Maturity Analysis of the Information Governance Model Matrix in the Correspondence and Archives Department of the Batam Indonesia Free-Zone Authority

Rayhan Musa Novian
Chulalongkorn University, rayhanovian@gmail.com

Azman Mat Isa
Universiti Teknologi MARA, azmanmi@uitm.edu.my

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Rayhan Musa Novian[1] and Azman Mat Isa[2]

Department of Library Science, Faculty of Arts, Chulalongkorn University[1]

Faculty of Information Management, University Teknologi MARA[2]

azmanmi@uitm.edu.my

Abstract

Activities in government institutions have many contains of information, that are managing in performing administrative functions. The mandate of Law no. 30 of 2014 concerning Government Administration and Law No. 34 of 2009 concerning Archives requires government institutions to manage information appropriately. Researchers investigated information governance carried out by the work unit at the Batam Indonesia Free-Zone Authority to support the good governance process. This research using qualitative methods with a case study approach to get comprehensive results. The results of interviews, observations and documentation studies simultaneously use data triangulation techniques by displaying, presenting data and verifying data. Result of this research indicate based on institutional demands, regulations, and standards, the Batam Indonesia Free-Zone Authority's correspondence and archive sections have successfully implemented information governance. Availability is still at level 2 (development stage) and transparency, protection, and retention are at level 5 (maintenance stage) of the eight concepts investigated (has been implemented).The matrix Model used for the assessment has reached level 3, which is essential level for implementation of Information Governance. It is prospective that future research will try to analyze information governance principles to fix problems in each of these principles.

Keywords: Information Governance; Record; Batam Indonesia Free-Zone Authority.

Introduction

The majority of public institutions hold information as one of their most precious assets. For some, the value may reside in irreplaceable intellectual property, such as patents and trade secrets (Ragan, 2013). Muhammad et al. (2021) highlighted that information is currently one of an organization's most valuable asset; like other precious commodities, information must be successfully managed for organisations not only to ensure sustainability but also to increase their competitiveness in the global digital era. Any organisation who intends to respond dynamically to a changing environment must efficiently process and develop information and knowledge (Novian, 2021).

The administrative functions of government institutions involve the distribution of a variety of information to various parts and work units. Information is a vital asset for organisations, as it drives decision-making, creativity, and business operations. Today, organisations face information risks such as content security, integrity, and availability. Organisations can thrive or collapse based on the trustworthiness, availability, and protection of their managed information (Kooper et al., 2011; Wood, 2015).

Government administration necessitates the managing of various types of information, hence information management is required within the organisation. Nguyen et al. (2014) noted that information governance is the key to guaranteeing an organization's accountability, transparency, and regulatory compliance because every organisation's decision, policies, and activities are based on the analysis of its information. Effective information governance mechanisms can address factors that relate to organisational inefficiency, reduce organisational liability and reputation when stakeholders' information needs are not fulfilled, reveal confidential information that compromises organisational and national security, and combat corruption and information falsification (Hendrawan & Pramudyo, 2020b).

The public sector can be considered an organisation governed by laws and regulations and operates on an informed basis. Information governance is a crucial success factor for effective and efficient governance (Grimstad & Myrseth, 2011). Information should be adequately managed to administer government administration, to implement the general principles of good governance, and to execute through administrative decisions or actions by concentrating on the accountability, efficiency, and transparency aspects of good governance (Isa et al., 2011; Malik, 2017).

Information governance would be the best answer as it provides a holistic approach to managing records and information from creation to disposition. Information governance increases information trustworthiness if it is supported by organizational strategy and commitment, especially from top management. According to Maurel & Zwarich (2021), records managers and archivists should play a crucial role in the information governance policy of their organisation. This guarantees that accurate information is accessible at the appropriate time and location (Isa et al., 2019). To carry out its internal administration, the Batam Indonesia Free-Zone Authority or BIFZA has a work unit that focuses on the application of information management, namely the correspondence and archives department under the general bureau office. The correspondence and archives department is in charge of documents, and the archiving unit manages records in all BIFZA work units (Novian et al., 2021). The Correspondence and Archives Division itself plays a role in implementing information governance within BIFZA. Information governance in government institutions are under the Law of the Republic of Indonesia Number 30 of 2014 concerning Government Administration, and Law of the Republic of Indonesia Number 34 of 2009 concerning Archives.

According to regulations, the existence of the BIFZA Correspondence and Archives Section is determined by the Batam Indonesia Free-Zone Authority, through the Regulation of the Head of the Batam Indonesia Free-Zone Authority Number 19 of 2019 concerning Organisational Structure and Work Procedures of Work Units Under Members within the Batam Indonesia Free-Zone Authority. This regulation gives legitimacy to BIFZA's Correspondence and Archives Department to carry out information governance in the Batam Indonesia Free-Zone Authority. BIFZA's Correspondence and Archives Department has eight sub-departments that maintain information, documentation, administration, records and libraries, six sub-departments take care of administrative assistance for the BIFZA leadership sub-section that specifically takes care of correspondence and one sub-department that

specialises in managing records and libraries. Regarding tasks and functions, only two sub-department have full authority over correspondence and records, namely the correspondence sub-department and the records and library sub-department.

In analysing the implementation of information governance that is being held, it uses the principles of information governance under GARP ARMA International (2010), namely Accountability, Transparency, Integrity, Protection, Compliance, Availability, Retention and Disposition, as a reference for implementing information governance in the Batam Free Zone-Authority Correspondence and Archives Department. The Department of Correspondence and Archives can utilise the analysis of the maturity model of information governance to enhance organisational information governance activities, hence optimising the use of information governance to accomplish organisational tasks.

A similar study was conducted by Janah & Mayesti (2020) on applying models according to the principles of information governance at the National Television of the Republic of Indonesia or called TVRI. Information management carried out by TVRI through managing information was first applied to manufacture materials through the production, storage and dissemination of broadcast material. Research related to the measurement of the information governance model was conducted by Proença et al. (2018), which was conducted to see the information governance implementation model that will be used to assess the European Archival Records and Knowledge Preservation project. The maturity model is comprised of several components, including the maturity level, which ranges from 0 to 5. In this research, various measuring models of the maturity model were developed and are currently undergoing assessment.

Muhammad et al. (2020) conducted study on the implementation of information governance in Nigerian universities. This study examines the effects inadequate records and information management has on ineffective administration and management. If an institution of higher education fails to comply with the university's national commission, its license will be revoked. This study's findings indicate necessity implementing information governance in the environment to improve archive management and administration in educational institutions. From previous studies, the researchers tried to analyze information governance according to the principles set by ARMA at the Batam Indonesia Free-Zone Authority's Correspondence and Archives Section. This study aims to reveal and provide information to comprehend, how the BIFZA Correspondence and Archives Department manages information under its current conditions. This study focus on existing circumstances of information governance process based on information governance maturity model.

Literature Review

Information governance, according to the National Archive Australia (2017), is a strategy for managing information assets throughout an organisation to promote business outcomes. Smallwood (2013) disclosed that information governance forms a component of corporate governance. The emphasis on information governance stems not only from the regulatory compliance function and records management, but also from executives who

recognise that they are responsible for the governance of information and that theft, mishandling, and abuse of information, as well as the deterioration of information assets, have real-world costs and consequences. Muhammad et al. (2022), arguably information governance includes the policies, procedures, and technology being used to govern and protect information or records. Information governance, according to GARP ARMA International (2010), is the overarching strategy and coordination for all information assets. It establishes the authority, support, processes, capabilities, structure, and infrastructure necessary for information to become a useful asset and minimise liability for an organisation depending on its particular business needs and risk tolerance.

There are eight principles in information governance based on the guidelines (GARP ARMA International, 2010), namely:

1. Accountability: A senior executive (or person with similar authority) oversees the records and records program and delegates program responsibility to appropriate individuals.
2. Transparency: The processes and activities of the organisation's record program are documented openly and veritably and made available to all relevant people and stakeholders.
3. Integrity: A records programme shall be designed to provide reasonable and appropriate assurances of the authenticity and trustworthiness of records and information produced or maintained by the organisation.
4. Protection: A records program must be established to ensure a reasonable level of protection for records and information that are personal, confidential, privileged, confidential or essential to enhance sustainability.
5. Compliance: Records/records programs must be developed to comply with applicable laws and other binding authorities, as well as organisational policies
6. Availability: The organisation shall maintain records to ensure that the required information is timely, efficient and accurate.
7. Retention: The organisation shall retain records and information promptly, considering legal, regulatory, fiscal, operational and historical requirements.
8. Disposition: The organisation must ensure the secure and appropriate disposal of records that are no longer required to be preserved in accordance with applicable laws and organisational policy. There are numerous disposal methods, including throwing, destroying, relocating, and cleaning.

Then GARP is used in this study through a maturity matrix model to provide an overview of information governance's position (level). These levels can be described as follows:

1. Level 1 (substandard): This level describes an environment where records/archives issues are not addressed at all or are handled temporarily. Organisations identifying with this description should be concerned that their program will not meet legal or regulatory oversight.

2. Level 2 (under development): This level describes an environment in which there is a growing recognition that records impact the organisation and that records could benefit from a more specific information governance program. However, level 2 stages organisations are still vulnerable to legal or regulatory oversight because the practice is unclear and temporary.
3. Level 3 (essential): This level describes the minimum requirements that must be met to meet the legal and regulatory needs of the organisation. Level 3 is characterized by established policies and procedures, and more specific decisions are taken to improve records management.
4. Level 4 (proactive): This level describes an organisation that has begun to improve its information governance program across its business operations. Information governance issues and considerations are integrated into routine business decisions, and organisations easily meet their legal and regulatory requirements.
5. Level 5 (transformational): This level describes an organisation that has integrated information governance into its overall infrastructure and business processes so that compliance with program requirements is routine. These organisations have recognised that effective information governance plays a vital role in controlling costs and strengthening competitive advantage and client service.

Method

This study uses a qualitative approach. According to Taylor et al. (2016), the qualitative method is research that produces descriptive data in the form of written or spoken words from people and observable behaviour. This approach is directed at the background and the individual holistically. The data collection of this research used semi-structured interview techniques, observation and documentation study. Data analysis uses data triangulation by performing data reduction, data presentation and data verification Creswell & Creswell (2018). Face-to-face and semi-structured interviews allowed researchers to conduct flexibility and create a comfortable situation between researchers and interviewer during interviewing sessions. Interviews using semi-structured also obtain in-depth answers still with a strict guidelines.

This research is located in BIFZA's Correspondence and Archives Department. The determination of informants in this study uses a purposive sampling approach to the informants who are policymakers responsible for managing information, documentation, correspondence and archives in the BIFZA Correspondence and Archives Department. The purposive sampling technique was used to select respondents of the study, based on their job responsibilities and their knowledge regarding records and information management at Correspondence and Archives Departement. The analysis of the results of research data collection using narrative and discourse analysis is based on the assumption of how it is formed, transformed and understood by humans through linguistic representations (Pickard, 2013).

No	Informants Initial	Informants Positions
1.	R1	Head of Correspondence and Archives Department
2.	R2	Head of Correspondence Sub-Department
3.	R3	Head of Record and Library Sub-Department

Result & Discussion

The Batam Free Trade Zone and Free Port Concession Agency or Batam Indonesia Free-Zone Authority were established by the central government, responsible for implementing the Free Trade Zone (FTZ) in Batam. BIFZA was previously named the Batam Industrial Development Authority (BIDA), which has the task and authority to control infrastructure development and the development of Batam Island as an industrial area and activities on board ships, plan the installation and operation of infrastructure needs and other facilities, accommodate and review applications and ensure smooth governance. Licensing methods to encourage the flow of foreign investment in Batam.

Batam Indonesia Free-Zone Authority BIFZA has 21 Bureaus and Directorates. In the organizational structure of their work, the section that handles correspondence explicitly, information management, mainly archives and libraries, is operationally carried out by the Correspondence Section under the authority of the General Bureau, which has the task of providing guidance and providing administrative support in the general field. Badan Pengusahaan Batam (2019), in order to achieve BIFZA's duties and responsibilities under the law, information management activities are carried out centrally in the Correspondence and Archives Department. Technically carried out by the Correspondence Sub-department for handling official manuscripts, the Archives & Library Sub-department handles record management in the BIFZA environment. BIFZA conducts information management to manage information appropriately. The application of information governance can be analyzed through the following stages:

1. Correspondence and Archives Department
   BIFZA's Office of Correspondence and Archives is responsible for carrying out correspondence, records-archives and library management, as well as administrative assistance of leaders within BIFZA.
2. Sub-Department of Correspondence
   The Sub-Division of Correspondence is responsible for correspondence affairs within BIFZA.
3. Archives & Libraries Sub-Department
   The Archives and Libraries Sub-Section has duties and is responsible for the management of libraries and records-archives within BIFZA.

The matrix analysis of the information governance model by (GARP ARMA International, 2010) applied to the Correspondence Department, and BIFZA is presented in Table 2:

Principles	Level	Findings
Accountability	Level 4	Accountability can be observed in how department and sub-department leaders actively monitor the creation, validation, dissemination, and retention of the information within their authority.
Transparency	Level 3	Transparency is proven by the manner in which the Information Documentation Management Office (IDMO) and the Directorate of Policy Harmonization are informed about information governance, from creation through retention, for reporting public information disclosure.
Integrity	Level 4	Collaboration with the National Archives of the Republic of Indonesia (ANRI) and various government entities indicates that information governance is conducted with outstanding integrity.
Protection	Level 3	The protection applied is stated in the Regulation of the Head of the Batam Concession Agency No. 15 of 2013 concerning the Implementation of Official Manuscripts within the Batam Indonesia Free-Zone Authority. In the regulation, it is stated on the security of official documents and their classification.(Badan Pengusahaan Batam, 2013)

Compliance	Level 4	Compliance with regulations can be seen by looking at the regulations made by BIFZA for implementing information management. It can be found in the Regulation of the Head of Batam Indonesia Free-Zone Authority No. 15 of 2013 concerning the Implementation of Official Manuscripts in the Batam Indonesia Free-Zone Authority and the Decree of the Head of Batam Indonesia Free-Zone Authority No. 480 of 2017 concerning the Record Classification Code and Archives Retention Schedule within the Free Trade Area and Free Port Concession Agency of Batam.
Availability	Level 2	The availability of information is seen in the development process. Based on researchers' observation in the information retrieval process still using the traditional method in the sense that other work units that require documents/information still need to write to the Archives & Libraries Sub-department, sometimes not procedurally in requesting information to obtain documents/ information, for record digitation is still in the development stage.
Retention	Level 3	In practise, the Correspondence and Archives department complies with the provisions of Law No. 43 of 2009 concerning Archives and Regulation of the Head of ANRI No. 6 of 2019

		concerning Records-Archives Supervision, Regulation of the Head of ANRI No. 31 of 2015 concerning the Establishment of a record centre, and Regulation of the Head of ANRI No. 37 of 2016 concerning Archives Depreciation Guidelines. Archives & Library Sub-department coordinates with record organisers and sends official notes and record containers to the BIFZA record centre throughout its implementation. This is in compliance with the procedural norms outlined in the following regulations.
Disposition	Level 4	The Head of the Batam Indonesia Free-Zone Authority (BIFZA) has issued a Decree addressing record classification code and record retention. Its implementation is based on the Regulation of the Head of ANRI, No. 37 of 2016, regarding to Record Depreciation Guidelines. Archives & Libraries Subdepartment is responsible for the implementation of the process of reducing BIFZA records. Before being destroyed, they have been reviewed, commencing with consultation with the Legal Bureau, ANRI, and record holders, to prevent future blunders.

Table 2
Information Maturity Model Results
(Source: Researchers Observation)

1) Accountability

".... the information can be accounted for in terms of content. This official document is in the format, and the information can be accounted for because it will follow the implementation

guidelines set by Head of Regulation No. 15 of 2013 there are regulations" (R1, interview, July 2021)

"...I always check whether the book has been recapitulated or not, make a recap according to the field, for numbering asking for the name (applicant) and the applicant's work unit. Pay attention to document details, and make notes manually in a book (registration book)." (R2, interview, July 2021)

"...involving them in monitoring activities, socialisation that we routinely do..." (R3, interview, July 2021)

Based on the interview, it is known that information accountability is managed based on regulations; this also shows compliance with regulations. Then there is delegation to individuals to understand information management. This is similar to Smallwood (2013) statement, which asserts that a senior executive (or person with comparable authority) oversees the archive program and delegates program responsibility to appropriate individuals. Based on the observations of the researchers, all information management activities in the Correspondence and Archives department are recorded in the expedition book to recheck if there are incorrect documents and if their activities are subject to regulatory procedures that apply within the scope of BIFZA or the national government. Each semester, the Directorate Policy Harmonization obtains a report on information management activities.

2) Transparency

"...transparency, more to the public that can be opened, because transparency is openness, not all documents or official documents of BIFZA can be opened, and there are rules that this may and may not. Nevertheless, everything related to public information must be disclosed...." (R1, interview, July 2021) "

Based on interviews with informants, there is transparency of information allowed for public consumption, and it is stated in the regulation on official documents regarding the classification of official documents. According to Hendrawan & Pramudyo (2020a), in democratic countries, recognition of the right to information is considered a means to monitor and supervise the administration of public bodies.

3) Integrity

"... Integrity, before implementing information governance, employees must be honest and consistent, which means that they do not use tricks as long as they work rapidly, which is to be honest, follow the instructions." Consistent means that what is done does not vary, nor does the required format." (R1, interview, July 2021)

"...involving them in monitoring activities, outreach activities that we routinely do as mandate by the Head of BIFZA regulatory. we spread them, so they are involved and know" (R3, interview, July 2021)

Based on interviews with informants R1 and R3, it is known that R1 shows the principle of integrity in employees as the head of the department. While observing the Correspondence

and Archives department, the researchers saw how the leadership, in this case, the Head of Department and Head of Sub-department, always instils integrity and thoroughness in their work regarding Information governance, especially in official documents and record-archives. According to Isa et al. (2019), Effective record-keeping can only be implemented when every employee plays their part in ensuring records are adequately understood during the creation stage and until their legal disposition.

4) Protection

"... for the security of the manuscript, the Decree or Head Regulation must go through the leadership's permission, see the classification of the numbering itself, must receive direction from the leadership to maintain and provide documents/information" (R3, interview, July 2021)

"The protection that I mentioned earlier, there is a limited framework of information, limited information can only be known by the authorised, for example for general bureau staff, work unit staff and not allowed and there are rules. And any information cannot be released without the leadership's permission, it will be subject to direct personal sanctions, so that information regardless of the form of staff must be authorised by the leadership, and may not be reproduced without rules" (R1, interview, July 2021)

Based on interviews with informants R3 and R1 in information security, the leadership has a vital role in distributing official documents within BIFZA, and the leader permits the form of initials on the signature of the signed leader. On the left for level 3 leaders and on the right for level 4 leaders, if the signature is a level 2 leader. If the signature is a level 3 leader, the initials are affixed by a level 4 official. All these regulations have been regulated in the Regulation of the Head of Batam Indonesia Free-Zone Authority No. 15 of 2013 concerning implementing Official Manuscripts within the Batam Indonesia Free-Zone Authority. According to Abu-Musa (2010), good security can increase the reputation, trust, and trust of others who do business with it. It can also increase efficiency by avoiding wasted time and effort in recovering from security incidents.

5) Compliance

"..compliance with regulations, it must be under the wishes, which is under the instructions .." (R1, interview, July 2021)

"The script must be read in detail for numbering and stamping, and verifying according to the regulations in the official document system" (R3, interview, July 2021)

Within the BIFZA work unit, it has implemented regulations regarding the administration of official documents and archives based on Law No. 43 of 2009 concerning Archives. This is evidenced by the results of interviews with informants and researchers during field observations.

6) Availability

BIFZA's staff managing of information that has decreased or its active period will be handed over to archival unit 1, namely the Archives and Library Sub-department of BIFZA. In its activities, the official document that has been submitted will become an inactive record and will be stored in the record centre unit. The purpose of the inactive record information service is to provide inactive records required by the head of the work unit or the head of the organisation. This information service facilitates the search for inactive record information easily, rapidly and precisely. This service can support organisation management activities according to predetermined targets (Arum & Irhandayaningsih, 2019).

7) Retention

"...retention is a time limit, the available information has a time limit, that is an understanding of the time limit. That is usually in a two-year archive retention file for an inactive file. After two years of retention in the work unit, they will submit it to the record centre. Currently, at the record centre, it will be reviewed later after 1-2 years. Furthermore, it will be proposed to be destroyed. But if the vital file cannot be done" (R1, interview, July 2021)

Based on the researcher's observations, any information, in this case, the official document submitted to the Record Unit 1, namely the Archives and Library Sub-department of BIFZA, has entered the information retention period. Then, official manuscripts entered into the record centre will be processed and stored as inactive records. If the retention period has passed, they will be proposed to be destroyed. Rahma & Mayesti (2019) This process includes controlling access rights, namely the delegation of power from the records owner to the record inactive unit at the institution to be managed at the record centre. Herawan (2020) stated that, arrangement of inactive records is a mandatory thing that record creators must do because the arrangement of inactive records is part of record maintenance which is a dynamic record management activity mandated by Law Number 43 of 2009 concerning archives (Republik Indonesia, 2009), as well as Government Regulation Number 28 of 2012 concerning the implementation Law Number 43 of 2009 concerning archives (Pemerintah Republik Indonesia, 2012).

8) Disposition

"...every information is approved, I mentioned BIFZA earlier, the document is called an official document, the official document will not be published without the leadership's permission, the official document cannot be personal but must be an official..." (R1, interview, July 2021)

Based on the researcher's observations, the disposition of information circulating within BIFZA must obtain the approval of the leadership and is regulated in the Regulation of the Head of the Batam Concession Agency No. 15 of 2013 concerning Service Manuscripts and Records Classification Codes issued by BIFZA. This relates to the principle stated by Smallwood (2013) that organisations must provide a safe and appropriate disposition for records that are no longer required to be managed by applicable laws and organizational policies.

Conclusion

Information governance that has been implemented is under the standards of legislation, and ANRI is an institution that is given the authority to issue policies on records & archives. However, there are still shortcomings because the implementation of all the policies issued by ANRI, such as availability and retention, are still not optimal. The information governance maturity matrix is currently at level 3 (elementary level); Thus, information governance activities must be improved, primarily in technical aspects, to facilitate information retrieval for information services. On this level, BIFZA Correspondence and Archives department still need to do numerous works to transform existing rules by utilising information technology to streamline information management and minimise concerns about information leakage problems. This results is intended with the hope that good information governance can assist organisations minimise costs and create special programs that suit the organisation's needs under the challenges of a dynamic era.

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