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CONTEXT REPRESENTATION IN RESEARCH LITERATURE ON RECORDS MANAGEMENT IN INDONESIAN GOVERNMENT AGENCIES: A SYSTEMATIC LITERATURE REVIEW

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Abstract
This study systematically examines how the context of records creation is represented in the literature on records management in Indonesian government agencies, with particular attention to organizational activities. This inquiry is important because the activity context underlying records creation helps explain the meaning of records, inter-record relationships, and their appropriate use. A weak representation of this context may contribute to disorder in records management and weaken the evidential function of records as traces of organizational activity. Using a Systematic Literature Review (SLR) based on PRISMA 2020, this study searched Google Scholar and GARUDA for journal articles published between 2014 and 2025. Following identification, screening, and eligibility assessment, 94 articles were selected. The data were analyzed through thematic synthesis, involving initial coding, descriptive theme development, and analytical theme formulation. The findings indicate that the context of records creation has not been widely discussed as an independent theoretical concept. Instead, it tends to appear implicitly through records management practices, instruments, and systems. Three discussion patterns were identified: implicit-procedural, instrumental-operational, and explicit-conceptual. The context of organizational activities is represented through organizational functions and work processes, records creators and records-managing units, administrative workflows, classification and filing, description and metadata, retention, and accountability. This study suggests that strengthening context representation is necessary so that government records are understood not merely as administrative documents, but also as evidence of organizational activities, sources of contextual information, and institutional memory. However, as this study is literature-based, it does not directly assess contextual representation practices in specific government agencies.

Keywords: records management; archival context; context representation; government records; systematic literature review; thematic synthesis

INTRODUCTION

Records are documentary evidence of activities or events created and received by organizations in carrying out their functions and activities (Republik Indonesia, 2009; Yeo, 2007). From the perspective of archival science, records are not merely understood as documents or stored information, but also as evidence of organizational activities created as a by-product of specific work processes (Duranti et al., 2002; Yeo, 2007). Therefore, the meaning of records cannot be separated from their context of creation, namely the relationship between records, their creators, functions, activities, work processes, and the authority or organizational mandate underlying their creation (Ketelaar, 2023).

The importance of context in archival science is reflected in the principle of provenance, which situates records in relation to the creator and the activities that generated them (Roe, 2005; Williams, 2006). Through context, users can understand the relationships among records, the purposes for which records were created, and the basis of accountability for the activities recorded. Conversely, the loss of context can obscure relationships among records, weaken their evidential value, and make records more difficult to use as evidence and as institutional memory (Duranti et al., 2002; Roe, 2005; Yeo, 2007). Within this framework, records can be understood as persistent representations of activities, namely enduring representations of individual or organizational activities (Yeo, 2007).

Context representation refers to efforts to describe and preserve the relationship between records and the conditions of their creation. Such representation may be manifested through records classification, filing, description, metadata, inter-record relationships, and records management systems that help users understand the origin, structure, and use context of records (Pacheco et al., 2023; Yakel, 2003; Zhang, 2012). Thus, context representation functions not only to support storage and retrieval, but also to ensure that records remain understandable as evidence of organizational activities.

This issue becomes increasingly important in the digital environment. Electronic records management systems can make documents easier to store, search, and access. However, ease of retrieval does not necessarily mean that records can be understood contextually. System and technological perspectives primarily help explain how records are managed through applications, features, and digital infrastructure, whereas administrative governance perspectives tend to emphasize procedures, compliance, human resources, and management effectiveness. Both perspectives are important, but they do not fully explain whether records are still able to demonstrate their relationships with creators, functions, activities, work processes, and organizational accountability. Therefore, the perspective of context representation is needed to examine how these relationships are recorded, maintained, or weakened in records management practices.

In the Indonesian context, archival research has shown increasing development. Bibliometric analysis indicates that archival research themes continue to expand in line with the changing needs of information management in modern organizations (Avidiansyah, 2025). Mapping studies of archival research also show that many topics discussed are related to records management information systems, electronic records, digitization, and records management in various institutions (Mariyamah et al., 2024; Sukarman et al., 2026). A similar tendency is evident in studies of records management in government agencies, which generally

discuss the implementation of archival systems, records management, storage, maintenance, and records retrieval (Azhari et al., 2023; Tahra & Lestari, 2024).

Although these studies make important contributions to understanding records management practices in the public sector, most of their discussions remain technical, administrative, procedural, and implementation-oriented. As a result, the relationship between records and their context of creation has not been widely positioned as a conceptual issue in research on government records management. In fact, although recordkeeping in the government sector is guided by national regulations, each institution still has different functions, activities, work processes, authority structures, and accountability needs. These differences indicate that the context of organizational activities remains important in shaping records management practices.

The limited attention given to this aspect reveals a conceptual gap in Indonesian archival literature. The context of records creation is actually present in various records management practices, such as classification, filing, description, metadata, retention, disposition, and electronic records systems. However, this context has not been widely understood as an analytical concept for explaining the relationship between records, organizational activities, and institutional accountability (Pacheco et al., 2023; Roe, 2005; Yakel, 2003; Yeo, 2007; Zhang, 2012). Therefore, the perspective of context representation is needed to examine records management practices not merely as matters of administrative order or system implementation, but as efforts to preserve the meaning of records as evidence of organizational activities.

Accordingly, this study aims to analyze how the representation of the context of records creation is discussed in the research literature on records management in government agencies in Indonesia, with particular attention to the context of organizational activities. This study employs a Systematic Literature Review (SLR) approach to identify, select, and analyze relevant articles. Specifically, this study addresses two research questions: (1) how is the representation of the context of records creation discussed in the research literature on records management in government agencies in Indonesia; and (2) through what aspects is the context of organizational activities represented in such records management research?

This study is expected to contribute to enriching the understanding of context representation in the research literature on records management in Indonesia. Specifically, this study offers an initial typology of how the context of organizational activities is represented in the literature on government records management in Indonesia. This typology shows that context representation does not only appear through explicit theoretical discussions, but also through practices, instruments, and records management systems that connect records with functions, activities, organizational actors, work processes, and accountability for activities. Practically, the findings of this study may serve as a conceptual basis for developing records management practices that are better able to preserve the relationship between records and the context of organizational activities underlying their creation.

RESEARCH METHOD

This study employed a Systematic Literature Review (SLR) approach to analyze the representation of the context of records creation in the research literature on records management in government agencies in Indonesia, with a focus on the context of organizational activities. The SLR process was reported by referring to the Preferred Reporting Items for

Systematic Reviews and Meta-Analyses (PRISMA) to ensure the transparency and traceability of the processes of literature identification, screening, selection, and inclusion (Page et al., 2021).

The literature search was conducted using Google Scholar and Garba Rujukan Digital (GARUDA). Google Scholar was selected because it provides broad coverage of scholarly literature and is widely used in academic searches (Walters, 2009). Nevertheless, this platform has limitations in terms of the consistency of search results and only displays a portion of the available results (Bramer et al., 2016). Therefore, the search was conducted using a structured search strategy through the use of specific keywords, restricting the search to article titles, and limiting the results to the first ten pages sorted by relevance.

The search strategy focused on terms representing records management research, such as "pengelolaan arsip," "manajemen arsip," "penyelenggaraan kearsipan," "arsip elektronik," and "kearsipan elektronik." In Google Scholar, searches were conducted using the intitle operator to limit the occurrence of keywords to article titles, thereby increasing the relevance of the search results. In GARUDA, searches were conducted using the title search feature. Technical terms related to specific practices, such as records classification, records filing, records arrangement, archival description, or records metadata, were not used as search keywords, but were instead positioned as analytical indicators during the thematic coding stage so that context representation could be identified inductively from the literature analyzed.

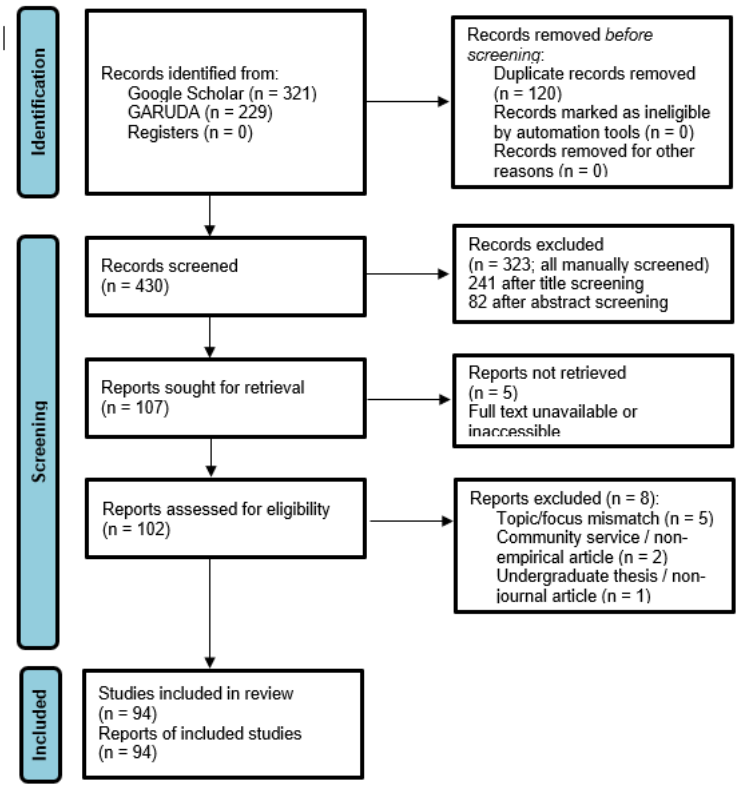
The retrieved articles were then selected using inclusion and exclusion criteria to ensure their relevance to the focus of the study. The inclusion criteria were as follows: (1) scholarly journal articles; (2) articles discussing records management practices in organizations; (3) articles focusing on government agencies in Indonesia; (4) articles written in Indonesian or English; and (5) articles published between 2014 and 2025. This time span was selected to represent the development of research on records management in Indonesian government agencies over a sufficiently long period and in relation to contemporary developments in archival studies. Meanwhile, undergraduate theses, master's theses, dissertations, books, research reports, conference proceedings, and articles focusing on archives, archival services, historical archives preservation, or the functions of archival institutions without discussing records management practices within organizations were excluded from the analysis.

The literature search was conducted on April 3, 2026. Article selection followed the PRISMA stages, consisting of identification, screening, eligibility assessment, and inclusion. At the identification stage, 550 articles were obtained from Google Scholar and GARUDA, consisting of 321 articles from Google Scholar and 229 articles from GARUDA. After duplicate removal, the number of articles was reduced to 430. The entire screening process was conducted manually by the researcher without using automation tools. Title screening resulted in 189 articles considered potentially relevant. Abstract screening was then conducted, resulting in 107 articles for full-text retrieval. At the full-text retrieval stage, five articles could not be obtained because the full texts were unavailable or inaccessible. Thus, 102 articles were reviewed at the eligibility assessment stage. Based on the full-text review, eight articles were excluded because they did not meet the research criteria. Consequently, 94 articles were established as the data sources for this study. The sequence of the selection process is presented in the PRISMA flow diagram in Figure 1.

The selection results indicate that although a considerable number of studies related to records were found in scholarly databases, not all of them were directly relevant to the focus of this study, namely records management in government agencies and the representation of the context of records creation. Several articles focused more on archives, archival institution

services, historical archives preservation, or forms of publication that did not meet the research criteria. Therefore, the PRISMA stages played an important role in ensuring that the literature analyzed was aligned with the objectives of the study and could support the thematic synthesis process.

Figure 1. PRISMA flow diagram of the literature selection process



After the articles meeting the inclusion criteria had been determined, data from each article were extracted into an analysis matrix. The extracted data included the article code, bibliographic identity, article title, organizational scope or object, research focus, and indicators of context representation that appeared in the article discussion. These indicators included organizational functions, activities or work processes, records-creating or records-managing units, records classification, metadata, archival description, provenance, and the relationship between records and their context of creation. In addition, notes were also made on the characteristics of the literature, the orientation of the discussion, the aspects of records management examined, the forms of context representation identified, and the contribution of each article to the development of synthesis themes. This extraction matrix was used to maintain consistency in reading across articles and served as the basis for the coding and thematic synthesis process.

All articles that passed the selection stage were analyzed using a thematic synthesis approach (Thomas & Harden, 2008). The analysis was conducted in three stages: initial coding of text segments containing forms of representation of the context of records creation, development of descriptive themes based on similarities among codes, and formulation of analytical themes to identify patterns of representation of the context of organizational activities in the analyzed literature. Descriptive themes were used to summarize the forms of context representation that appeared in the articles, whereas analytical themes were used to interpret

how the context of organizational activities was represented through the records management practices and instruments discussed in the literature.

RESULT AND DISCUSSION

Characteristics and Focus of the Analyzed Literature

This section presents a general overview of the literature used as the data source for this study. In a Systematic Literature Review (SLR)-based study, mapping the characteristics of the literature is necessary to demonstrate the scope, boundaries, and traceability of the sources analyzed before the synthesis process is conducted (Page et al., 2021). In addition, in thematic synthesis, understanding the characteristics of the studies analyzed is important to maintain the connection between the synthesis findings and the context of the original literature (Thomas & Harden, 2008). Therefore, the characteristics of the literature in this study are summarized based on the number of articles, publication range, organizational scope, research focus, research orientation, trends in electronic records management and digitization, and their relationship to the representation of the context of records creation. A summary of the characteristics and focus of the analyzed literature is presented in Table 1.

Table 1. Characteristics and Focus of the Analyzed Literature

Literature Dimension	Synthesis Findings
Number of Articles Analyzed	A total of 94 research articles on records management in government agencies in Indonesia met the inclusion criteria and were analyzed in this study.
Publication Range	The analyzed articles were published between 2014 and 2025.
Organizational Scope	The literature covers various government agencies, both central and local, including ministries/agencies, government offices, secretariats, sub-district offices, urban village offices, village governments, and regional archival institutions, as long as they discuss records management practices within organizations.
Focus of Records Management Studies	The literature predominantly focuses on records management, management of incoming and outgoing correspondence, records storage, classification, filing, retrieval, maintenance, disposition, and electronic records management.
Research Orientation	Most articles are technical, administrative, procedural, evaluative, and implementation-oriented, particularly in assessing the alignment of records management practices with regulations, guidelines, organizational needs, and constraints related to facilities, human resources, and systems.
Trends in Electronic Records Management and Digitization	Several articles discuss the use of archival information systems, correspondence applications, electronic records, digitization, media conversion, and the implementation of archival applications to support records creation, storage, retrieval, and control.
Relationship with the Representation of the Context of Records Creation	Elements of context representation appear through discussions of organizational functions, records-creating or records-managing units, workflows, disposition, classification, filing, metadata, records lists, inter-record relationships, and the relationship between records and organizational administrative activities.

Table 1 shows that the literature on records management in government agencies in Indonesia covers diverse organizational contexts, but most of the discussion remains within technical-administrative, procedural, and implementation-oriented domains. The main focus of the literature does not directly position context representation as a central conceptual issue, but rather discusses records management practices, such as correspondence management,

classification, filing, storage, retrieval, disposition, electronic records management, and the implementation of archival information systems. Nevertheless, elements of the context of records creation still appear through discussions of organizational functions, managing units, workflows, disposition, classification, metadata, records lists, and the relationship between records and organizational administrative activities. These elements are important because archival context is related to the relationship between records, creators, functions, activities, and organizational processes underlying their creation (Roe, 2005; Yakel, 2003; Yeo, 2007). Thus, the characteristics of the analyzed literature indicate that context representation in studies of government records management is mostly present implicitly through discussions of records management instruments, procedures, and systems. This finding provides the basis for analyzing patterns of context representation in the literature in the following subsection.

Patterns of Discussion on Context Representation in the Literature

The coding results of the 94 articles show that the representation of the context of records creation is not always discussed as a standalone theoretical concept. In thematic synthesis, the grouping of codes into descriptive and analytical themes is used to interpret patterns that go beyond descriptive summaries of individual articles (Thomas & Harden, 2008). Based on this process, the analyzed articles were grouped into three analytical categories: implicit-procedural, instrumental-operational, and explicit-conceptual. The implicit-procedural category refers to articles that do not discuss context conceptually, but demonstrate elements of context through technical-procedural descriptions, such as correspondence management, recording, disposition, storage, retrieval, or records use. The instrumental-operational category refers to articles that do not make context the main conceptual focus, but systematically demonstrate the relationship between records, managing units, workflows, classification, records lists, retention, or archival systems. Meanwhile, the explicit-conceptual category refers to articles that directly discuss the relationship between records and their context of creation, such as organizational functions and duties, the structure–content–context of records, provenance, metadata, classification, description, or archival instruments that connect records with organizational activities.

Based on these categories, 76 articles demonstrate context representation in an implicit-procedural pattern, 13 articles in an instrumental-operational pattern, and 5 articles in an explicit-conceptual pattern. This classification is not intended to assess the quality of the articles, but to show how context representation is present and discussed in the records management literature. Based on the synthesis results, patterns of discussion on context representation in the literature can be understood through four main forms: context representation in administrative procedure descriptions, records management instruments, records classification and description, and electronic records systems.

The first pattern shows that context representation most frequently appears implicitly in technical-administrative descriptions of records management. In this pattern, the context of records creation is not the main focus of discussion, but it can be traced through discussions of incoming and outgoing correspondence flows, division of roles among work units, disposition processes, correspondence recording, storage, and records retrieval. For example, Basya and Puspasari (2021) show that records management in a sub-district office is related to the division of roles among sections, the secretariat, and the sub-district head, as well as the correspondence management flow as part of the organizational administrative process. A similar pattern is also evident in studies of records management in regional archival institutions. Ghofilah et al. (2022)

show that records management practices at the Archives and Library Office of Cianjur Regency can be traced through the receipt of records from regional apparatus organizations as records creators, the process of records sorting and classification, registration of records in records lists, arrangement for retrieval, and records disposition and destruction carried out in coordination with the records creators. Thus, archival context in this pattern is mostly embedded in descriptions of organizational procedures and workflows.

The second pattern shows that context representation becomes more visible when articles discuss records management instruments that connect records with functions, activities, managing units, and the records life cycle. Articles in this pattern usually do not only discuss records as stored documents, but also relate them to creation, use, filing, transfer, retention, and disposition. Aulianto (2022), for example, shows that records management can be examined through the analysis of organizational functions and duties, official correspondence procedures, classification codes, file lists, file content lists, records retention schedules, and records transfer minutes. Yunda et al. (2022) also show that the creation of records that meet structural, content, and contextual requirements, as well as the use of classification and access control, plays a role in supporting administrative order. In this pattern, context representation begins to appear as part of an effort to maintain the traceability of the relationship between records, work units, administrative processes, and organizational accountability.

The third pattern shows that context representation appears more explicitly in articles that discuss classification, description, records lists, and metadata as means of linking records to their context of creation. Jannana and Fadhilah (2018) show that records management can be understood as a layered process of context formation, beginning with the filing of active records, the grouping and description of inactive records, and the arrangement of archives based on the fonds–series–file–item structure. This pattern indicates that context representation is not only attached to the stage of records creation, but is also formed and maintained through processes of processing, arrangement, and the provision of retrieval tools. This view is in line with Ketelaar (2023), who emphasizes that understanding records should not stop at archival documents as objects, but should be directed toward their contextual history, namely why records were created, who the actors involved were, what activities or work processes were recorded, and how the archiving process was carried out in relation to social and technological developments.

The fourth pattern is evident in the literature discussing electronic records management and archival information systems. In this group, context representation appears through data elements and system features, such as correspondence numbers, dates, subjects, classification codes, field codes, dispositions, managing units, records value, access rights, scanned records, and search facilities. Nurrachmaningrum and Lestari (2023) show that electronic records management through SIMANSU can be understood as recording elements of archival context through correspondence numbers, letter dates, receipt dates, subjects, types and characteristics of correspondence, attachments, uploaded scanned records, correspondence classification codes, field codes, leadership dispositions, and advanced search features. Listiyani and Alamsyah (2019) also demonstrate that the authentication of electronic records in an e-archives system is carried out by checking the attributes or metadata of electronic records against those of their textual records, including date, correspondence number, subject, classification code, index, processing unit, records value, medium, stage of development, attachments, digital copies, and uploaded photographs of records. However, the literature also indicates that the use of electronic systems does not always guarantee strong context representation if it is not

supported by procedures, adequate metadata, access control, retention, and user understanding of the records life cycle.

Based on these patterns, context representation in the literature on government records management in Indonesia more often appears as part of discussions on records management practices, instruments, and systems than as an explicitly discussed theoretical concept. The literature tends to position context as an element needed to support administrative order, retrieval, accountability, authenticity, and records disposition. This pattern is consistent with the understanding that archival context is related to the relationship between records, creators, functions, activities, and organizational processes underlying their creation (Roe, 2005; Yakel, 2003; Yeo, 2007).

However, the context appearing in the literature is still more frequently situated within the internal domain of organizations, such as work procedures, managing units, classification, storage systems, and compliance with archival regulations, rather than within broader social, political, or strategic contexts. The answer to the first research question shows that the representation of the context of records creation is discussed through layered patterns: from implicit-procedural patterns in administrative procedures, to instrumental-operational patterns in records management instruments, and explicit-conceptual patterns in discussions of classification, description, metadata, and electronic archival systems. These patterns provide the basis for identifying themes of context representation of organizational activities in the following subsection.

Themes of Context Representation of Organizational Activities

This subsection addresses the second research question, namely through what aspects the context of organizational activities is represented in studies of records management in government agencies in Indonesia. Based on the coding results and the development of analytical themes, the representation of the context of organizational activities does not only appear through terms that directly refer to archival context, but also through various records management practices and instruments that connect records with functions, activities, work processes, organizational actors, the structure of record relationships, and accountability for activities. Therefore, the themes presented in Table 2 are not intended as a list of all aspects of records management, but rather as a synthesis of the aspects that most strongly demonstrate the relationship between records and the organizational activities underlying their creation.

The determination of themes in this subsection was based on an examination of indicators of context representation appearing in the literature, such as organizational functions, activities or work processes, records creators, managing units, classification, metadata, description, provenance, and the relationship between records and their context of creation. Within the framework of thematic synthesis, analytical themes do not merely summarize the descriptive findings of the analyzed articles, but are also used to interpret patterns that go beyond individual findings in order to answer the research questions (Thomas & Harden, 2008). Thus, the themes in Table 2 are understood as the result of a synthesis of how the literature represents the context of organizational activities through records management practices and instruments.

Table 2. Themes of Context Representation of Organizational Activities in the Records Management Literature

Aspect of Context Representation of Organizational Activities	Form of Representation in the Literature	Analytical Meaning
Organizational Functions, Activities, and Work Processes	Context is represented through discussions of institutional functions, duties of work units, administrative activities, public services, supervision, decision-making, program implementation, and organizational work processes.	This indicates that records are understood as the product of specific organizational functions, activities, and work processes, rather than as standalone documents.
Records Creators, Records-Managing Units, and Organizational Authority	Context appears through references to records creators, managing units, archival units, authorized officials, inter-unit relationships, and responsibilities in the creation, receipt, processing, use, and control of records.	This emphasizes the relationship between records and the organizational actors involved in the activities that generate, receive, process, use, and account for those records.
Workflows and Administrative Processes	Context is represented through incoming and outgoing correspondence flows, recording, distribution, hierarchical disposition, inter-unit coordination, leadership approval, follow-up of correspondence, and service processes.	This shows the organizational activities underlying the creation, circulation, use, and completion of records in administrative practice.
Function- and Activity-Based Classification and File Formation	Context appears through classification codes, indexes, records grouping, filing, file lists, file content lists, storage structures, and the linking of records to particular functions, affairs, matters, or activities.	This indicates that records are represented as part of the structure of organizational functions and activities, allowing relationships among records within the same matter or activity to be maintained.
Description, Metadata, and Contextual Retrieval Tools	Context is represented through correspondence numbers, dates, subjects, indexes, classification codes, managing units, disposition sheets, records lists, archival descriptions, labels, metadata, data elements in electronic systems, and search facilities.	This demonstrates that information concerning activities, actors, time, relationships, and record content is recorded through descriptive elements so that records can be identified, traced, and understood within their context of creation.
Records Value, Retention, and Accountability for Activities	Context appears through discussions of records value, records retention schedules, records disposition covering transfer, destruction, and transfer to archival institutions, as well as the use of records as evidence and a basis for accountability.	This shows that the relationship between records and organizational activities does not end at the creation stage, but is maintained to support evidence, accountability, and the continuity of organizational memory regarding completed activities.

Table 2 shows that the context of organizational activities is represented through six main aspects. These six aspects can be read as an initial typology of the representation of the context of organizational activities in the literature on government records management in Indonesia. The first three aspects relate to the organizational foundations and administrative processes underlying records creation. Organizational functions, activities, and work processes indicate that records are understood as the result of the implementation of organizational duties and activities. Records creators, managing units, and organizational authority emphasize that

the context of activities is also shaped by the actors and authority structures involved in the creation, receipt, processing, use, and control of records. Meanwhile, workflows and administrative processes show that the context of records creation can be traced through a series of administrative actions, such as recording, distribution, disposition, coordination, approval, and follow-up.

The next three aspects relate to archival instruments that record, regulate, and maintain the relationship between records and organizational activities. Function- and activity-based classification and file formation indicate that records are not understood as isolated documents, but as part of inter-record relationships within a particular function, affair, matter, or activity. Description, metadata, and contextual retrieval tools show that information about activities, actors, time, relationships, and record content is recorded through descriptive elements so that records can be found and understood again within their context of creation. Meanwhile, records value, retention, and accountability for activities demonstrate that the relationship between records and organizational activities does not end at the creation stage, but continues to be maintained to support evidence, accountability, and organizational memory of completed activities.

These themes indicate that the representation of the context of organizational activities in the literature on government records management in Indonesia is more often constructed through records management instruments and practices than through explicit theoretical discussion. This finding is consistent with the understanding that archival context is related to the relationship between records, creators, functions, activities, and organizational processes underlying their creation (Roe, 2005; Yakel, 2003; Yeo, 2007). Classification, filing, description, metadata, and retrieval tools serve as mechanisms that enable these relationships to be recorded, maintained, and traced in records management practice (Pacheco et al., 2023; Yakel, 2003; Zhang, 2012). Thus, the representation of the context of organizational activities in the literature is not only concerned with recording information about records, but also with efforts to maintain the relationship between records, creators, functions, activities, work processes, and organizational accountability.

Discussions of electronic records and archival information systems also show a shift in the way context is represented. Whereas in conventional records management context tends to appear through administrative procedures, classification, disposition, and filing, in electronic records management context begins to be represented through data elements, metadata, system features, access rights, scanned records, and search facilities (Maharani & Lawanda, 2023). Thus, in more recent literature, records are positioned not only as administrative documents, but also as part of organizational information systems that support work efficiency, process traceability, data integration, and technology-based public services.

Overall, this synthesis shows that context representation in the literature on government records management in Indonesia has appeared through discussions of organizational functions, managing units, workflows, classification, metadata, retention, archival systems, and accountability for activities. However, this representation of context still tends to appear within internal-organizational, regulatory, procedural, and technological domains. The dominance of the implicit-procedural pattern can be understood because research on government records management in Indonesia largely begins from the need to describe and evaluate administrative practices in institutions, particularly their alignment with regulations, procedural order, availability of archival instruments, retrieval effectiveness, human resource readiness, and implementation of electronic systems.

This tendency is also related to the character of government recordkeeping, which is strongly influenced by regulatory frameworks. Archival regulations provide guidelines, instruments, and procedures that must be fulfilled by government agencies, so research on records management tends to assess the orderliness of practices, procedural compliance, and the availability of records management instruments (Republik Indonesia, 2009). As a result, the context of records creation is more often read through the presence of classification, filing, records lists, metadata, retention, disposition, and electronic systems, rather than as a matter of representation that explains how records maintain their relationship with organizational functions, activities, work processes, authority, and accountability.

This technical-administrative orientation is not incorrect, since government archival practice indeed requires orderly procedures, instruments, and systems. However, this orientation becomes limited when context is understood only as part of administrative completeness, rather than as an analytical concept for explaining the meaning and evidential value of records. From the perspective of context representation, classification, filing, metadata, retention, and electronic systems are not only understood as management tools, but also as means of recording and maintaining the relationship between records, creators, functions, activities, work processes, and organizational accountability (Roe, 2005; Yakel, 2003; Yeo, 2007; Zhang, 2012).

Thus, this study reveals a conceptual gap in Indonesian archival literature: context is already present in records management practices, but it has not been widely recognized and developed as an analytical category in research. This gap is important because government records function not only as administrative documents that need to be stored and retrieved, but also as evidence of activities, sources of contextual information, and institutional memory. For the development of archival science, this finding indicates the need for a shift from studies that merely assess procedural order toward studies that also explain how records are formed, represented, and maintained as evidence of organizational activities. In this sense, context representation can serve as an analytical category for connecting records management practices with theories of records, provenance, archival representation, and organizational accountability (Roe, 2005; Yakel, 2003; Yeo, 2007). Therefore, strengthening the perspective of context representation is necessary so that research on government records management does not stop at technical-administrative evaluation, but is also able to explain how records represent the organizational activities that produced them.

CONCLUSION

This study shows that the representation of the context of records creation in the research literature on records management in government agencies in Indonesia has not been widely discussed as an independent theoretical concept. Context representation positions records not merely as documents containing information, but as the outcomes of creation processes related to records creators, organizational functions, activities, work processes, and the authority underlying them. Based on a systematic literature review of 94 articles, context representation more frequently appears implicitly through records management practices, instruments, and systems. The discussion patterns can be understood through three categories: implicit-procedural, instrumental-operational, and explicit-conceptual. The dominance of the implicit-procedural pattern indicates that the literature on government records management in Indonesia still tends to position context as part of administrative order, procedures, and

management instruments, rather than as an analytical category for understanding the relationship between records and the organizational activities that produce them.

The main contribution of this article is the formulation of an initial typology of the representation of the context of organizational activities in the literature on government records management in Indonesia. This typology consists of six aspects: organizational functions, activities, and work processes; records creators, managing units, and organizational authority; workflows and administrative processes; function- and activity-based classification and file formation; description, metadata, and contextual retrieval tools; and records value, retention, and accountability for activities. This typology shows that the context of organizational activities does not only appear in explicit theoretical discussions, but also through records management practices, instruments, and systems that connect records with creators, functions, activities, work processes, and the basis of accountability. Thus, this typology broadens the reading of the literature on government records management from merely technical-administrative evaluation toward an analysis of how records are represented as evidence of organizational activities.

Practically, these findings indicate the need to strengthen context representation in government records management. Records management should not only be directed toward storage, retrieval, procedural compliance, or the implementation of electronic systems, but should also ensure that the relationship between records and organizational activities remains traceable. Therefore, classification, filing, archival description, metadata, records retention schedules, and electronic records systems need to be designed and used in a more contextual manner so that they can record the relationship between records, creating or managing units, organizational functions, work processes, and accountability for activities.

This study has limitations because it is based on literature analysis and therefore does not directly assess how context representation is applied in records management practices within specific government agencies. Future research may be directed toward empirical studies of classification, filing, description, metadata, retention, and electronic records management practices in government agencies in order to examine the extent to which the relationship between records and the context of organizational activities is maintained in archival practice.

SUGGESTION

Based on the findings of this study, archival studies in Indonesia are encouraged to make greater use of context representation as an analytical perspective in examining government records management. Research on records management should not only assess procedural compliance, the availability of instruments, retrieval effectiveness, or the implementation of electronic systems, but should also examine how records are connected to creators, functions, activities, work processes, and organizational accountability. In this way, classification, filing, description, metadata, retention, and electronic records systems can be understood not merely as administrative tools, but also as means of preserving the context of organizational activities.

Future research may test the typology of context representation developed in this article through empirical studies in specific government agencies. Further studies may focus on practices of completing records information descriptions, selecting classifications, creating files, using metadata, and managing electronic records in representing the relationship between records and organizational work processes. In addition, government agencies may use this typology as an initial basis for evaluating whether current records management practices are

sufficiently able to preserve the context of records creation, rather than merely ensuring that records are stored and retrievable.

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