

THE IMPORTANCE OF EMERGENCY MANAGEMENT RECORD AND ARCHIVE IN SUPPORTING VILLAGE GOVERNMENT ADMINISTRATION

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ABSTRAK

Indonesia merupakan negara rawan bencana, yakni bencana geologis, oseonologis, meteorologis, serta gabungannya. Kedudukan arsip statis dan dinamis dalam administrasi pemerintahan desa merupakan blueprint dari jalannya roda pemerintahan. Merujuk pada pentingnya keberadaan arsip desa, maka dibutuhkan kesiapsiagaan pemerintah desa dalam melindungi arsip yang dimiliki. Tujuannya adalah untuk meminimalisir kerugian yang diakibatkan dan segera dapat melakukan pemulihan. Manajemen keadaan darurat arsip merupakan suatu manajemen yang dirancang khusus dalam mengantisipasi terjadinya bencana, baik bencana alam maupun bencana yang diakibatkan oleh ulah manusia.

Kata kunci: administrasi pemerintahan desa, arsip, manajemen keadaan darurat

ABSTRACT

Indonesia is a disaster-prone country, namely geological, oceanic, meteorological and combined disasters. Archive and record position in village government administration is a blueprint of the course of the government. Referring to the importance of the existence of village archives and records, village government preparedness is needed to protect the archives and records held. The aim is to minimize losses caused and can immediately recover. Archival emergency management is a management specifically designed to anticipate disasters, both natural disasters and human-caused disasters.

Keywords: village government administration, archives and records, emergency management

Introduction

BBC Indonesia states that Indonesia is the most disaster-prone country in the world based on data released by the United Nations Agency for the International Strategy for Disaster Risk Reduction (UN-ISDR). This is because geographically Indonesia is an archipelago located at the confluence of four tectonic plates namely the Continent of Asia, the Continent of Australia, the plate of the Indian Ocean and the Pacific Ocean. The condition is a potential

proneness to disasters, such as volcanic eruptions, earthquakes, tsunamis, floods, and landslides (BNPB).

Disaster according to the International Red Cross League (in Sulisty-Basuki, 2003:247) is a disaster situation that causes daily life patterns to be suddenly disrupted and people immersed in helplessness and suffering, and as a result require protection, clothing, settlement, treatment medical, and other life necessities. This definition can be simplified into an event, whose time cannot

be determined and results in serious disturbances. Because of that disaster resulted in village archives and records not being accessed and used. For example, the Tsunami disaster that hit Aceh and Nias. The Tsunami disaster that occurred on December 26, 2004, was a major disaster, which not only eliminated lives and materials, but most of the archives and records were washed away and lost.

Basically, there are two types of disasters that can affect the security of the existence of archives and records owned by the government village, namely natural disasters and disasters caused by human activities (Sulistyo-Basuki, 2003:247). Natural disasters are related to disasters beyond human control, for example, earthquakes, tsunamis, and volcanic eruptions. Whereas human-caused disasters are related to human-controlled disasters, including: fire, floods, landslides, theft, negligence from employees, hardware and software malfunctions, viruses that attack computers, and insects, war and many more possibilities other disasters that could threaten the existence of archives and records owned by village government (Millar, 1999:6-8) .

The village is "an area occupied by a number of residents as a community unit, including a legal community unit, which has the lowest government organization directly under the sub-district head and has the right to organize his own household, and the bond of the Unitary State of the Republic of Indonesia" (Law No. 5 of 1979) . Villages are legal community units that have territorial limits that are authorized to regulate and manage government affairs, the interests of the local community based on community initiatives, origin rights, and/or traditional rights that are recognized and respected in the government system of the Unitary Republic of Indonesia. The Village Government is the administration of government affairs and the interests of the local community in the system of government of the Unitary State of the Republic of Indonesia. The Village Government is the Head of the Village or referred to by another name assisted by the Village Unit as an element

of the Village Government organizer. The obligation of the Village Head is to organize a good Village Government administration (UURI/Republic of Indonesia Law No. 2016 concerning Villages Chapter 1 Article 1).

Village Administration is the entire process of recording data and information regarding the implementation of Government Administration in the Village Administration Book (Permendagri/Minister of Home Affairs Regulation No. 32 of 2006 concerning Village Administration Guidelines). The administration of village government administration is carried out through 1) orderly recording of data and information in the village register books and the development of village register books needed as well as carrying out reporting in accordance with statutory provisions; 2) implementation and development of Village Government Administration through orderly recording of data and development of village register books that are tailored to the needs, level of development of village governance, and complexity of problems encountered in recording data and information on various activities (Permendagri/Minister of Home Affairs Regulation No. 47 of 2016 concerning Village Government Administration).

The data or information that has been recorded will develop into archives and records, both dynamic and static archives and records. Archives and records are records of activities or events in various forms and media according to information technology development and communication made and received by state institutions, regional government, institutions education, companies, political organizations, community organizations, and individuals in the implementation of community life, nation and state (UURI/Republic of Indonesia Law No. 43 of 2009 about Archiving). Archive and record position in village government administration is a blueprint of the course of the government. Referring to the importance of the existence of village archives and records, village government

preparedness is needed to protect the archives and records held. The aim is to minimize losses caused and can immediately recover. Archival emergency management is a management specifically designed to anticipate disasters, both natural disasters and human-caused disasters. This paper emphasizes the steps that must be taken by the village government regarding the management of emergency archives and records in order to protect the village archives and records.

Discussion

1. Village Administration

The following are explained about types and shapes village administration according to Permendagri/Minister of Home Affairs Regulation No. 32 of 2006 concerning Village Administration Guidelines. The type of Village Administration consists of:

- a. General Administration;
- b. Population Administration;
- c. Financial administration;
- d. Development Administration;
- e. Administration of the Village Consultative Institution/Badan Permasyarakatan Desa (BPD); and
- f. Other Administration.

The following is an explanation of the types of administration above:

- (1) The Form of General Administration
General Administration is the activity of recording data and information regarding Village Government activities in the General Administration Book, consists of:
 - a. Village Regulation Data Book;
 - b. Data Book Decision of the Village Head;
 - c. Village Inventory Data Book;
 - d. Data Book of Village Government Officials;
 - e. Village Land/Village Data Land Books;
 - f. Land Data Book in the Village;
 - g. Agenda book; and
 - h. Expansion Book.
- (2) The Form of Population Administration

Population Administration is the activity of recording data and information regarding residents and population mutations in the Population Administration Book, consists of:

- a. Village Population Data Book;
- b. Data Book on Mutation of Villagers;
- c. Recapitulation Data Book Amount of Population in Month; and
- d. Temporary Population Data Book.

(3) The Form of Village Financial Administration

Financial Administration is the activity of recording data and information regarding village financial management in the Financial Administration Book, consisting of:

- a. Budget Book Acceptance;
- b. Routine Expenditures Budget Book;
- c. Development Expenditure Budget Book;
- d. General Cash Book;
- e. Receiving Assistant Cash Book;
- f. Assistant Cash Book Routine Expenditures;
- g. Assistant Cash Book Development Expenditures.

(4) The Form of Administration Development consists of:

Development Administration is the activity of recording development data and information that will, is being and has been implemented in the Development Administration Book, consists of:

- a. Development Plan Book;
- b. Development Activity Book;
- c. Project Inventory Book; and
- d. Book of Community Development/Empowerment Cadres.

(5) The Form of Village Consultative Administration Institution/Badan Permasyarakatan Desa (BPD)

Village Consultative Administration or the so-called BPD is the activity of recording data and information regarding BPD, consists of:

- a. BPD Member Data Book;
- b. BPD Decision Data Book;

- c. BPD Activity Data Book;
- d. BPD Agenda Book; and
- e. BPD Expansion Book.

2. Village Government Archives and Records

The types of village government archives and records according to Nuryani (in the article uploaded on the Badan Perpustakaan dan Arsip Daerah Istimewa Yogyakarta/Yogyakarta Special Region Library and Archives website) include:

- a) Village device archives and records, legislation archives and records (Laws, Regional Regulations, Circular Letters, Regulations of Regents, Village Regulations)
- b) Population Archives and records (Family Card, Certificate, BLT, Jamkesmas, Raskin)
- c) Population mutation archive and record (Birth Certificate, Death Certificate, Population Report, Marriage, Divorce, Divorce, Referral)
- d) Archive and record village monograph (The village government, boundaries, and area, population, economic data, religious Data)
- e) Earth and Building tax archives and records.

Basically, all matters relating to the creation of archives and records, namely the activities of letters - correspondence and all activities relating to the recording of data and information in the village administration are a type of creation of archives and records that are often carried out by the village government. The number of archives and records owned by the village government will continue to increase along with the increase in activities carried out by the village government. So that the archive and records needs to be managed using certain systems that apply in archives and records. In addition, the archive and records needs to be obtained attention to how to protect it so that it can be saved from disasters, both natural disasters that have the potential in the area of village government offices and

human-caused disasters that might occur without time calculation.

3. Village Government Archives and records Emergency Management

The concept of archive and record emergency management (Emergency Management)

One form of archive and record management is to save vital records from an organization and save the organization itself, from disasters and damage factors, lost as a result of disasters or due to human activities (Krihanta, 2013). The following is an explanation of the management of the village archive and record emergency.

Emergency or an emergency is an activity in which staff takes action to save organizational assets and keep the organization's activities running because of the unexpected event. If no action is taken, it is possible to result in the loss to the organization. *Emergency management* is a planned approach to prevent the disaster that befell the archives and records and inform, prepare and mere sponge emergency and recovery after the disaster.

1) Disaster Types according to Gerald Hoetmer:

- a. Natural disasters: earthquakes, hurricanes, hurricanes, landslides and floods
- b. Technology disasters: events caused by human error (human error): construction errors, lack of maintenance/control of equipment, no rejuvenation equipment
- c. Civil (civil disaster): destructive or destructive community activities that can be resulting in losses, accidents and even deaths: theft, espionage, vandalism (changing, removing, adding, crossing, damaging, blurring, giving marks specifically, writing/giving notes, etc.), terrorists, riots and war.

2) Stages in Emergency Management

a. Prevention Stage

Prevention: is a design of management of emergencies in order to take steps to prevent

records and information from disasters using management risk management. Prevention will include activities or measurements that reduce possible losses that will be experienced by archives and records and information. This activity includes the identified location of the organization at risk, type of risk, installation of the system, destruction of destructive factors files.

- b. Stage of Preparation (Preparation),
Preparation: activities that lead to action if a disaster occurs and are stages of response are responsive in an emergency that includes activities: development and *updating* emergency management plans, emergency system tests, employee training and supply of equipment.

- c. Action Stage (Response),
Actions: activities in the face of an emergency, involving humans, funds, means to protect and save the organization from losses.

- d. Recovery Stage
Election: activities to collect, correct all sources and activities after they occur disasters, including the restoration of systems and organizational processes to return to normal, storage archive/record/ information into the computer (*dehumidifying*) and restore vital files from *offside* storage.

3) Benefits of an Emergency Management Plan

- Organizations can start activities quickly (quick resumption operation).
- The organization will improve the level of safety (improve safety).
- The organization will protect its vital assets.
- The organization will reduce insurance costs.
- The organization will improve the level of security (*improve security*).

- Organizations will comply with regulations.
- The organization will reduce mistakes due to panic.

Archive/Record Management Emergency

An emergency management plan is a combination of archival management, the system information, telecommunications and archive functions. Emergency management benefits, namely.

- Use of Emergency Management for Archives and Information:
 - Identify preventive ways to avoid destruction of records and information;
 - Identify information sources and organizational records;
 - Prepare systematic actions against disasters;
 - Identify responsive employees and their role in disaster;
 - Identify sources and means for recovery;
 - Carrying out archives and information recovery; and
 - Carry out the priority of file and information recovery.
- Objectives of the Emergency Management Plan for Archives and Documents:
 - Identify and protect the organization's vital archives
 - Reducing the risk of disasters, age errors, intentional damage, no the functioning of facilities and other consequences of the disaster
 - Ensure the organization continues its activities quickly
 - Ensure that the organization is able to recover by reconstructing the remaining and archives carry out recovery in detail. Emergency management must be supported by the *top management*, unit leaders and all employees by forming a team.

Stages/steps of activities in archive/record emergency management

A. Prevention Phase (Prevention)

1. Carry out the Risk Management Process. These activities include risk analysis and assessment of the risk.
 - a. Risk analysis is a process of identifying a possible risk of loss, damage, and threats to archives and information.
 - b. Risk assessment, is a process of identifying the risks that exist to archives includes activities: security and supervision evaluations, location surveys, identify and recommend security and supervision, and carry out security and supervision.
2. Organizational Impact Analysis which includes identifying the process of impacting functions organizations that are critical and determine the maximum loss of records that can be tolerated.
3. Disaster Prevention Design is a disaster prevention implemented to prevent disasters that can be implemented and minimize losses due to disasters. This plan is based on vital archive programs, risk management, and the first phase of emergency management.

B. Stage of Preparation (Preparation)

1. Form a Team, preferably consisting of all levels that represent all organizational functions..
2. Consider Costs Required for emergency management activities.
3. Determine the Action Strategy (response), related to what is done by the organization, who is responsible and for whom, who contacts who. Therefore it is necessary for the existence of simulations.
4. Determine recovery strategies in the context of restoring the organization's operations by making preparations: damage checks, contacting vendors for repairs archive, archive restoration.

5. Collect Data. Teams need data and information needed for their needs preparation.
6. Develop an Emergency Situation Management Plan, in the form of a written design authorized by the leadership.

C. Stage of Action (Response)

1. Introduction to Disasters, this can be done with education and training to recognize and avoid disasters, and what action to take next.
2. Contacting the Related Party, the disaster that has been detected, it is necessary to immediately report to related parties.
3. Implementing the Plan That Has Been Made, the team immediately acts to deal with it a disaster.
4. Damage Assessment, the assessment of initial losses needs to be immediately arranged so that it can be done recovery.
5. Security needs to tighten the security of company assets so as not to exploited by irresponsible parties.
6. Contingency (possible activities). Contingency (possible activities). Emergency design includes contingency, for example, an alternative location is needed if the original location cannot function the organization.

D. Recovery Stage

1. Damage Assessment is an initial damage assessment which is continued with estimates overall damage.
2. Stabilization, this is for the safety of employees and organizational assets, for example moving archive, stabilize the environment, turn off electricity, repair damage, prevent it further damage, relocation of materials.
3. Salvation (*salvage*), must be carried out according to the procedure. To save the archive, it must according to the type of disaster and media archives.
4. Restoration (repair), there need to be corrective actions towards organizational assets, both buildings, and archive. Electronic

archives need to be duplicated. Need temporary relocation if the initial location does not allow for the organization to run.

5. Restarting Activities, if the critical situation passes and the condition has stabilized, then the activity organizations need to be implemented immediately.

4. Case

a. Sample case

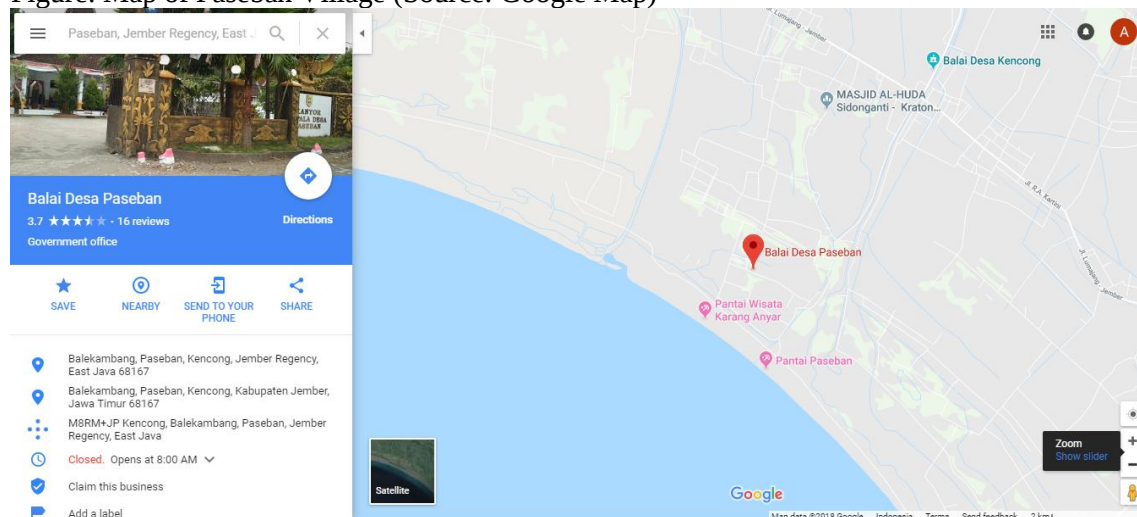
The case example that was appointed by the author was the result of an analysis of the archive emergency management in the Government of Paseban Village, Kencong District, Jember Regency. The reason the author raised this case is that Paseban Village is a village that has several potential disasters, both natural disasters and human-caused disasters. Paseban Village is one of the villages in Kencong District. Kencong District is located on the southwest side of Jember Regency. The area is approximately 45 km west of the Capital of Jember Regency which is a lowland area with a height of 9 m above sea level. This sea is a beach area with a very beautiful view of the

beach, namely Paseban Beach. On the sides of the Kencong subdistrict are limited to a number of sub-districts. To the west, it borders Lumajang Regency. To the south is directly adjacent to the Indonesian Ocean. In the east, it is bordered by Gumukmas District. In the north, it borders on Jombang and Umbulsari Districts. Kencong District has an area of 5,865.3 hectares. Administratively it consists of five villages, 24 hamlets/shamanism, 117 neighborhoods, and 561 neighborhood groups. These five villages consist of Paseban Village, Cakru Village, Keraton Village, Wonorejo Village, and Kencong Village. Geographically, Paseban Village is located near the southern sea which is the Indonesian Ocean. The area of Paseban Village is 884,243 hectares. Typology of Paseban Village is Lowland 19 asl. Next is the boundary of Paseban Village:

- a) North: Desa Cakru
- b) South: Indonesian Ocean
- c) West: Bondoyudo River
- d) East: Keraton Village & Kepanjen Village

(Source: the monograph of Paseban Village, 2018)

Figure: Map of Paseban Village (Source: Google Map)



Based on the results of observations and interviews with village officials and the people of Paseban Village, the authors produced an analysis related to the management of emergency archives in

the Paseban Village Government. The following are the results of the analysis.

The archives of the Paseban Village Government are closely related to the administration of Paseban Village. In village administration activities become a

means in the creation of village archives. This is then why the management of archival emergencies is very important in supporting village administration activities. The type of archive in Paseban Village is a dynamic archive. The static archive is still not owned by the village. This is because there is no sorting of records that are considered static. The type of administration of Paseban Village is the term in its organizational structure, namely the village secretary and the village technical executor. Next is the administrative type of Paseban Village.

- 1) Archives and records in the village secretary section, institutions related to the village and village government reports.
- 2) Archives and records related to offices, for example, population records, land records, archives of community development results, and archives related to village legal products. This archive is installed on the KAUR PEM (Kepala Urusan Pemerintah/Head of Government Affairs).
- 3) Archives and records related to development matters, for example, archives relating to technical materials. This archive is installed in KAUR Pembangunan (Kepala Urusan Pembangunan/Head of Development Affairs).
- 4) Archives and records related to the affairs of people, for example, archives related to the material for the formulation of technical policies in the preparation of programs, as well as community empowerment and community social programs. This archive was installed in KAUR KESRA (Kepala Urusan Kesejahteraan Rakyat/Head of People's Welfare Affairs).
- 5) Archives and records related to financial matters, namely village financial records. This archive was installed in KAUR KEU (Kepala Urusan Keuangan/Head of Financial Affairs).
- 6) Archives related to the public, namely: archives related to village wealth

inventory. This archive is installed in the KAUR UMUM (Kepala Urusan Umum/Head of General Affairs).

The six types of archives were carried out at the Village Secretary, and the Village Secretary with the responsibility to the Village Head. Based on the type of village administration above, then the type of file also types of administration. In terms of matters which are important reasons for emergency management in supporting village government administration.

1. Carry out the Risk Management Process. This activity includes risk analysis and assessment of the risk.
 - a. Risk analysis is a process of identifying the possible risk of loss, damage, and threats to archives and information. Already done, there are several results of identifying possible risks of loss, damage, and threats to archives and information, including floods, tsunamis, earthquakes, tornadoes, and demonstrations. However, there is no SOP (Standard Operational Procedure).
 - b. Risk assessment, is a process of identifying the risks that exist to archives includes activities: security and supervision evaluations, location surveys, identify and recommend security and supervision, and carry out security and supervision. Risk assessment is carried out as little as possible, there is no policy and Standard of Operations Procedure for establishing a security evaluation and supervision, a location determination survey conducted in the event of a disaster and considering the location considered safe at that time. This also applies to identification and recommendations on security and supervision, as well as in the implementation of security and supervision.
2. Organizational Impact Analysis which includes identifying the process of impacting functions organizations that are critical and determine the maximum loss of records that can be tolerated. This analysis has never been done.

3. Disaster Prevention Design is a disaster prevention implemented to prevent disasters that can be implemented and minimize losses due to disasters. Already done but still not maximal

B. Stage of Preparation (Preparation)

1. Form a Team, preferably consisting of all levels that represent all organizational functions. There has been no team formation
2. Consider Costs Required for emergency management activities. There has never been a consideration of the costs needed.
3. Determine the Action Strategy (response), related to what is done by the organization, who is responsible and for whom, who contacts who. Therefore it is necessary for the existence of simulations. There is verbally and there is no clear standard operating procedure (SOP).
4. Determine recovery strategies in the context of restoring the organization's operations by making preparations: damage checks, contacting vendors for repairs archive, archive restoration. There has been no determination of the recovery strategy in the context of the organization's operational recovery.
5. Collect Data. Teams need data and information needed for their needs preparation. No team has been formed about data collection.
6. Develop an Emergency Situation Management Plan, in the form of a written design authorized by the leadership. There has been no development of an emergency management plan.

C. Stage of Action (Response)

1. Introduction to Disasters, this can be done with education and training to recognize and avoid disasters, and what action to take next. Education and training have never been done to recognize and avoid disasters.
2. Contacting the Related Party, the disaster that has been detected, it is necessary to immediately report to related parties. Have never done a report.

3. Implementing the Plan That Has Been Made, the team immediately acts to deal with it a disaster. The village head coordinates all devices to immediately move to save each other's records in the event of a disaster so that they are unstructured.

4. Damage Assessment, the assessment of initial losses needs to be immediately arranged so that it can be done recovery. It's already there, but only a little. The most thought is the financial report archive, the others are considered not so important.

5. Security needs to tighten the security of company assets so as not to exploited by irresponsible parties. There has been a loss of a print out version of the village monograph archive that was borrowed and not returned, while the village government did not have a soft file archive. This has become a problem that needs resolution so that the village government reinforces the rules for borrowing archives as a result of tightening security. There has also been data lost by viruses, security through the use of antivirus. While the data is lost due to computer damage, the village government cooperates with the provider of computer repair services by paying the cost of repairs. The occurrence of lost data caused by errors from employees due to forgetting to save or put down, security is that every data that is considered most important, for example, financial data (not all data) must be reported and submitted to the Secretary of the Village.

6. Contingency (possible activities). An emergency plan includes contingency, an alternative location should be found in the original location cannot function the organization. There is no emergency plan related to alternative locations if the original location cannot be used.

D. Recovery Stage

1. Damage Assessment is an initial damage assessment which is continued with estimates overall damage. Already done related to damage assessment. For

example, data loss is caused by viruses or computer damage.

2. Stabilization, this is for the safety of employees and organizational assets, for example moving archive, stabilize the environment, turn off electricity, repair damage, prevent it further damage, relocation of materials. It's already there, but only a little. It's already there, but only a little. For example, regarding the safety of employees and organizational assets when the disaster occurred, the village head immediately gave instructions at that time, but there were no policies and Standard Operating Procedures. Repairing damage and preventing further damage, for example, related to data that is infected with viruses and computer damage, but no IT officer has a special duty to handle this. The village government uses the services of third parties with the risk of completing repairs to the time and need to pay a fee according to the price determined by the third party. Relocation of materials has been carried out by moving old archives or archives that are not used in daily administrative activities by relocating in file warehouses, but there is no processing that is appropriate for archival management. Although there are things, where the village government began to realize the importance of the archives, especially the financial report file, this archive received special treatment by storing it in iron cupboards by putting camphor to prevent insects and fungi. So this is very necessary to be evaluated.
- 3 Salvation (salvage), must be carried out according to the procedure. For rescue, archives must be in accordance with the type of disaster and archive media. It's already there, but it's not maximal
4. Restoration (repair), there need to be corrective actions towards organizational assets, both buildings, and archive. Electronic archives need to be duplicated. Need temporary relocation if the initial location does not allow for the organization to run. There has been no corrective action on

organizational assets, both buildings, and archive

5. Restarting Activities, if the critical situation passes and the condition has stabilized, then the activity organizations need to be implemented immediately. There is no emergency plan related to alternative locations if the original location cannot be used.

b. Solution to case problems

Based on the results of observations made by the authors, there are still many other villages that have not yet implemented the archive emergency management to the fullest. So there needs to be special attention and even intensive guidance from ANRI (Arisp Nasional Republik Indonesia/National Archives of the Republic of Indonesia), Bapersip (Badan Kearsipan dan Perpustakaan/ Provincial Archives and Library Agency) Provinsi, Dinas Perpustakaan dan Kearsipan Kota/Kabupaten (City/District Library and Archives Service) regarding this matter.

Conclusion

Village Government administration activities through their respective main tasks and functions have produced data. And this data then becomes an archive, both classified as a dynamic archive and classified as a static archive. This classification is very important to do, related to conformity with the processing system. All types of archives and records are the blueprint from the village government. Damage and loss of archives and records caused major problems for the village government in developing its village. So it needs special precautions and safeguards in keeping records against damage or even loss. These special precautions and safeguards are related to archival emergency management. For example, it is necessary to identify related potential disasters that can damage and eliminate archives. This is related to the prevention stage, which is then followed by the preparatory stage, the action phase, until the recovery stage.

This article raises an example of a village in the district. Kencong, Jember Regency, East Java Province, Indonesia, namely Paseban Village. Paseban village is a flood-prone village, an earthquake has also occurred, even has the potential for a tsunami to occur, because this village is a village on the coast. In addition to natural disasters, there are also potential disasters caused by human errors, for example, demonstrations, fires, carelessness of employees in placing or storing archives/records. If viewed from the results of the analysis, the Paseban Village Government has carried out prevention, preparation, action, and recovery, but is still limited and in the category needs special evaluation and assistance.

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