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Digital Governance Capacity in Dynamic Records Management: A Literature Review of the Utilization of the SRIKANDI Application in Local Government

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ABSTRACT

This study examines governance capacity in the utilization of the Integrated Dynamic Archival Information System (SRIKANDI) at the Library and Archives Office of Barru Regency, Indonesia. It focuses on five dimensions of governance capacity: collective action, coordination, resilience, learning, and resources. The study employs a qualitative approach to explore how these dimensions support the implementation of digital archival management and identify the challenges encountered by the institution. Data were collected through observation, interviews, and documentation, while qualitative data analysis involved data reduction, data display, and conclusion drawing. ATLAS.ti 26 was used to assist in organizing and analyzing interview data. The findings reveal that governance capacity has developed unevenly across the five dimensions. Collective action and coordination are relatively well established, supported by regulatory frameworks, leadership commitment, internal cooperation, and coordination with other government agencies. However, several challenges remain, particularly technical disruptions, unstable internet connectivity, limited human resources, differences in employees' digital competencies, and the absence of formal operational procedures. The resilience dimension remains vulnerable because responses to technical problems tend to rely on temporary solutions and manual procedures. Organizational learning has been supported by technical training, guidance, and independent learning, although knowledge distribution remains uneven. Resource constraints, particularly infrastructure and administrator availability, also affect implementation sustainability. This study concludes that strengthening SRIKANDI governance requires integrated improvements in institutional procedures, human resource development, technological infrastructure, and policy support. Strengthening analytical, operational, and political capacities is essential to reducing individual dependency and ensuring sustainable, accountable, and integrated digital archival governance across regional government agencies.

Keywords: Governance Capacity; SRIKANDI; Digital Governance; Records Management; Local Government.

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A. INTRODUCTION

Digital transformation has become an essential component of public sector reform, particularly in improving administrative efficiency, institutional accountability, and the quality of government services. The development of information and communication technologies has encouraged public organizations to reconsider conventional administrative processes and adopt more integrated digital governance systems. One important area of this transformation is records management, which plays a fundamental role in supporting organizational memory, administrative decision-making, legal accountability, and public information services. Records are not merely administrative documents but also institutional assets that preserve evidence of government activities and decisions. Therefore, effective records management requires systematic procedures for the creation, classification, storage, maintenance, retrieval, and preservation of records throughout their life cycle. The International Organization for Standardization (2016) emphasizes that records management should be supported by appropriate policies, assigned responsibilities, metadata, monitoring, training, and reliable records systems. In the context of digital government, these requirements demand institutional capacity that extends beyond the availability of technological applications. Consequently, digital governance capacity has become an important factor in ensuring that digital records management contributes meaningfully to effective and accountable public administration.

At the global level, digital government development has accelerated as governments increasingly integrate digital technologies into administrative processes and public service delivery. The United Nations (2024) reports substantial progress in digital government development across its 193 Member States, while also identifying persistent disparities in digital infrastructure, human capacity, and local government performance.

This development demonstrates that digital transformation requires more than technological adoption because governments must also strengthen institutional arrangements, human resources, and organizational capabilities. Janowski (2015) explains that digital government evolves through several stages, including digitization, transformation, engagement, and contextualization, reflecting the increasing integration of technology into government

operations. Vial (2019) similarly conceptualizes digital transformation as an organizational process in which digital technologies generate changes in structures, strategies, and value creation. In records management, this transformation requires reliable digital systems capable of maintaining the authenticity, integrity, accessibility, and usability of records over time. The OECD (2020) identifies six dimensions of digital government, including digital-by-design, data-driven public sectors, government as a platform, open by default, user-driven, and proactiveness.
These perspectives indicate that sustainable digital records management depends on the alignment of technology, organizational capacity, governance principles, and institutional transformation.

In Indonesia, digital government transformation is supported by a regulatory framework that encourages the integration of electronic systems into government administration. Presidential Regulation No. 95 of 2018 concerning Electronic-Based Government Systems establishes the national policy direction for developing integrated, effective, and efficient electronic government administration (Republic of Indonesia, 2018). In the field of records management, Law No. 43 of 2009 concerning Archives establishes the national archival framework and emphasizes the importance of authentic, reliable, and accountable records (Republic of Indonesia, 2009).

This framework is further implemented through Government Regulation No. 28 of 2012, which provides more detailed provisions concerning the implementation of archival administration (Republic of Indonesia, 2012). As part of the digitalization of dynamic records management, the Ministry of Administrative and Bureaucratic Reform issued Ministerial Decree No. 679 of 2020, designating the Integrated Dynamic Archival Information System (SRIKANDI) as the general application for dynamic records management (Ministry of Administrative and Bureaucratic Reform, 2020). SRIKANDI is intended to support integrated electronic records administration across central and local government institutions. The application therefore represents an important instrument for translating national digital government and archival policies into administrative practices at the local government level.

Despite the availability of digital applications and supporting regulations, the effectiveness of digital records management remains closely related to the governance capacity of the institutions responsible for implementation. The adoption of SRIKANDI does not automatically guarantee improvements in administrative performance, because its effective utilization requires

adequate human resources, institutional commitment, technological infrastructure, and standardized archival procedures. Mergel et al. (2019) emphasize that digital transformation in government involves comprehensive organizational changes rather than merely introducing new technological applications.

Consequently, local governments need to develop the capacity to integrate digital systems into organizational structures, administrative workflows, and decision-making processes. Relevant challenges include differences in employee digital competencies, institutional readiness, technological infrastructure, organizational coordination, and compliance with archival standards. Another important issue concerns the ability of government institutions to maintain the authenticity, integrity, security, and accessibility of electronic records throughout their life cycle. These challenges raise questions about whether existing digital governance capacities are sufficient to support the effective utilization of SRIKANDI in local government administration. Accordingly, a comprehensive literature-based analysis is necessary to examine the relationship between institutional capacity, digital governance, and the effectiveness of dynamic records management.

Previous studies on digital transformation and public sector governance have provided important theoretical foundations for understanding the relationship between technology and institutional capacity. Vial (2019) reviewed 282 publications and developed a conceptual framework explaining how digital technologies generate organizational disruption and require strategic responses to structural and organizational challenges. Janowski (2015) examined the evolution of digital government and demonstrated that government digitalization develops through increasingly complex stages of transformation and contextualization. Mergel et al. (2019) highlighted that digital transformation involves changes in organizational culture, administrative processes, and relationships between public institutions and stakeholders. The OECD (2020) further developed a digital government policy framework that identifies six dimensions for assessing the maturity and strategic development of digital government. Meanwhile, the International Organization for Standardization (2016) established fundamental principles for managing records, including policies, responsibilities, metadata, monitoring, and training. Shepherd (2006), in examining the relationship between records management and public sector accountability, highlighted the importance of reliable records in supporting transparency and

institutional responsibility. Collectively, these studies and standards demonstrate that digital transformation and records management are interconnected with institutional governance, organizational capabilities, and administrative accountability.

Although previous studies have extensively discussed digital transformation, digital government maturity, and records management principles, the relationship between digital governance capacity and the utilization of integrated dynamic records management applications requires further conceptual examination. Much of the digital government literature focuses on public service transformation, technological innovation, and institutional digital maturity, while records management literature emphasizes archival standards, information authenticity, and organizational accountability. These discussions are often examined separately, limiting a comprehensive understanding of how institutional capacity supports the sustainable use of digital records management applications. Furthermore, the introduction of SRIKANDI as Indonesia's general application for dynamic records management provides a specific national context for examining this relationship. The research gap therefore concerns the need to synthesize institutional, human resource, technological, regulatory, and organizational dimensions within a unified digital governance capacity perspective. The novelty of this study lies in developing an integrated conceptual understanding of digital governance capacity as a foundation for the effective utilization of SRIKANDI in local government. Through a literature review, the study connects digital government theory, archival management principles, and Indonesia's regulatory framework into a comprehensive analytical perspective. This approach is expected to enrich discussions on digital governance by positioning dynamic records management as a strategic component of institutional transformation and public sector accountability.

Based on the identified research gap, this study aims to analyze digital governance capacity in dynamic records management through a literature review of the utilization of the SRIKANDI application in local government. Specifically, it examines the conceptual relationship between digital governance capacity and the transformation of government records management from conventional administrative practices to integrated digital systems. The study also identifies the institutional dimensions required to support SRIKANDI utilization, including organizational capacity, human resource competencies, technological infrastructure, and regulatory support. Furthermore, it analyzes how these dimensions contribute to the integration of archival processes

and the strengthening of administrative accountability in local government institutions. Another objective is to examine the relevance of national archival regulations and electronic government policies in establishing an institutional foundation for digital records management. The study also seeks to identify conceptual challenges that may influence the sustainability and effectiveness of SRIKANDI utilization. By synthesizing relevant academic literature, international standards, and Indonesian regulatory documents, the research develops an integrated analytical perspective on digital governance capacity. Ultimately, these objectives provide a basis for formulating recommendations to strengthen the institutional capacity of local governments in managing dynamic records through integrated digital applications.

This study is expected to contribute theoretically and practically to the development of public administration, digital governance, and contemporary records management. Theoretically, it expands the discussion of digital governance capacity by positioning dynamic records management as an essential element of institutional digital transformation. It also provides a conceptual connection between organizational capacity, human resource development, technological infrastructure, regulatory compliance, and archival governance. From a practical perspective, the findings may serve as a reference for local governments in evaluating the institutional requirements for effective SRIKANDI utilization. The study also highlights the importance of strengthening employee competencies, improving technological infrastructure, developing standardized administrative procedures, and ensuring coordination among organizational units. Furthermore, reliable digital records management can support transparency, accountability, administrative continuity, and evidence-based decision-making within public institutions. These contributions are relevant to Sustainable Development Goal 16, particularly the development of effective, accountable, and transparent institutions. Ultimately, strengthening digital governance capacity is expected to support the sustainable transformation of local government administration through integrated, reliable, and accountable dynamic records management.

B.RESEARCH METHODS

This study employs a qualitative approach using a literature review (library research) method to examine digital governance capacity in dynamic records management, focusing on the utilization of the Integrated Dynamic Archival Information System (SRIKANDI) in local government. The literature review method is selected because the research aims to develop a conceptual understanding of the institutional capacities required to support digital records management, rather than to measure the actual performance of a particular government institution through fieldwork. The study focuses on the relationship between digital governance capacity, institutional transformation, and the implementation of integrated electronic records management systems. The analytical context is based on the utilization of SRIKANDI as a national digital application designed to support dynamic records management across government institutions. Accordingly, the research examines relevant academic concepts, previous research findings, international standards, and Indonesian regulatory frameworks concerning digital government and archival administration.

The data consist of secondary sources, including scientific journal articles, academic books, research reports, government publications, archival standards, and relevant laws and regulations. The literature is selected based on its relevance to digital governance capacity, electronic records management, institutional readiness, human resource competencies, technological infrastructure, regulatory support, and organizational coordination. Primary legal and policy documents include Law No. 43 of 2009 concerning Archives, Government Regulation No. 28 of 2012 concerning the Implementation of the Archival Law, Presidential Regulation No. 95 of 2018 concerning Electronic-Based Government Systems, and Ministerial Decree No. 679 of 2020 concerning the general application for dynamic records management. Academic literature is obtained from relevant scientific publications and scholarly databases, including Google Scholar, Scopus, and other accessible academic sources. The selection process considers the relevance, credibility, publication quality, and contribution of each source to the research objectives.

Data analysis is conducted through descriptive qualitative analysis and thematic synthesis. The process begins with identifying and selecting relevant literature, followed by classifying information into five analytical dimensions: institutional capacity, human resource capacity,

technological capacity, regulatory and policy capacity, and organizational coordination and integration. Subsequently, the selected literature is critically examined to identify conceptual similarities, differences, relationships, and recurring issues concerning digital governance and dynamic records management. The findings are synthesized to develop an integrated understanding of the institutional requirements for effective SRIKANDI utilization in local government. The analysis also examines how these governance dimensions contribute to administrative efficiency, archival accountability, information security, and institutional sustainability. Through this process, the study develops conceptual recommendations for strengthening digital governance capacity in the implementation of integrated dynamic records management systems.

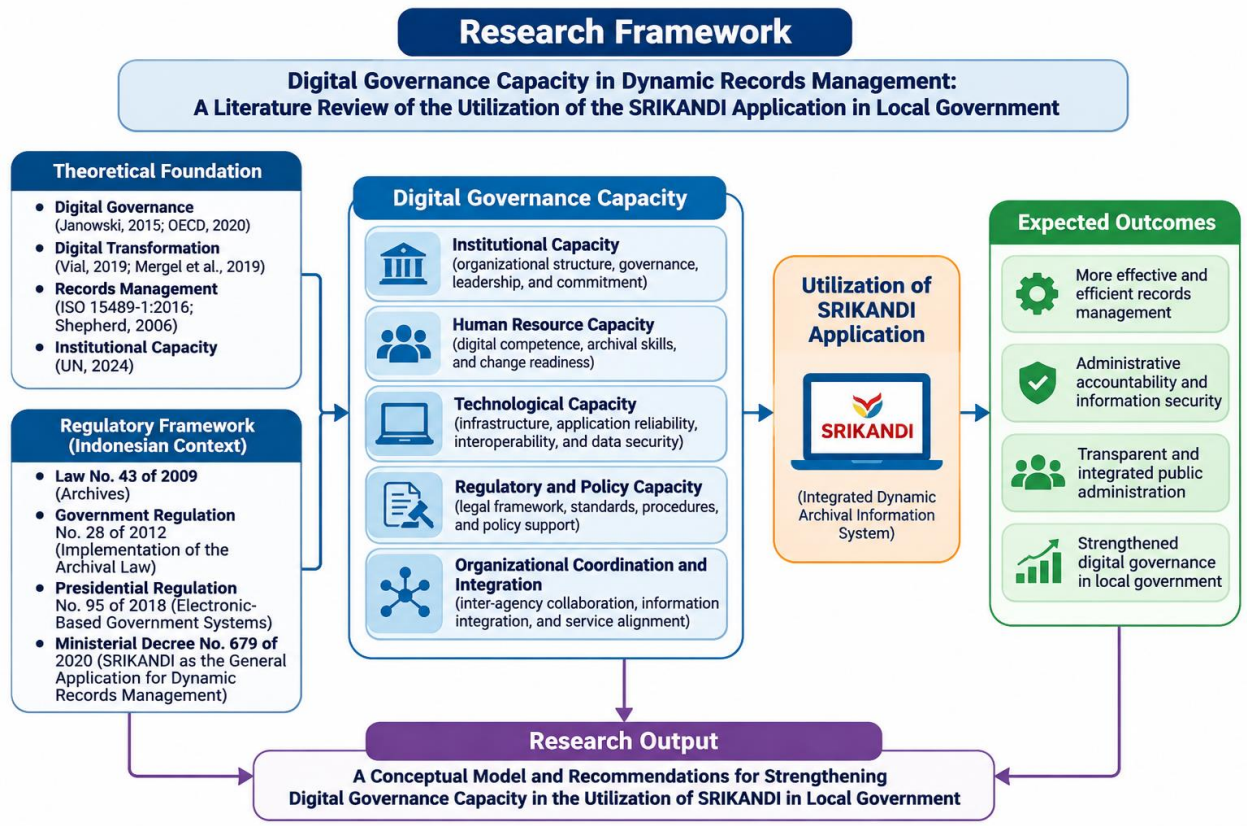


Figure 1 Research Framework of Digital Governance Capacity in Dynamic Records Management through the Utilization of the SRIKANDI Application in Local Government.

Figure 1 presents the research framework, which illustrates the relationship between theoretical foundations, regulatory frameworks, and digital governance capacity in the context of implementing the SRIKANDI application within local governments. Digital governance capacity is examined through five key dimensions: institutional capacity, human resource capacity, technological capacity, regulatory and policy capacity, and organizational coordination and integration. These five dimensions serve as the basis for understanding the use of the SRIKANDI application as an integrated dynamic records management information system. By synthesizing literature—including various concepts, prior research, and relevant regulations—this framework aims to develop a conceptual model and provide recommendations for strengthening digital governance capacity. The ultimate goal is to foster records management that is more effective, accountable, transparent, and integrated, while simultaneously supporting the enhancement of digital governance within local government administration.

C.RESEARCH RESULTS AND DISCUSSION

- Results

The findings indicate that the capacity governance of the Integrated Dynamic Archival Information System (SRIKANDI) at the Library and Archives Office of Barru Regency has developed unevenly across its five dimensions: collective action, coordination, resilience, learning, and resources. The implementation of SRIKANDI is not merely a matter of adopting digital technology but also involves the organization's ability to mobilize actors, coordinate administrative processes, respond to technical disruptions, develop employee competencies, and maintain adequate resources. The Library and Archives Office occupies a strategic position because it is responsible not only for internal implementation but also for supporting SRIKANDI implementation across Regional Government Organizations (OPDs) in Barru Regency. This dual responsibility creates greater institutional demands and requires governance capacity that is sustainable and distributed across organizational units.

The collective action dimension demonstrates relatively strong institutional commitment to the adoption of SRIKANDI. This commitment is supported by a regulatory framework involving policies issued by the National Archives of the Republic of Indonesia (ANRI),

Presidential Regulation No. 95 of 2018 concerning Electronic-Based Government Systems (SPBE), and Barru Regent Circular Letter No. 5 of 2025. At the organizational level, leadership direction has encouraged employees to use SRIKANDI for official correspondence and archival activities, reducing reliance on conventional administrative procedures. The availability of standardized letter templates and automatic recording features has also provided practical benefits for employees during the transition from manual to digital processes. Nevertheless, the adoption process has not been entirely uniform, as some employees continue to experience difficulties adapting to digital working practices.

The coordination dimension reflects progress in communication and administrative alignment, particularly through leadership direction, coordination among organizational units, and cooperation with other government institutions. Coordination is conducted through hierarchical communication, internal teams, official assignments, and informal communication channels such as WhatsApp groups. The use of SRIKANDI has also facilitated correspondence across geographical boundaries through electronic signatures (TTE), allowing documents to be processed without requiring physical delivery. However, coordination mechanisms remain partly dependent on informal communication and individual initiatives. The absence of formally established standard operating procedures (SOPs) has limited the institutionalization of coordination, particularly in interactions involving the Library and Archives Office, the Communication and Informatics Office (Kominfo), ANRI, and the National Cyber and Crypto Agency (BSSN).

The resilience dimension remains one of the most challenging aspects of SRIKANDI governance. Technical disruptions, including unstable internet connections, server downtime, and electronic signature failures, have affected the continuity of digital administrative activities. In response, employees have adopted hybrid working arrangements by temporarily returning to manual procedures when the application cannot be accessed. Data backup practices, including the use of Google Drive and the National Archival Information Network (JIKN), have also been identified as supporting measures. However, these responses are largely reactive and depend on individual initiatives rather than standardized institutional recovery procedures. Consequently, the organization's ability to maintain operational continuity remains vulnerable to recurring technical problems and limitations in the central system.

The learning dimension reveals that employee capacity development has taken place through technical guidance, administrative instructions, periodic evaluation, and independent learning. Training activities have been conducted to improve employees' understanding of SRIKANDI, while administrators have provided direct assistance to users experiencing operational difficulties. Some employees have also developed their competencies through online learning resources, including YouTube and Zoom. Despite these initiatives, learning opportunities have not been distributed evenly, and face to face technical assistance remains necessary because online training is not always sufficient to address practical operational problems. The concentration of technical knowledge among a limited number of administrators further creates organizational dependency and increases the risk of knowledge loss when personnel are transferred or reassigned.

The resources dimension demonstrates that the availability and distribution of technological infrastructure and human resources continue to influence the effectiveness of SRIKANDI implementation. Although some employees consider computers and internet access relatively adequate for routine activities, server stability remains a significant concern. The administrator's responsibilities are also substantial because technical support must accommodate internal users as well as other OPDs within the regency. Limited equipment, budget efficiency policies, and the additional duties assigned to archival personnel have placed pressure on operational capacity. These conditions indicate that the sustainability of SRIKANDI depends not only on the availability of digital infrastructure but also on the equitable distribution of technical personnel, adequate equipment, and institutional support.

Regarding capacity strengthening efforts, the findings identify three interconnected areas: analytical capacity, operational capacity, and political capacity. Analytical capacity has been developed through evidence-based evaluation, the use of evaluation forms, direct monitoring, and verification by organizational leaders. Operational capacity has been pursued through the formation of management teams, periodic evaluation, inter-institutional coordination, and employee training. Political capacity is reflected in leadership commitment to mandatory SRIKANDI use and the planned establishment of the Indonesian Archivists Association (Asosiasi Arsiparis Indonesia/AAI) Branch in Barru Regency. These initiatives demonstrate that institutional strengthening has begun; however, their effectiveness remains constrained by

informal coordination arrangements, uneven knowledge distribution, and the limited formalization of organizational procedures.

Overall, the findings show that the main challenge in strengthening SRIKANDI governance lies in the gap between the broad institutional mandate of the Library and Archives Office as the regency-level coordinator and its limited, concentrated technical capacity. While collective action and coordination have developed relatively well, resilience, learning, and resources require more systematic institutional reinforcement. Three priorities emerge from the findings: establishing formal SOPs for coordination and system management, appointing assistant administrators to reduce dependence on a limited number of technical personnel, and improving the mechanism for submitting resource requirements through documented proposals supported by stronger institutional advocacy. These measures should be accompanied by improved server capacity, adequate computer equipment, and continuous face-to-face training. Such integrated improvements are expected to strengthen operational capacity, organizational resilience, and institutional learning, thereby supporting more sustainable digital archival governance in Barru Regency.

- Discussion

The findings demonstrate that the implementation of SRIKANDI in the Library and Archives Office of Barru Regency is influenced by the interaction of institutional commitment, coordination mechanisms, organizational adaptability, employee learning, and resource availability. The relatively strong development of collective action and coordination indicates that regulatory support and leadership commitment have provided an important foundation for digital transformation. However, the weaknesses identified in resilience, learning, and resources suggest that formal adoption does not automatically guarantee sustainable digital governance. This condition supports the governance capacity framework developed by van Popering-Verkerk et al. (2022), which emphasizes five interconnected elements: collective action, coordination, resilience, learning, and resources. In the context of Barru Regency, the imbalance among these elements indicates that strengthening digital governance requires an integrated approach rather than focusing exclusively on the use of the application.

The relatively strong performance of collective action and coordination reflects the importance of institutional arrangements and collaboration in ensuring the continuity of digital archival management. Regulatory support, leadership direction, and cooperation among organizational units have encouraged employees to adopt SRIKANDI in their administrative activities. Nevertheless, the continued reliance on informal communication channels and the absence of formal coordination procedures indicate that these practices have not been fully institutionalized. This finding suggests that coordination should extend beyond information exchange and develop into structured mechanisms that establish clear responsibilities, communication procedures, and accountability among relevant actors. As emphasized by van Popering-Verkerk et al. (2022), governance capacity depends not only on the willingness of actors to work collectively but also on their ability to align actions and coordinate resources effectively. Therefore, formal SOPs are essential to transform existing coordination practices into more consistent and sustainable institutional arrangements.

The challenges related to resilience, learning, and resources further reveal that digital governance depends on the organization's ability to respond to disruption and continuously improve its operational capacity. Technical problems involving server instability, internet connectivity, and electronic signatures have encouraged employees to rely on temporary manual procedures. Meanwhile, the concentration of technical knowledge among a limited number of administrators and the uneven distribution of training opportunities have created organizational vulnerabilities. These conditions demonstrate the importance of developing analytical, operational, and political capacities simultaneously. Wu et al. (2015) explain that policy capacity consists of analytical capacity to generate and use evidence, operational capacity to manage organizational processes and resources, and political capacity to secure support and legitimacy. In the SRIKANDI context, these capacities can be strengthened through evidence-based evaluation, formalized technical procedures, continuous training, and institutional support for adequate infrastructure and human resources.

The findings also indicate that strengthening SRIKANDI governance requires a shift from individual based problem solving toward institutionalized and collaborative capacity development. The proposed establishment of assistant administrators, formalization of SOPs, improvement of server infrastructure, and development of continuous peer learning are important measures for

reducing organizational dependency on individual personnel. Furthermore, the planned establishment of the Indonesian Archivists Association (AAI) Branch in Barru may provide an institutional platform for professional development and broader stakeholder support. This direction is consistent with Woo et al. (2016), who emphasize that effective governance depends on the integration of analytical, operational, and political capacities rather than the development of a single capacity in isolation. Accordingly, sustainable SRIKANDI implementation requires the Library and Archives Office and the Barru Regency Government to align institutional authority, technical competence, infrastructure, and inter-organizational cooperation. Such integration is necessary to ensure that digital archival transformation develops beyond administrative compliance into a resilient, accountable, and sustainable governance system.

D.CONCLUSION & RECOMMENDATIONS

- Conclusion

The findings indicate that governance capacity in the utilization of the Integrated Dynamic Archival Information System (SRIKANDI) at the Barru Regency Library and Archives Office has developed unevenly across five dimensions: collective action, coordination, resilience, learning, and resources. Collective action and coordination have been relatively well established through regulatory support, leadership commitment, and cooperation among organizational units and regional government agencies. However, these achievements have not been fully supported by institutional resilience, continuous organizational learning, and adequate resources. Technical disruptions, unstable internet connectivity, limited human resources, uneven digital competencies, and the absence of formal operational procedures remain significant challenges to the effective and sustainable implementation of SRIKANDI.

Strengthening governance capacity requires a shift from individual-dependent implementation toward a more systematic, collaborative, and institutionally supported digital archival management system. Analytical capacity needs to be strengthened through regular evaluation and evidence-based monitoring, while operational capacity requires improved coordination, clear procedures, adequate infrastructure, and continuous human resource

development. Political capacity also needs to be maintained through leadership commitment and policy support to ensure the sustainability of SRIKANDI implementation. Therefore, the success of SRIKANDI cannot be measured solely by application usage but also by the institution's ability to maintain service continuity, develop employee competencies, and establish accountable and integrated archival governance.

- Recommendations

The Barru Regency Library and Archives Office should prioritize the formulation and implementation of formal Standard Operating Procedures (SOPs) for SRIKANDI, including procedures for technical disruptions, data backup, and alternative correspondence mechanisms. The office should also strengthen human resource capacity by appointing additional administrators or assistant administrators, conducting regular technical training and face-to-face mentoring, and encouraging knowledge sharing among employees and regional government agencies. Furthermore, the Barru Regency Government should provide sustained support through improvements in server reliability, internet connectivity, computer equipment, and operational budgets. Establishing stronger professional networks, including the proposed Indonesian Archivists Association (AAI) branch in Barru, may also support continuous learning and professional development. These measures are expected to strengthen institutional resilience, reduce dependence on individual administrators, and promote sustainable digital archival governance across local government agencies.

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