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THE ROLE OF RECORDS MANAGEMENT IN SUPPORTING SERVICE ACCOUNTABILITY AT THE REGIONAL TECHNICAL IMPLEMENTATION UNIT FOR THE PROTECTION OF WOMEN AND CHILDREN IN JEMBRANA REGENCY

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Abstract
This study aims to analyze the role of records management in supporting accountability for women's and children's protection services at the PMD PPPA PPKB Office and the PPA UPTD in Jembrana Regency. This study employs a qualitative approach using a case study design. Data were collected through observation, semi-structured interviews, and documentation, with informants selected purposively based on their involvement and knowledge of records management and service delivery. Data were analyzed using the Miles and Huberman model through the stages of data collection, data reduction, data presentation, and the drawing and verification of conclusions. The analysis of records management utilized the Records Life Cycle (RLC) and Records Continuum Model (RCM) perspectives, while accountability was assessed based on the organization's ability to provide information and evidence supporting service accountability. The research results provide insight into the role of records management in supporting administration, information sustainability, and service accountability at the PMD PPPA PPKB Office and the PPA Technical Implementation Unit (UPTD) in Jembrana Regency. This study can serve as input for strengthening records management as part of accountable service governance.

Keywords: records management, service accountability, Records Life Cycle, Records Continuum Model, UPTD PPA.

INTRODUCTION

Public services play a vital role in addressing sexual violence against women and children, which affects victims' rights and physical, psychological, and social well-being. Responsive and accountable services are essential for victim protection and recovery (Dewi et al., 2023). Good governance principles, including accountability, transparency, and professionalism, require reliable information and orderly administration (Miranti, 2024). Records management supports service documentation, information retrieval, and evidence of activities. This aligns with International Council on Archives (ICA) ethics, which emphasise archival integrity and

authenticity (Setiawan et al., 2025). Effective records management strengthens accountability and helps prevent maladministration in protection services.

Services to protect women and children are reflected in the data on violence in Indonesia. The National Commission on Violence Against Women's (Komnas Perempuan) Annual Report (CATAHU), published in 2026, recorded 376,529 cases of gender-based violence against women throughout 2025, a 14.07% increase from the previous year (Komnas Perempuan, 2026). In Jembrana Regency, a report by the Jembrana Police recorded 55 cases of violence against women and children in 2025, up from 38 cases in 2024 (I Putu Adi Budiastrawan, 2025). The high incidence of violence against women and children highlights the need for effective UPTD PPA services. Proper records management supports service evidence and accountability (Ardiana & Suratman, 2021) yet archives are often viewed merely as administrative documents, while information confidentiality and inter-unit coordination remain challenges (Puspitasari et al., 2023). This highlights the importance of records for UPTD PPA service accountability.

Records management is closely linked to service quality because it serves as a source of information and administrative evidence (Priatna, 2021). Records management at the Jembrana Regency PPA Technical Implementation Unit (UPTD PPA) faces several challenges, including the lack of clear archival guidelines and storage standards, limited staff training, and reliance on Microsoft Excel for recording and retrieving records. Records are stored in wooden cabinets or on shelves without a dedicated records room. In addition, security facilities such as fire extinguishers and CCTV cameras remain limited. These conditions require further examination, particularly regarding records traceability, preservation, information security, and service accountability.

A number of studies show that records management contributes to the delivery of public services, such as research Fathurrohman, Rusmini, dan Marjono (2023) which examines the management of dynamic archives using information technology in relation to service quality and employee work effectiveness, as well as Asmawati et al. (2024) which highlights the role of dynamic records management in supporting the quality of public services and the availability of records as a basis for organizational accountability. Several studies have examined records management in the context of organizations and public services. Putri and Safii (2024) Examining the management of active records based on the Records Life Cycle (RLC), Marisa and Kosali (2024) discussed the management of dynamic records in public services, while Limbong and Wahyuningsih (2025) highlights the use of information technology in records management. Research by Nella and Nugraha (2025) It also highlights the importance of records management for the availability and retrieval of information in public services.

Based on this research focus, there remains scope for further study to understand the interrelationship between records management processes, information sustainability, and accountability in services for the protection of women and children. The context of these services has unique characteristics because records not only support administrative functions but also contain sensitive information whose confidentiality, integrity, and traceability must be safeguarded. This study is necessary to clarify the role of records as both information and evidence in supporting service accountability.

This study uses the Records Life Cycle (RLC) and the Records Continuum Model (RCM) in an integrated manner. The RLC is used to analyze the stages of records management from creation to disposal (Puspawati et al., 2024), Meanwhile, RCM is used to understand the sustainability of archives' functions as information, evidence, and organizational memory through the dimensions of create, capture, organize, and pluralize (Earwantama, 2025). The

novelty of this study lies in the application of these two perspectives to examine the relationship between records management processes, the sustainability of case information, and service accountability at the Jembrana Regency PPA Technical Implementation Unit (UPTD). This study aims to analyze the role of records management in supporting accountability for women's and children's protection services in Jembrana Regency.

RESEARCH METHOD

This study employs a qualitative approach using a case study design to gain an in-depth understanding of records management in support of accountability for women's and children's protection services at the PMD PPPA PPKB Agency and the PPA UPTD. The case study method was chosen because the research focuses on a specific institutional context and examines archival management practices as they occur in real-world conditions, thereby allowing the researcher to understand the processes, experiences, and issues that arise within that specific context. According to Waruwu (2024), Qualitative research emphasizes an in-depth understanding of a phenomenon, with data presented in a descriptive and interpretive manner. This approach is also flexible and allows researchers to understand phenomena based on natural conditions in the field.

The data sources in this study consist of primary and secondary data. Primary data from research informants were collected using purposive sampling, which involves selecting informants based on the relevance of their knowledge, experience, and involvement with the research focus. Informants were chosen because they had direct experience and understood the procedures applied in archive management. There were six research informants: the Head of the PMD PPPA PPKB Office, who provided information on the office's policies and responsibilities, the Head of the PPA UPTD, who explained the implementation of women's and children's protection services, the Head of the General and Personnel Subdivision, who explained administrative and archival management within his authority, an archivist, who provided information on archival management procedures, and a service staff member, who explained the use of archives in the delivery of daily services. The adequacy of the data is assessed based on the depth, relevance, and connection of the information to the research question. Secondary data was obtained from archival documents and guidelines, service records, scientific journals, books, and literature related to records management and service accountability.

Data collection was conducted through direct observation in the work environments of the PMD PPPA PPKB Office and the UPTD PPA. Observations were carried out directly in the work environments of the PMD PPPA PPKB Office and the UPTD PPA to examine records management practices in service delivery activities, ranging from the creation and use of records in case handling, storage, maintenance, to the retrieval of records, as well as in-depth interviews using an interview guide based on the Records Life Cycle (RLC) and Records Continuum Model (RCM) theories. Documentation was carried out by examining archiving documents and guidelines, accessible service documents, and both manual and digital record storage and management systems. The adequacy of the data in this study was determined based on the comprehensiveness of the information relevant to the research focus, namely records management, information sustainability, and service accountability. The researcher compared the information obtained from the interviews with the results of observations and documentation to ensure data consistency.

The Records Life Cycle framework is used to address the stages of records management in supporting administrative service needs, which encompass the creation, distribution, use, maintenance, and disposal of records. Meanwhile, the Records Continuum Model is used to address questions regarding records management in ensuring the sustainability of information through the dimensions of create (creation), capture (recording as evidence), organize (organization and management), and pluralize (utilization of records as information and evidence for broader needs). The RLC and RCM frameworks are used in a complementary manner: RLC helps analyze the records management process, while RCM helps understand how records continue to function as information and evidence in supporting service accountability. The results of the analysis of these two frameworks are then linked to aspects of accountability, such as the completeness of service evidence, ease of information retrieval, clarity of accountability, and information security.

The data were analyzed descriptively using the Miles and Huberman model, which includes data collection, data reduction, data presentation, and drawing conclusions (Sugiyono, 2022). During the reduction phase, data from observations, interviews, and documentation were selected, simplified, and grouped based on the research focus, namely records management and service accountability. Next, the data were presented narratively to help the researcher understand the relationship between archival management practices and their support for service accountability; conclusions were then drawn based on the research findings and the theories employed. Data validity was ensured through triangulation of sources and techniques by comparing information from different informants and cross-checking interview results with observations and documentation.

RESULT AND DISCUSSION

The research findings indicate that records management at the PMD PPPA PPKB Office and the PPA UPTD has been carried out through a series of activities involving creation, distribution, use, maintenance, and disposal. Records generated from administrative and service activities are categorized by type, field, and intended use; they are then recorded and stored at the managing unit before being transferred to the records repository once they are no longer in active use. Based on the results of interviews and observations, informants explained:

> "*Each department maintains its own archives... Later, each department will compile a list of its archives. For example, if a document is no longer needed or has been decommissioned, it must be transferred to the records management unit.*" (Interview, August 19 2026).

This pattern indicates that records have been incorporated into the administrative process and continue to serve a purpose even after the activities that created them have been completed.

Records Management in Support of Service Administration Needs

Based on the research findings, records management at the PMD PPPA PPKB Office and the PPA UPTD Unit has proceeded through the stages of creation, distribution, use, maintenance, and disposal. Records generated from administrative and service activities do not simply cease to exist after use, but are recorded, categorized by type and field, stored as needed, and transferred when no longer in active use. This pattern indicates that records have been treated

as part of an administrative process with ongoing utility, rather than merely as documentation of activities.

During the creation stage, the completeness of information and the authenticity of documents are ensured through signatures, stamps, and endorsements from authorized parties. This finding indicates that the quality of records begins to take shape as soon as a document is created, since the completeness and authenticity of the information will determine its use in subsequent stages. From the perspective of the Records Life Cycle (RLC), creation is the initial stage in the records management cycle that requires attention, as records management encompasses the management of records from their creation through to the stages of use and disposition.

Once created, records at the UPTD PPA are distributed and transferred to the relevant agencies through a registration process. The existence of registers for letters, decisions, and other documents indicates an effort to track the whereabouts of records as they are transferred between units. From an RLC perspective, this situation relates to the "distribution" and "use" stages, as records are not merely stored but move according to the needs of the organization's activities. This finding is consistent with Putri and Safii (2024) which found that the management of dynamic records based on the records life cycle includes creation, distribution, use, maintenance, and disposition.

During the preservation phase, records are stored according to their type and management category, while records that are no longer actively used may be transferred to the regional archives repository. This practice demonstrates that storage is designed to maintain the availability of records while facilitating their retrieval when needed. In the RLC, preservation involves not only maintaining the physical condition of records but also ensuring that records remain usable as long as they retain their utility. Research on the application of the records life cycle in records management also indicates that the numbering and organization of records are crucial for supporting effective retrieval and the use of records to meet institutional needs.



Figure 1. Archive Storage Area Organized by Shelf and Classification Number

During the disposal phase, the research findings indicate that records whose retention periods have expired are processed through a mechanism of submission and review in accordance with established authority, rather than being destroyed directly by the service unit. This finding is supported by interviews with informants who stated:

> "*We'll include a record of the proceedings, listing all the archives we're handing over and entrusting to their careof course, we'll be there with the team. There are local records, there are specific archives, and there are general records. We'll sort through*

them first to determine which records we'll deposit at the archives depot later, the archives depot will assess which records have expired or can be destroyed, based on the evaluation of the General Affairs and Archives Division." (Interview, August 19 2026).

This statement indicates that records disposal is carried out through the stages of sorting, transfer to the records repository, and appraisal before records are designated for destruction, thereby establishing a control mechanism for the continued retention of records. From an RLC perspective, disposal is the stage at which an organization determines the final fate of records based on their utility and retention requirements; therefore, records management must be understood as an interconnected series of processes from creation, use, and maintenance through to disposal rather than merely a storage activity.

The researchers' findings suggest that administrative needs at the UPTD PPA are significantly influenced by the consistency of each stage of records management. Complete creation, documented distribution, organized storage, and disposal in accordance with regulations ensure that records remain available when needed for administrative activities. This is consistent with the views of Fathurrohman, Rusmini, and Marjono (2023) which found that information technology-based records management is related to the availability of archival information, ease of use, as well as service quality and employee work effectiveness. However, the research results also indicate that records management at the UPTD PPA still has limitations, primarily because technical management at the UPTD PPA level still requires guidance from the relevant agency, and not all archival functions are handled by staff with specialized archival competencies. The implementation of the RLC in the context of this study is not yet sufficiently understood as fulfilling administrative requirements; rather, it must be supported by a clear division of responsibilities, competent staff, and consistent oversight. These findings are consistent with those of Asmawati et al. (2024) which found that limitations in human resources and storage facilities can hinder records management and affect public services.

Archives Management in Ensuring the Sustainability of Information

Unlike the RLC which is used to examine the stages of records management, the Records Continuum Model (RCM) is used to understand how archival information retains its function and value in various contexts. The RCM has four dimensions Create, Capture, Organize, and Pluralize which should not be understood as linear stages, but rather as dimensions that can occur continuously and are interrelated. These four dimensions are used to map the process of document creation, capture within the archival system, the organization of records, and their utilization by various parties across different times and places (Frings-Hessami, 2021).

In the Create dimension, the UPTD PPA archives are formed from service activities, ranging from receiving complaints, recording cases, conducting assessments, providing assistance, coordinating, making referrals, to resolving cases. This indicates that the archives are not documents created separately from service delivery but rather records that emerge from the organization's activities. Scientifically, this indicates a direct relationship between service activities and the creation of organizational evidence. Thus, the continuity of information begins as soon as service-related information is created, since the contents of the archives represent the actions and processes carried out by the organization.



Figure 2. Process for Receiving Reports and Following Up on Cases of Violence Against Women

The Capture stage illustrates that the research findings indicate the recording and identification of documents through numbers, dates, document types, registers, and other information. This practice plays a crucial role in maintaining the identity and traceability of records. Frings-Hessami and McKemmish (2021) explains that RCM is a multidimensional framework used to design recordkeeping policies and processes while taking into account the existence of records in various contexts. Thus, the recordkeeping carried out by the UPTD PPA serves not only for internal administrative purposes but also helps maintain the link between records and the activities that generated them.

The "Organize" dimension emphasizes that records are grouped by type and subject area, then stored in designated spaces. At the same time, access to records containing information about victims is restricted so that not all information can be disclosed to unauthorized parties. This finding indicates that two interests must be safeguarded simultaneously: the availability of information and the protection of information. From an RCM perspective, the "Organize" process relates not only to storage but also to how records are placed within a context so that they can be located and used by those who need them in accordance with their authority. Frings-Hessami (2021) emphasizes that the continuum also relates to placing archives in context, assigning metadata, providing access to those who need it, and protecting the rights of individuals whose information is contained in the archives.

The most significant findings relate to the "Pluralize" dimension. The archives at the UPTD PPA can be reused for case management and investigation, but their use as material for program evaluation and as a basis for decision-making has not yet been optimized. This situation warrants a more critical examination, as interview results indicate that the archives actually already serve a function in the organizational evaluation process, as stated by an informant:

> "*Archiving is extremely important, so we continue to seek input from our superiors as well as from external sources, such as regional records managers. We therefore continue to request their guidance and mentoring, because, as human beings, we inevitably have shortcomings. so we always coordinate with the general affairs and archives departments, and we undergo annual evaluations routine evaluations conducted by our respective agencies to assess how well we manage our archives properly and effectively*." (Interview, 19 August 2026).

This statement indicates that archives have been incorporated into the process of evaluating and improving organizational management; however, their use as a source of information for program evaluation and as a basis for substantive decision-making remains suboptimal. From the perspective of the Records Continuum Model (RCM), the "Pluralize"

dimension relates to the expansion of the archives' functions to serve various interests, as well as their role as part of the memory of the organization and society. Thus, "Pluralize" is not only about the existence of and access to the archives, but also their utilization in a broader context to meet the needs of various stakeholders. (Frings-Hessami, 2021). The fact that archives are not yet being utilized to their full potential in decision-making indicates that their multifaceted role has not yet been fully realized; therefore, records management needs to be transformed from a mere fulfillment of formal administrative requirements into a strategic asset that supports accountability.

Research shows that records have been used to track case progress and support service delivery, but their use in evaluating programs and informing decision-making has not yet been fully optimized. This situation indicates that the stored information has not yet been fully transformed into organizational knowledge to support service improvement. If this situation persists, the agency's ability to identify patterns of problems, evaluate service effectiveness, and provide a basis for decision-making may be limited. As a result, service accountability risks relying more on the completeness of administrative documents than on the use of archival evidence to explain implementation, evaluate outcomes, and improve service quality.

The research findings show that "Create," "Capture," and "Organize" have already been relatively well implemented in practice, while "Pluralize" remains an area that needs further strengthening. These findings are consistent with the systematic review by Earwantama, Salim, and Wibowo (2025) which indicates that the implementation of RCM can provide benefits such as improved records management, sustainable management, and integration; however, its optimization may face obstacles in the form of limited understanding and collaboration. Consequently, the management of the UPTD PPA's archives should not be limited to storage and retrieval but must be developed so that the managed information can be appropriately utilized for service evaluation, program planning, and strengthening the organization's institutional memory. Such utilization must still adhere to access restrictions, as the archives contain sensitive information.

Records Management in Support of Service Accountabilityn

The research findings indicate that the UPTD PPA archives serve as evidence of the various stages of service delivery. Complaint documents, assessment results, support or referral letters, official records, progress reports, and case closure documents can be used to trace the process of handling a case. This is evident from Informant explanation that the organization is open to information requests and provides access through its website, namely:

> "*We'll also still be able to stay openwe have a website, after all Anyone can access our information there*." (Interview, 19 August 2026).

This statement indicates an effort toward information transparency as part of accountability, although the use of archives as a basis for accountability is not only related to transparency toward the public but also requires the management of information that is traceable and made available in accordance with established authority.

The research findings indicate that the Records Life Cycle (RLC) and the Records Continuum Model (RCM) offer complementary perspectives in explaining records management at the PMD PPPA PPKB Office and the PPA UPTD in Jembrana Regency. The RLC helps explain records management based on the stages of the records' life cycle, from creation, distribution, and use to preservation and disposal. Meanwhile, the RCM provides a broader understanding of

the continuity of records' function as information and evidence that can be utilized to support service accountability.

From the RLC perspective, the ability of records to serve as evidence of accountability is greatly influenced by the quality of their management from the very beginning. Records that are incomplete at the creation stage, not documented when distributed, difficult to locate during the use stage, or not properly maintained will reduce an organization's ability to demonstrate the service processes it has carried out. The RLC stages provide a foundation for understanding how evidence of service is maintained administratively. Research by Lawan and Henttonen (2026) It also shows that the records life cycle framework can be used to understand records management from creation to disposition in the context of evidentiary and investigative needs.

RCM then expanded this analysis by viewing records as evidence that continues to serve a function in different contexts. Service records originally created for case management purposes can be reused for coordination, reporting, audits, and tracing the history of services. From the RCM perspective, this demonstrates the continuity of the records' function, as records do not cease to have value once the initial activity is completed.

Information security is a crucial aspect of the relationship between archives and accountability. Research findings indicate that information regarding victims cannot be freely disclosed and that there are restrictions on data access. These conditions demonstrate that accountability cannot be interpreted as the full disclosure of all archives, but rather as the ability to provide necessary evidence to authorized parties while continuing to protect sensitive information. The continuum perspective supports this understanding because records management is designed to ensure that those with a legitimate need can access and use records, while the rights of the parties whose information is contained in the records remain protected.

The relationship between the UPTD PPA and the Department also demonstrates that accountability for records management is institutional in nature. The UPTD PPA generates and uses records in its service activities, while the Department plays a role in guidance, oversight, records receipt, and the disposal process in accordance with its authority. In the RLC, this relationship pertains to the continuity of records management as records are transferred from the creating unit to the next stage of management. In the RCM, this transfer also indicates that the context of records can evolve from the needs of a service unit to the needs of the broader organization.

The integration of the Records Life Cycle (RLC) and the Records Continuum Model (RCM) demonstrates that records management supports service accountability through the consistency of management processes and the sustainability of information functions. The RLC explains how records are managed to ensure they remain available as evidence, while the RCM explains how records retain their context, traceability, information functions, and evidential value when reused. Thus, the role of records in accountability cannot be measured solely by the presence or absence of documents, but by an organization's ability to ensure that records remain complete, authentic, protected, traceable, and retain their context when used as evidence of service.

Theoretically, this study shows that RLC and RCM complement each other in analyzing records management in services involving sensitive information. RLC explains the regularity of records management processes, while RCM highlights the sustainability of information functions and the evidential value of records when they are reused. Findings regarding the suboptimal use of records for program evaluation indicate that systematic management does not always lead to broader use of information, particularly in the "Pluralize" dimension. Thus,

the integration of these two theories helps explain the relationship between records management, information sustainability, and accountability in services for the protection of women and children.

These findings are consistent with the research by Fathurrohman, Rusmini, and Marjono (2023) which demonstrates the relationship between records management and service quality and work effectiveness; however, this study highlights a more specific aspect related to services for the protection of women and children, namely that accountability must go hand in hand with the protection of sensitive information. This contextual difference illustrates that the success of records management in supporting accountability depends not only on the availability and retrievability of records but also on an organization's ability to maintain access controls and ensure the contextual integrity of information. Accountability and information protection are not mutually exclusive interests; rather, they must be managed in a balanced manner by ensuring the availability of evidence that can be examined by the authorities without compromising the confidentiality of sensitive information.

This study has limitations because some of the UPTD PPA archives contain sensitive information about victims, meaning that not all documents could be examined or presented as research evidence. As a result, the analysis relies more heavily on the results of interviews, observations, and documents that were accessible within the scope of the researchers' authority. Furthermore, the study focuses on a single institutional context; therefore, the findings regarding archival management practices cannot yet be directly generalized to all UPTD PPA offices or women's and children's protection service agencies.

Further research could be conducted by comparing archival management practices across several UPTD PPAs, examining the implementation of digital archival management and information security, or specifically developing indicators to measure the sustainability of information functions across multiple dimensions. These areas are important because recent RCM studies still indicate a need for further development regarding collaboration, sustainability, access, and the utilization of archives in a broader context.

CONCLUSION

Records management at the Jembrana Regency PPA Technical Implementation Unit (UPTD) has supported administrative needs and the provision of evidence of service delivery, although its use for program evaluation and policy development has not yet been optimal. In this study, the Records Life Cycle (RLC) explains the systematic nature of the records management process, while the Records Continuum Model (RCM) explains the continuity of the function, context, and evidential value of records when they are reused. The integration of these two theories demonstrates that the contribution of records to service accountability depends not only on the systematic nature of their management but also on the organization's ability to ensure the security, traceability, and sustainable use of information. Strengthening the consistency of procedures, the competence of staff, and the use of records as a basis for evaluation and decision-making is still necessary so that records function not only as administrative documents but also as a source of information that supports accountability in services for the protection of women and children.

SUGGESTION

Strengthening records management at the Jembrana Regency PPA UPTD should focus on improving the consistency of procedures from the creation to the disposal of records, accompanied by clearer coordination between the PPA UPTD and the Department in the guidance, supervision, and control of records. The competence of staff handling records also needs to be improved so that the processes of recording, storage, retrieval, security, and disposal can be carried out in a more orderly manner and in accordance with archival regulations. The utilization of records needs to be expanded not only as administrative documents and evidence of case handling but also as a source of information for service evaluation and program development, while still respecting confidentiality and access rights regarding data on women and children. The development of digital records management can also be implemented gradually, with a focus on security, backup, recovery, and the traceability of information, so that the sustainability of the records is maintained and evidence of services remains available when needed for reporting, audits, or accountability.

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