of active, inactive records will often be at the storage place.

Amsyah (2005: 2) argues there are two types of archive, Records and Archives static. Records are all records that are still in various offices, both government offices, private, or community organizations, because they are used directly in the planning, implementation, and other administrative activities. While the archives are the files stored in the National Archives derived from the archive (dynamic) of the various offices.
Sukoco (2007: 84) conveying the classification of records (documents) by the user, there are two types, such as active documents and inactive documents. Active document is a document used continuously at least 12 times a year. This document includes an employee who still works, purchase of raw materials document the ongoing budget year, and correspondence by the organization with external parties. Inactive archives, which document the long-term and semi-active documents. Documents called semi-active when only used at least five times a year. Records recording information of the past and provide information for the future. Archives preserved history for future generations to come. In the future, past information is needed for a proof as well as decision making. If the tape is lost or damaged, then most of the information contained therein may not be recoverable. Part information recovered is often only the result of employee retention and may contain distortions that deviate from the original recordings.

2.2 Filing

Filing has a role as a "central memory", "resources" and "as a surveillance tool" which is indispensable in any organization (Barthos, 2009). The concept of filing has a very broad range are both as a tool to help human memory, as well as in the implementation of government activities and the implementation of national life. In addition it is also one of archival material for scientific research. Research efforts to study specific issues will be easier when archival materials collected, stored properly and regularly. The Opinions of Priansa (2013) about the notion of the archive that activities associated with the management of the archive or archives administration. Filing has many functions, including: a) a store of slips. Script is a collection of documents or files, b) tools library, especially in a large organization that organizes a centralized system, c) a tool for leadership and management in making decisions. At the time of decision will be made, leaders should view the archive prior to the evaluation materials so that the right decisions are taken, d) effective and streamline work. A document or file is always needed by every organization. Documents that will be needed can be directly obtained if the company is doing archival system correctly, e) tools to solve the problems facing the organization. Each organization would face a problem. The existing problems can be solved one way to view the records, because the archive is real evidence, f) tools to provide the necessary information to those who need the data. Data can not be obtained by fictitiously. In the archives there are data that clearly, g) resources events and activities going on in the office. All events within a company or agency can be stored in the archives in the form of videos and photos.

Archival storage system according to Amsyah (2005) there are five ways, including the following: a) chronological system, b) alphabet system, c) number system, d) geographical system, e) system of the subject. Chronological system is the script storage system based on the sequence of the time the letter was received or sent out of time. Archives are stored by date of the file entry for incoming mail and check out dates for out of time. Alphabet system letter is a document storage system that is based on the alphabetical order of word-fishing (name) of a document. The name can consist of two types, namely the person's name and the name of the agency. Archival storage with alphabet system usually done by companies that own large. The system was selected because it documents that will be required tend to use the name. The number of customers there are many that use the system name will be remembered.

The number of storage system based on the code number in document of the person's name or the name of the agency. This system is similar to the alphabet system only on this system is not the name that is saved but replaced with numbers. Incoming mail or out given a code number and stored in order of the number. Unlike the system of the alphabet, the number system is more difficult to remember. Customers will be difficult given the number of storage. Therefore, there is a tool called an index. This index helps customers in remembering numbers stored as index cards contained within the storage number and customer name.

Geographic system is the document storage system that is based on a breakdown by place name. This system is often referred to as system location or place name system. The use of geographic systems made by companies that have very large or the company already has many branches. Storage is often used in a country because it is easier in the rediscovery of the archive.

The subject system is the document storage system based on the contents of the document in question. The contents of a document often referred to as the subject, the subject matter, issues, problems, basic letters, or subject. Grouping on an issue or the content of the letter is used as an index in storing the mail.

2.3 Records Management

Archive storage on an institution / agency needs to be done after the archive is created or received. Archive is stored so that when necessary it will be easy to find him. Archive storage can be stored in various ways to suit the needs that exist. According Mulyono (2011: 14) there are five (5) types of storage systems that can
be used by various organizations, both public and private, namely: System alphabet, subject the system, the system date, the system last number, and a decimal classification system.

Meanwhile, according to Amsyah (2005: 71) is a storage system that is used in the storage system in order to ease the work of script can be created and deposit slips invention that has been saved can be done quickly if the script at any time required. In general, a storage system that can be used as a standard storage system is a system of alphabetic, numeric system, geographic systems, the subject system, and chronological system.

Maintenance records are archived in order to safeguard his physical condition was not damaged during still has a use value (Sugiarto, 2005: 83). To be able to maintain an archive well, keep in mind some factors that cause damage to archives and prevention. In other words, these efforts often called preventive. Archivist can to know archives to be stored can damaged in different ways. By knowing how the archive is damaged, then the archivist can anticipate that the archive is not damaged.

Factors that cause damage to the archive can be divided into two, namely intrinsic and extrinsic factors. Intrinsic factor is the cause of the damage that comes from the archive object itself, such as paper quality, ink influence, the influence of glue. The cause of the damage should be anticipated by archivist by placing the archive on the room and the right place. Extrinsic factors are the cause of the damage that comes from outside the archive objects, namely the physical environment, organisms, and human error. Physical environmental factors which have great impact on the physical conditions include temperature, humidity, sunlight, air pollution, and dust. Archivist can do prevention by regulating the temperature of the room and also clean the dust from the archive. Biological factors, organisms that are often damaging archives include mushrooms, bookworm, moths, termites, cockroaches, and rats. The use of insecticide can be done to prevent damage to the archive by pests.

Chemical factors that damage archives that are caused deterioration in the quality of the chemical content of the archive material. Human error is often the case that could lead to damaged archives is the spark barracks cigarettes, spills or splashes minimum, and so on. In the archive room there should be regulations to prevent damage caused by negligence archive humans.

Security safeguards so that the archive is not lost archive objects that content or information is not to be known by an unauthorized person (Sugiarto, 2005: 92). Archivist should know exactly which records that is vital to the organization, where records are not too important, and where records are highly confidential. One put the archive will be very fatal consequences. Archives is crucial included in group records are not important. In general, records are confidential and its security efforts, among others done by the following means: a) archivist should really be the person who can keep a secret. Confidential company may not be reproduced either directly or indirectly. Therefore, an officer of the archives should be able to carry a heavy burden to keep secret the company; b) must be made in the control of lending archives. Archivist is not carelessly leaving the company archives to others. There are rules in borrowing archives. Not all the archives can be loaned, there are certain records that can not be borrowed, c) imposed a ban on all persons other than archivist to take an archive of the place. To avoid loss or damage to the archive, then the archive retrieval can be done by the officer's own archives; d) archives are put in a safe place of theft. Archive theft can occur because there are others who want the information. Companies must be able to store the archive in a safe place of theft.

One of the activities undertaken in records management archives is shrinking activity. Depreciation archives through reducing the archive by: a) moving the archive inactive of file storage is active in a processing unit archives, b) moving the archive inactive from processing unit to unit archival center within the organization, c) destroy records in accordance with the provisions applicable, d) submit archival unit of archive by the national archives. Depreciation archives referred to in Article 40 paragraph (2) letter c of Act No. 43 of 2009 include: a) the transfer of the archive inactive from processing unit to unit archival, b) destruction of records that have been depleted retention and which do not have a use-value is implemented in accordance with the provisions of the legislation, c) delivery of the archives by the creator of the archive to the institution archival.

The transfer is done by moving the archives after categorized based on the results of research conducted. Active archive that has entered the category of inactive then it should be moved to the inactive group (Sugiarto, 2005: 110). That is, as long as it is active, the archive is managed and stored in their respective work unit, while the archives that have been inactive managed and stored in a central archive unit. Thus there will always be transfer (transfer) of active files to archive inactive file (Amsyah, 2005: 215).

Archives may not be disposed at all of place or landfills because the archive can still be used by others and may also be used by other parties who wish to make a profit. Destruction of records referred to in Article 49
letter b of Act No. 43 of 2009 made to the archive that do not have a use value, had discharged their retention and information destroyed, there is no legislation that prohibits, and not related to the completion of the process of a case.

3 METHODOLOGY

3.1 Research Approach

The approach in this study is a qualitative approach. In an effort to gain research data valid, objective and representative, the researchers systematically describe and analyze the design of the study as follows: a) researchers conducted an exploratory study and documentation, to get concepts and theories on the management of records in the Senior High School in Semarang, b) research data collection and groupings careful and thorough, and full responsibility, c) the researchers conducting the data analysis has been obtained from the research. The focus of research is the object of research or what is the focal point of an investigation. In this study, researchers focused on records management in high school Semarang.

3.2 Sources of Data

Sugiyono (2010: 308) states that the primary source is a data source that directly provides data to data collectors, and the secondary source is a source that does not directly provide the data to the data collector. Moleong (2007: 157) states that data sources obtained directly with the words and actions of those who observed or interviewed as a primary data source. Then the data obtained indirectly from written sources including sources of books and journals, sources from archives, personal documents and official documents. The grille research and data sources in this study can be seen in Table 1.

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3.3 Data Collection Techniques

Data was collected by means of: a) observation, b) interview, c) documentation. An observation used in this research is done openly of observation that puts observation function openly known by the subject, and the subject provides the opportunity for observers to observe the events that occurred.

The interview is a meeting of two people to exchange information and ideas through questions and answers, so it can be constructed meaning in a particular topic (Sugiyono, 2010: 72). Interviews conducted by the researcher on the informants in the form of a question and answer using interview guide. Documentation as supporting data from interviews and observations, used to obtain data or information.
3.4 Objectivity and Validity of Data

Researchers conducted the study does not take sides on one person. But researchers respond to various opinions by several informants. Objectivity that researchers do aims to be data or information obtained will make the data it is valid. The validity of the data, the technique used to check the validity of the data the researchers used triangulation techniques by combining various data collection techniques and data sources that already exist. The validity of the data by triangulation included is checking data from various sources in various ways, and various times. Triangulation is a technique that utilizes data validity checking something else (Moleong, 2007: 330). In this case the researchers compared data from observations with interviews, comparing results between informant interviews with each other informants, and comparing the results of interviews with related documents.

3.5 Analysis Data Model

Analysis of the data by Bogdan in Rachman (2011: 173) is a systematic process of searching for and compiling data obtained from interviews, field notes, and other materials, so it can be easily understood and its findings can be communicated to others. Data have been obtained from the observation, interviews and documentation later on though and analyzed. Sugiyono (2010: 336) gave a more focused analysis of data during the process in conjunction with the field data collection. Data analysis was performed at the time of data collection takes place, and after the completion of data collection in a particular period. In analyzing the data, researchers used descriptive data analysis, the data obtained through the course of a study reported they are, and then analyzed descriptively to obtain a picture of the facts. Researchers describe what is seen, heard, felt and asked. Researcher sorts the data by selecting which data are interesting, important, useful, and new (Rachman, 2011: 151).

The Research conducted by these researchers used the analytical techniques of interaction with the steps to be taken as follows: a) reduction of data, b) the presentation of the data, and c) draw conclusions. Data reduction is a form of analysis includes, classify, direct, dispose of unnecessary and organize data in a way such that the final conclusions can be drawn and verified. The data gathered in the field is quite a lot, researchers recorded accurately and in detail. Each get the data, researchers quickly analyze and reduce the data that is not needed. Reducing the data in this study should be tailored to focus and formulation of the problem, so that the data relates only to the management of dynamic archives. If there is no corresponding data obtained with a research focus, it will be eliminated or reduced.

Presentation of good data is a fundamental way for qualitative analysis valid. Once the data is reduced, the next step is display data. Display data in this study is in the form of interviews covering planning archives, steps in records management, personnel preparation, control files, and archive control. Indicators that will be studied are made transcripts encoded on each of the interviews and field notes. Conclusions were also verified during the study. Simply put, the meanings that emerge from the data that appeared to be tested truth, strength, and suitability, in which is its validity. This conclusion must comply with some archive data in the form of planning, steps in records management, personnel preparation, control files, and archive control.

All of data that has been reduced and presented then made the verification. If no extra and change management during the study, meaning that verification has not changed. Data reduction, data presentation and conclusion or verification as something that intertwine at the time before, during and after the collection of data in parallel, to establish a common insight is called analysis. Model in the analysis of the data shown in figure 1 below (Sugiyono, 2010: 338)
Fig. 1 Steps Data Analysis

Source: Sugiyono (2010:338)

In the picture there are four interrelated components. Data collection or data collection is the first step in the study investigators. Researchers collected data on site for data presentation materials. The data collection can be done both at the time of observation and then continued the interview at the time of the study. Once the required data is collected, the next step is to reduce the data. Data already collected are not everything can be presented. Selection of critical data with data is not important at this stage of data reduction. Reduced data is then presented. These data are presented. The final step after the third phase is completed that conclusion.

3.6 Research Procedure

This stage consists of pre-court stage, the stage of field work and data analysis stage. Pre-court phase of which is drafting the study are choosing the field of research, care of the treaty, explore and assess the field, selecting and utilizing informants, set up scientific equipment and research ethics issues. This field work stage, researchers are trying to gather the necessary data either secondary or primary data, which outlines the data obtained from informants and documents. Then the data is used to describe the object of focus of the research that has been determined by researchers so that it can produce accurate data on the clarity of an object to be studied. After obtaining the data from the results of the research, the next procedure is the stage of preparation of the report. This phase of research results compiled, written systematically in accordance with the rules specified so that the results can be known to others. In addition, with composed and written results of the study, the procedure adopted in research may also be known by others so as to check the truth of the research work.

4 RESULTS

4.1 Implementation of Dynamic Record Management to Support School Accountability

Management of records in an organization is very important. This is to support the organization's administrative order. Include of school as an education unit. Good records management will be able to support the accountability of schools. Each activity education in the school of the input stage, processes, and outputs always produce the documents activity. The documents are a form of archive. School archives are often used called the records. Records management schools starting from planning to systematic extermination and conducted by people who understand about the archives.

The first stage of records management of school to support school accountability is the planning stage. Planning an archive should be created in order for the plan, direction, and purpose. The purpose of the plan is created which is to archive neat and if there are leaders or institutions that need to do the rediscovery of archive records needed quickly, which supports school accountability. Additionally, archive planning used as a source of information and to provide services to those who need the archive.
Planning an archive that is held at the high school in the city of Semarang has not been implemented optimally. Most schools do not have full commitment to the implementation of a good school archives. Schools do not have a plan in the form of system to be used, supporting infrastructure and archives associated with the resource manager. Based on the research at the school known that there had been no special handling officer in the school archives. Records Management in school held by employees of the administration. Besides it the school has not archives storage. Archive of school-related activities during the school's administration kept in the room, there is stored a teacher, nothing is saved by the vice principal. This shows the implementation of records management in school is not based on archival storage system is ideal. In addition the school also does not have standard operating procedures of the school archives.

The types of records relating to school activities include student records, archives teacher, employee records, school records, archives cooperation, archives alumni. Archive of the students include all records pertaining to the student of the students enter the school until graduation. Archive of teachers is all records relating to bio teacher, teacher activities up of evaluation of teacher performance. Archive employees are all records relating to personal data of employees, employee activities, and the evaluation of employee performance.

Organizing is the second phase after the planning archives. Organizing is needed for grouping dynamic archives in accordance with the existing archives in the school so that it will facilitate the process of archival storage and retrieval of records of the school. The results of the study at the school showed the organization has not done well by the school. Ideally schools should identify the school archives so that can group existing archives. But this was not done by the school. Besides schools also do not yet have commitments related to the provision of facilities and supporting infrastructure in the school archives. During this time the infrastructure used is still minimal, so they could not keep records properly. The archives are still many schools that accumulate in the school administration room.

Implementation of the archival school that is held at the school is handled by administrators. Schools do not have a filing clerk. Archive storage transactions are carried out without using archival system that is consistent and also with minimal infrastructure. In connection with the implementation of archival schools do not have standard operating procedures related to archival storage, borrowing records, and depreciation archives. Schools also have not done shrinkage and destruction of records in accordance with archival procedures. So archives unused accumulate in the administration.

Supervision of archives at the school also has not been implemented properly. Supervision archive aims to see to it that what is planned to be realized. The function of oversight is a process to observe the work that has been carried out. Assess and undertake the necessary corrections with the intention that the implementation in accordance with a predetermined plan. Monitoring carried out in the school is not maximized. It can be seen on the constraints that occur when implementing records management.

The Implementation of records management in schools by employees of the administration has not been effective and efficient. They are still difficulties in finding back the archive is needed. They hope the school management more committed in the management of the school archives.

4.2 Components that are associated with the Dynamic Records Management in school

The components related to records management to support school accountability there are three, namely: a) system, b) human resources, c) facilities and infrastructure to support the school archives. In connection with the filing of the school system during the implementation of records management has not used the archival system consistently so that led to the rediscovery of the archive can not be fast. The majority of schools keep a record broken down by subject matter and date system. But its application is inconsistent, sometimes archives were stacked just is not stored properly.

Components of human resources play an important role in records management school. Ideally archives are school employees who have a background in archival and skills in the management of archives. But the conditions in the school show archives not mastered archival officer but is held by employees of the administration. So that the records management not good. The other components associated with records management school is supporting infrastructure of the school archives. Archival facilities and infrastructure that are will support the full records management school. But the results showed that schools do not have good commitments associated with facilities and infrastructure provision of school archives. Schools do not have a dedicated space archives, equipment and tools on archival namely wardrobes, shelves, tables, stapler, paperclips still minimal does not meet the requirement.
4.3 Constraints of Dynamic Record Management Implementation in Schools

The school has several obstacles faced in the implementation of records management in support of school accountability. The constraint is human resources and supporting infrastructure of archives. During these schools do not have special officers who handle the school archives. School records management is held by a clerical officer whose knowledge of filing still minimum. This has become one of the causes of school records management is not optimal. Solutions that can be done by the school related to the lack of knowledge of archives of archivist is to delegate management officer training school files for archival.

The second constraint relates to facilities and infrastructure of the school archives. Archives at the school became one with space administration. Condition of the room is not too wide, plus the additions of more and more goods that cause many archives were stacked in a corner. In each year, records are kept indefinitely and archives will increase. Reports officials, proposals, proposal submission and the financial statements of the fund each year will be kept in storage. Placement of special archive space is needed to avoid mingling of archives with other goods that are not needed in the archive storage. Security of archives can be controlled if the archives are placed in a special room. If the space used is not sufficient, then that will happen is the buildup of records in one place. Use of one place can be effective but not necessarily efficient. In addition to archival storage space, the school must also provide supporting infrastructures.

The third obstacle is the loss of the archive. Archives lost due to control of the archive are not going well. The absence of standard operating procedures in the school archives lending the borrowed archive resulted in undetected and eventually disappears. This is due to borrowing and repayment records are not recorded archive does not correspond to the original storage place. Internal party archives borrow schools often take their own archive and no filling of borrowing books. These causes the archive management staff can not find the archive. The loss of archives may cause delays in the administration, because the administration employees must find the archive first.

Losing records in a storage area would be fatal. Administrative activities can be hampered and can throw a long time because the employee administration must look for the archive. Archive as a sign written evidence will always be needed as long as the value of the point is still valid. An activity at school will not be separated from the archive needs. School accountability will be realized if supported by authentic documents are complete and accurate.

5. CONCLUSIONS

The conclusions that can be obtained from this study are: a) the implementation of records management in the school to support school accountability has not been consistently implemented in accordance with the system of archives used, b) the components associated with records management in school systems include: human resources, infrastructures and facilities, c) the constraints faced by the school related to the implementation of records management to support the accountability of schools is the lack of competence of personnel records, archival supporting infrastructure is still minimum, and the loss of archives. Therefore recommended to the schools to delegate management officers attend trainings about archive filing, equip school facilities and infrastructure archives. To prevent the lost of records is needed to make standard operating procedures as well as storage and archive lending, increased supervision of archives.

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