

Queensland State Archives  
Annual Report 2007-08



Queensland **State Archives**  
Queensland Government  
Department of **Public Works**



*Pictured: Hon Robert Swarten MP  
Minister for Public Works, Housing  
and Information and Communication  
Technology, speaking at the release  
of the 1977 Cabinet Minutes*

The Honourable Robert Swarten MP  
Minister for Public Works, Housing and Information  
and Communication Technology  
Level 7, 80 George Street  
Brisbane Qld 4000

31 October 2008

Dear Minister

I am pleased to submit Queensland State Archives' Annual Report on the administration of the *Public Records Act 2002* for the financial year ended 30 June 2008. This document is the sixth Annual Report presented to Parliament in accordance with the Act.

Yours sincerely

**Ms Janet Prowse**  
Director & State Archivist  
Queensland State Archives

# Queensland State Archives

## Annual Report 2007-08

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# Message from the Chairperson



*Pictured: Mr Brian Herd (right), Chairperson of the Public Records Review Committee, presents a framed photograph of historic Boonah to Cr Robert Smith in July 2007*

The Public Records Review Committee has now completed five years of operation and provided advice to the Minister for Public Works, Housing and Information and Communication Technology and the State Archivist on a wide range of contemporary information management and recordkeeping issues.

Since its inception, a number of themes have consistently engaged the committee including:

- building a good recordkeeping culture across 600 Queensland public authorities
- preparing for a digital future through infrastructure planning and policy development around the long-term management and preservation of electronic records
- improving public access to the archival collection through the adoption of new technologies and a better understanding of the community's information needs.

These themes continued to be at the forefront of the committee's work during 2007-08.

Over the past six years, Queensland State Archives has been working with public authorities to promote compliance requirements linked to the state's key umbrella recordkeeping policy *Information Standard 40: Recordkeeping*.

The number of agencies seeking extensions of time to improve recordkeeping practices across their enterprises, and the range of new or modified agencies created as a result of machinery-of-Government changes, have contributed to delays in finalising the compliance outcomes at a whole-of-

Government level. Details of the results to date are provided elsewhere in this report.

The Queensland Government's emerging information management reforms, such as the new Right to Information and Privacy legislation and the introduction of a Strategic Information Policy, will provide further context and impetus for public authorities to continue to enhance their recordkeeping and information management programs. Queensland State Archives will actively contribute to this program of work, including defining an assessment framework to monitor and measure the government's progress towards recordkeeping compliance and best practice.

The next 12 months will be an exciting time for Queensland State Archives, with the expanded archival facility at Runcorn expected to be officially opened in late 2008. Provision has been made in the facility for a future digital archive and planning will be advanced on the development of a policy and standards framework for the long-term management and preservation of electronic records.

Next year we can also look forward to marking Queensland's 150th anniversary, with preparations for an events and exhibitions program well under way. A key highlight of Queensland State Archives contribution will be two major historical exhibitions that will tour throughout the state.

As always, I acknowledge my colleagues on the committee for their valuable contributions and sharing of expertise. I also thank the State Archivist and the team at Queensland State Archives for their relentless efforts to promote best practice recordkeeping and improve public access to the archival collection.

**Brian Herd**  
Chairperson,  
Public Records Review Committee

# Public Records Review Committee

The Public Records Review Committee was established in March 2003 under the *Public Records Act 2002* (the Act). It advises both the Minister for Public Works, Housing and Information and Communication Technology and the State Archivist on the administration and enforcement of the Act.

If requested by a public authority, the committee can review decisions of the State Archivist not to authorise the disposal of particular public records. The committee can also be asked to resolve disputes between the State Archivist and a public authority about how a public record is classified with respect to setting a restricted access period for that record.

During 2007-08, the committee provided advice on a wide range of information management issues, including:

- the status of recordkeeping among Queensland public authorities
- recordkeeping impacts of major machinery-of-Government initiatives such as the restructure of South-East Queensland water supply and local government amalgamations
- review of the *Freedom of Information Act 1992*
- electronic records management issues planning for Queensland's 150th anniversary in 2009

- improvements in online service delivery. The committee held three meetings in 2007-08.

Member	No. of meetings
Mr Brian Herd (Chair)	3
Mr Chris Gorry	1
Dr Jennifer Harrison	3
Ms Kay Ryan	3
Ms Leonie Short	2
Prof Malcolm Thomis	2
Mr Ken Toogood	3
Mr Peter Wood *	1
Mr Brian Carroll	2
Mr Chris Rose **	N.A.

Profiles of the committee members can be found at Appendix 2.

\* Mr Wood's membership expired in March 2008

\*\* Mr Rose was appointed to the committee in March 2008 and attended his first meeting in July 2008.



*Pictured: L-R Mr Chris Gorry, Ms Kay Ryan, Mr Chris Rose, Mr Brian Herd, Mr Ken Toogood and Ms Leonie Short. Away: Professor Malcolm Thomis, Mr Brian Carroll and Dr Jennifer Harrison*





*Brisbane Victoria Bridge (north aspect) October 1930  
Queensland State Archives Item ID 1069225, Digital Image ID 59,  
Agriculture and Stock Department, Publicity Branch*



# About us



Queensland State Archives is the custodian of the largest and most significant documentary heritage collection in Queensland. It manages, preserves and facilitates public access to the state's permanent archival public records.

## Our vision

Connecting people to the recorded memory of government.

## Our mission

To provide leadership in the management of public records for present and future generations.

## Our values

Queensland State Archives commits to the following values:

- *our connection with the recorded memory of government*
- *the democratic right to access government information*
- *professional integrity*
- *collaboration, co-operation and mutual support.*

As the lead agency for recordkeeping, Queensland State Archives is also responsible for the development and implementation of a whole-of-Government Recordkeeping Policy Framework. The Framework ensures a consistent approach to the creation, management, disposal, storage, preservation and retrieval of government information.

Queensland State Archives is a service unit of the Department of Public Works.

## Functions

Under sections 24 and 25 of the *Public Records Act 2002*, Queensland State Archives has a range of functions and powers including the ability to:

- issue standards regulating the creation, management, disposal, storage and preservation of government records
- conduct research and provide advice to public authorities about the making, managing and preserving of public records
- issue policies, standards and guidelines to achieve compliance with the legislative policy frameworks for best practice records management
- ensure the archival collection is accessible to government and the people of Queensland
- identify and preserve public records of permanent value as the state's archives
- provide climate-controlled storage facilities for permanent archival records.

*Pictured above: L-R Ms Janet Prowse, Director and State Archivist with Dr Germaine Greer in the Public Search Room at Queensland State Archives*

## Department of Public Works' values

The Department of Public Works' REFLECT philosophy stipulates the behaviour sought from all levels of the organisation.

<b>Respect</b>	for each other, our clients, the diversity of skills in the workforce and the diversity of cultural backgrounds.
<b>Efficiency</b>	in the way business is conducted and in dealing with clients.
<b>Flexibility</b>	in working arrangements, dealing with clients and dealing with problems.
<b>Leadership</b>	that provides clear organisational strategic direction that encourages teamwork to achieve the strategic direction, that is visible and consistent, that leads by example and that allows management and employees to be partners.
<b>Encouragement</b>	in career progression, in personal development and to think of innovative ways of doing business.
<b>Communication</b>	that is open, consistent and two-way.
<b>Trust</b>	between management and employees and between Public Works and its clients.



*Float in the “Gem of the Coral Coast Festival”  
procession, Bowen, c 1961*

*Queensland State Archives Item ID 1158116, Digital Image  
ID 3084. Premier and Chief Secretary’s Department, State  
Public Relations Bureau, Photographic Unit*



# Highlights

## Expanded infrastructure complete

Construction to expand Queensland State Archives' facility at Runcorn, Brisbane, has been completed. The total floor area in the repositories has more than doubled to 12 650 square metres with 93 linear kilometres of shelving. The facility is expected to meet the storage needs of the state's permanent archival records for the next 10 to 15 years. Contractor Laing O'Rourke worked with the Department of Public Works' Project Services Unit to deliver the project. The new facility, which includes infrastructure for a future digital archive, has been fitted with a number of sustainable elements to reduce operating costs and lower greenhouse gas emissions. Nine water harvesting tanks collect stormwater from the roof and car park for treatment and re-use in cooling towers, toilet flushing and irrigation.

## Recordkeeping Policy Framework

During the past 12 months, Queensland State Archives has developed a range of guidelines under the Recordkeeping Policy Framework for Queensland public authorities.

As the state's lead agency for recordkeeping, Queensland State Archives provided advice on a number of recordkeeping issues ranging from metadata to managing email.

The *Queensland Recordkeeping Metadata Standard and Guideline* was released in February 2008. The standard provides guidance to public authorities on metadata required to identify and manage records over time. It supports *Information Standard 40: Recordkeeping* which requires public authorities to create and retain full and accurate records as required for business, legislative, accountability and cultural purposes. In conjunction with the release, Queensland State Archives hosted two masterclasses for public authorities to provide an overview of the standard.

The *Guideline for the Implementation of Retention and Disposal Schedules*

was released in December 2007 in conjunction with an updated *Guideline for the Development of Retention and Disposal Schedules*.

The *Managing Emails that are Public Records* policy was reviewed and released in September 2007 to assist public authorities in creating, capturing and preserving emails identified as public records.

Released in February 2008, the *Guideline for the Planning of an Electronic Document and Record Management System (eDRMS)* covers recordkeeping tools and environments that should be in place prior to such implementations.

Significant retention and disposal schedules approved during 2007-08 included comprehensive schedules for the Commission for Children and Young People and Child Guardian, the Department of Child Safety, Queensland Health and Q-COMP. The *Local Government Sector Retention and Disposal Schedule* was also revised to incorporate diaries of mayors and councillors.

Queensland State Archives, in conjunction with the Crime and Misconduct Commission, reissued joint advice on the *Retention and Disposal of Council Records* following the 2008 local government elections.



*Pictured: Queensland State Archives' expansion in progress*



*Pictured: Mr Niles Elvery, Manager of Public Access, at the National Aborigines and Islanders Day Observance Committee (NAIDOC) celebrations*

*Pictured above: Ms Shiranthi Siyambalapitya, Senior Reference Archivist, provides assistance to a client in the Public Search Room*

## Compliance framework

In 2007-08, Queensland State Archives continued to guide public authorities through the *Information Standard 40: Recordkeeping* compliance process. To ensure that government-owned corporations and statutory entities met the compliance deadline of 30 December 2007, self-assessment checklists were distributed to 370 public authorities. Following initial assessment of their progress towards compliance, 44 of the 370 public authorities were granted extensions of time to comply. Formal compliance surveys were distributed to stage two public authorities that had not requested extensions and to 47 stage one public authorities where their extensions had expired. This process enables Queensland State Archives to fulfil its legislative responsibility to report on the status of government recordkeeping. The results of the compliance process to date are detailed in the status of government recordkeeping section of this report.

## Machinery-of-Government changes

Queensland State Archives provided significant recordkeeping advice to the water sector and local governments, both of which were impacted by major restructures in 2008. Queensland State Archives worked closely with Queensland Treasury's Water Transaction Unit to provide recordkeeping advice in relation to the South-East Queensland (SEQ) water sector restructure. The scope of work involved the development of record access agreements to determine transfer arrangements for public records between

affected water entities. A presentation was made to the SEQ local government Chief Information Officers' Forum in April 2008 to raise awareness of recordkeeping issues relating to the water sector restructure and its impact on local government.

Queensland State Archives provided targeted advice to local governments during the local government reform process. Public records briefs on recordkeeping matters were produced and issued to all local governments prior to the local government elections to emphasise recordkeeping requirements under the *Public Records Act 2002*.

## Information management

Queensland State Archives continued its involvement with the Information Management Sub-Committee which was formed in early 2007 under the Strategic Information and Information and Communication Technology Council Executive Committee. The State Archivist has chaired the committee since April 2007.

In 2007-08, the sub-committee considered and provided input on a range of issues including the Queensland Government's strategic direction for information management, freedom of information, privacy, the National Information Sharing Strategy, online services and various Queensland Government information standards.

The sub-committee was successful in securing \$140 000 from the Queensland Government Information and Communication Technology Innovation Fund to host a National Information Management Skills Summit in Brisbane in October 2008.



QUEENSLAND

GOVERNMENT



Butter display in the window of a Queensland Government building, c 1935

Queensland State Archives Item ID 1158121, Digital Image ID3085 Agriculture and Stock Department, Publicity Branch



## Collection management

Queensland State Archives focused on managing, preserving and providing access to the state's archival public records. Emerging technologies and the addition of new digital content and exhibition modules to the Collection Management System will provide the framework for an Online Services Plan, ensuring online access to digitised copies of archival public records.

Currently under development, the plan will focus on using Web 2.0 technologies to provide an interactive web environment for clients and a more simplified approach to obtaining copies of archival public records through online ordering systems over time.

Preservation of the collection remains a priority; preservation plans include identifying new workplace skills and archival research to manage at-risk formats such as motion picture film and deteriorating acetate negatives.

## Multicultural initiatives

Queensland State Archives is a stakeholder in the Multicultural Action Plan endorsed by the Department of Public Works. Each year, a number of activities are undertaken to celebrate multicultural contributions surrounding Queensland's history. The activities also promote the role of public records in connecting Queenslanders from diverse backgrounds to their stories. A portable exhibition displaying items from the state's collection is available for loan from Queensland State Archives.

A seminar is presented to members of the community each Harmony Day in March. In 2008, Queensland State Archives celebrated the contribution of the Chinese community to Queensland's history with a seminar and display of relevant public records. An information stand was also

provided at the Queensland Multicultural Festival at Roma Street Parkland in Brisbane to highlight public records representing diverse community groups.

## Outreach services

Queensland State Archives provides community outreach programs in regional locations throughout Queensland. The Small Archives Seminar provides expert knowledge and practical skills on managing and caring for small collections of historical materials.

During 2008, seminars were held for community groups in Townsville, Hervey Bay and the Sunshine Coast with a focus on using the online catalogue of the state's public records, *ArchivesSearch*.

## Community History Project

Prominent Queensland historians Dr Murray Johnson and Professor Kay Saunders researched and wrote two historical overviews of the areas affected by the proposed Wyaralong and Traveston dams.

*Working the Land: An Historical Overview of Boonah and its Northern District* was launched by the Boonah Shire Council Mayor, Cr John Brent, on 20 February 2008.

*Wild Heart, Bountiful Land: An Overview of the Mary River Valley* was launched by Cooloola Mayor, Cr Mick Vernardos, on 21 February 2008.

The booklets were distributed to local schools, libraries and community groups.



*Pictured: Historians Dr Murray Johnson (far left) and Professor Kay Saunders (far right) with Cr Kathy Bensted and Cr John Brent, Mayor of the former Boonah Shire Council, at the community history booklet launch*



*Members of Geo Sorlies theatrical party at Heron Island, c 1933*

*Queensland State Archives Item ID 1171404, Digital Image ID 3090  
Agriculture and Stock Department, Publicity Branch*





# Future directions

## Queensland State Archives expansion project

The expanded archival facility at Runcorn is completed and will be officially opened in late 2008. The expansion will double Queensland State Archives' storage capacity for public archival records and also provide infrastructure for a future digital archive for the state's permanent records in electronic formats. The new facility incorporates the latest ecologically sustainable development technologies.

## Strategic transfers program

In light of the additional storage capacity available, Queensland State Archives undertook a review of its existing Transfers Program and retrospective Arrangement and Description Program in early 2008.

As a result, a five-year Strategic Transfers Program is being developed to identify priorities, increase the volume of transfers into the expanded facility and align cataloguing priorities accordingly.

To reduce any barriers to the transfer process, internal procedures will be reviewed and updated, and new advisory and training services will be provided to public authorities.

## Right to information reforms

Over the coming years, Queensland State Archives will actively contribute to a program of work linked to the Queensland Government's review of Freedom of Information legislation.

This follows Executive Government's approval in mid 2008 of a whole-of-Government response to *The Right to Information Report*, prepared by the Freedom of Information Independent Review Panel. The introduction of new right to information and privacy legislation in Queensland in 2009 will influence reforms in how government information is managed and made accessible. The new legislation may also trigger consequential amendments to the *Public Records Act 2002*,

administered by Queensland State Archives. In particular, Queensland State Archives will be required to specify a recordkeeping baseline for Queensland public authorities, review existing recordkeeping information standards, develop training and awareness-raising strategies to build the capacity of the public sector. Queensland State Archives will also define an assessment framework to monitor and measure the government's progress towards recordkeeping compliance and best practice.

Queensland State Archives will also provide advice and assistance to other lead agencies in the information management area and will assist in the development and implementation of a Strategic Information Management Policy.

## Recordkeeping Policy Framework

In consultation with public authorities, Queensland State Archives will further enhance the Recordkeeping Policy Framework by continuing to research and publish additional policies, guidelines and tools to assist public authorities in

improving recordkeeping practices.

The framework will continue to be aligned to, and complement, broader Queensland Government information management strategies and priorities.

The right to information reforms will provide further context and impetus for public authorities to reaffirm their commitments to sound recordkeeping practices and to re-examine their levels of future investments and programming in this area.

Policy priorities for the next year include targeted advice for smaller public authorities and defining and developing more advice around key electronic records management challenges.



*Pictured: L-R Ms Kate Wilson, Senior Archivist, and Miss Mariette Waters, Archivist, with government photo albums from the collection*



## National Information Management Skills Summit

In October 2008, Queensland State Archives will host a National Information Management Skills Summit on behalf of the Queensland Government's Information Management Sub-Committee of the Strategic Information and Information and Communication Technology Council.

The summit will bring together a wide range of national and international experts to explore some of the key information management challenges ahead for government, defining the current and future information management skills required for Queensland's public sector.

The summit aims to increase recognition of the value of information management within government, examine current and future skills shortages and encourage investments in information management capacity development.

Using information gained at the summit, Queensland State Archives plans to develop, in collaboration with key stakeholders, an action plan to address information management capacity challenges.

## Online Services Plan

To take advantage of new technologies, Queensland State Archives will develop an Online Services Plan.

Statistics reveal that the Queensland State Archives website attracted 456 458 clients during 2007-08, with the number of online visitors rising significantly each year.

The plan, which will address the community's need for improved online services and digital content, will be underpinned by research into the use of Web 2.0 technologies to enhance service delivery.

## Queensland digital content strategy

As the custodians of the largest and most significant documentary heritage collection in the state, Queensland State Archives and the State Library of Queensland share a vision to increase public access to important archival and cultural collections.

As such, the two organisations plan to work in partnership to develop a digital content strategy for Queensland to meet the community's increased demand for access to digital content.

Over the next year, the organisations will develop a joint statement of intent and undertake consultation to help shape and validate the strategy with key stakeholders.

## Celebrating the state's history

The year 2009 represents the 150th anniversary of the separation of Queensland from the colony of New South Wales and also marks the 50th anniversary of the establishment of Queensland State Archives.

Queensland State Archives will play a lead role in the celebrations with a program of exhibitions and events aimed at increasing the public's awareness of aspects of the state's history and the importance of archival public records.

Highlights of the celebratory program will be two exhibitions commissioned by Queensland State Archives. Titled *Top 150: Documenting Queensland* and *Queensland Firsts*, the exhibitions have been researched by prominent Queensland historians Dr Murray Johnson and Professor Kay Saunders respectively and will tour throughout Queensland during 2009.

Details of Queensland State Archives 2009 events and exhibitions will be published on its website.

## International Archives Congress

Every four years, the Congress for the International Council on Archives attracts up to 3000 archivists from around the world. The National Archives of Australia has secured Brisbane as the location for the congress in 2012. Planning is under way for this event, with Queensland State Archives to be represented on various management committees.



Pictured: L-R Ms Elizabeth Hawkins, Senior Reference Archivist, and Ms Louise Howard, Archivist, looking at archival records in the repository





Looking down Flinders Street, Townsville, 1897  
Queensland State Archives Item ID 1109393, Digital Image ID 2417  
Lands Department, Survey of Lands Branch, Photographic Branch



# Outputs and outcomes



Queensland State Archives' two major outputs contribute to achieving the following government priorities:

## Whole-of-Government priority

Delivering a responsive government.

## Output

Supporting a responsive public sector focused on improving government service delivery.

## Sub-output one

Government recordkeeping.

## Contribution

Improving the delivery of government services and information to the community.

## Outcomes 2007-08

During 2007-08, Queensland State Archives:

- hosted two meetings of the Public Records Review Committee in Brisbane to advise the Minister for Public Works, Housing and Information and Communication Technology and the State Archivist on the administration and enforcement of the *Public Records Act 2002*
- held one meeting of the Public Records Review Committee in Boonah, complemented by a public seminar on the collections and services of Queensland State Archives
- staged two recordkeepers' forums, in Brisbane and Cairns, two metadata masterclasses and three capacity development events providing advice on recordkeeping and information management issues. Total attendance was over 400 delegates from public authorities
- ongoing provision of recordkeeping policy advice to a client base of over 600 public authorities
- provided advice on recordkeeping and information management issues in response to 1235 specific queries from public authorities
- continued an active role in the development of policy and advice on whole-of-Government recordkeeping and information management issues through consultation, feedback, surveys and participation in external forums
- attended the Digital Futures Forum in Canberra hosted by the National Archives of Australia and continued participation in the Australasian Digital Recordkeeping Initiative to consider the challenges of long-term preservation of electronic records
- chaired the Queensland Government's Information Management Sub-Committee and was represented on a range of other committees, working groups and reference panels
- monitored the annual reports of public authorities and other key publications to assess reporting on recordkeeping and to identify areas of priority
- continued to support the Managing Electronic Messages as Records online training module, which was completed by 175 officers from public authorities
- provided recordkeeping advice to Aboriginal and Torres Strait Islander Local Councils through the Department of Local Government, Sport and Recreation
- provided ongoing recordkeeping advice during the local government reform process and the restructuring of the water sector
- developed and updated 39 policies, guidelines, tools, schedules and briefs to assist public authorities
- released the publications *Queensland Recordkeeping Metadata Standard and Guideline*, *Guideline for the Planning of an eDRMS* and *Guideline for the Implementation of Retention and Disposal Schedules*
- updated the publication *Managing Emails that are Public Records Policy and Guidelines*
- released new and updated public records briefs relating to machinery-of-Government changes, functional and subject classification, managing diaries of mayors and councillors, emails, Electronic Document and Records Management System (eDRMS), enterprise content management, metadata and maintaining full and accurate records
- issued 24 retention and disposal schedules approved by the State Archivist, including schedules for Queensland Health (Clinical Records), Forestry Plantations Queensland and WorkCover Queensland
- participated in the review of the *Freedom of Information Act 1992*.

*Pictured above: Agency Services staff meet with representatives from Queensland grammar schools to discuss the development of a sector-wide retention and disposal schedule*





## Whole-of-Government priority

Delivering a responsive government.

## Sub-output two

Collection management and public access.

## Contribution

Providing the community with access to the state's historical and cultural records.

## Outcomes 2007-08

During 2007-08, Queensland State Archives:

- provided public access to 31 000 public records for 7122 clients in the Public Search Room at Queensland State Archives in Runcorn, Brisbane
- responded to 4015 written and telephone reference queries
- provided copies of 36 487 pages of public records to clients
- recorded 6.4 million hits from 456 458 unique visitors to the Queensland State Archives website
- launched the monthly online publication *qsa-bulletin* to provide information on public events and collection updates to email subscribers
- produced three editions of the *Runcorn Record*, an information newsletter for family and local historians
- commissioned and launched the publications *Working the Land: An Historical Overview of Boonah and its Northern District* and *Wild Heart, Bountiful Land: An Historical Overview of the Mary River Valley* to support the Community Futures Taskforce
- publicly released the 1977 Cabinet Minutes on 1 January 2008
- presented 12 seminars on collections and services in regional and remote areas including Boonah, Hervey Bay, Bribie Island and Cooroy
- participated in a seminar series in Townsville to assist small collecting institutions, providing general information on the collections and services of Queensland State Archives, the State Library of Queensland and the National Archives of Australia, Brisbane office
- participated in the National Aborigines and Islanders Day Observance Committee (NAIDOC) Day to provide information on public records relating to Indigenous Queenslanders
- celebrated the role of Chinese people in the history of Queensland with a Harmony Day seminar and a portable exhibition featuring public records relating to the Chinese community
- commenced projects, including exhibitions, to celebrate Queensland's 150th anniversary in 2009
- provided 27 tours of Queensland State Archives' facilities to visitors from local and family history groups, schools, public authorities, community organisations and the general public
- hosted archival representatives from China and Norway
- recognised the contribution of volunteers at Queensland State Archives with a morning tea
- sponsored the Family and Local History Fair and the Queensland Day Dinner at the Royal Historical Society of Queensland
- hosted a stall at the Queensland Government's Multicultural Festival
- registered and described 3700 series of public records, including new series and updates to existing series
- added over 180 000 item descriptions to the Archives One catalogue, including new items and revisions of existing descriptions
- produced 2468 digitised images of public records, including photographs, for public access
- received 58 transfers of public records

measuring 625 linear metres, including records from the Fitzgerald Commission of Inquiry, ministerial diaries, school admission registers, local government records, court records and the speeches of the Governor of Queensland, Quentin Bryce AC

- applied preservation treatments to 17 000 items including photographic negatives and motion picture films
- microfilmed 145 000 pages of public records
- finalised preservation projects for 'at-risk' film negatives and motion picture films
- managed the transfer of duplicate copies of microfilmed copies of Queensland's significant public records to the Public Record Office of Victoria for storage to support risk management and disaster planning strategies
- continued improvement of the collection management application, Archives One, and its web interface, *ArchivesSearch*.

*Pictured above: Mr Chek Ling addressing the audience at the Harmony Day celebrations, March 2008. Pictured below: Ms Katrin Hurlimann-Graham inspecting a transfer of records*







*Queensland State Archives staff processing an extensive transfer of files*



# Status of government recordkeeping

## Overview

As the lead agency for recordkeeping, Queensland State Archives has a legislative role to develop and publish recordkeeping policies, standards and guidelines for the state's 600 public authorities.

Under section 56 of the *Public Records Act 2002*, Queensland State Archives is required to report annually on the status of government recordkeeping.

Highlights from recordkeeping findings in 2007-08 included:

- progress across government in the number of public authorities completing the compliance process for *Information Standard 40: Recordkeeping*, with average compliance levels higher than in 2006-07
- an indication that public authorities are developing and implementing fundamental recordkeeping tools, including retention and disposal schedules and business classification schemes
- an increased awareness of the key role recordkeeping plays in supporting business processes, as measured through public reports.

## Compliance with *Information Standard 40: Recordkeeping*

In Queensland, the prime recordkeeping policy, *Information Standard 40: Recordkeeping (IS40)*, was released in late 2001. The state's 600 public authorities had at least five years to demonstrate compliance to the standard's seven principles.

State Government departments and local governments were required to comply by 30 December 2006 and government-owned corporations and statutory entities by 30 December 2007.

Public authorities were able to request an extension of time if circumstances warranted. As at 30 June 2008, extensions for 109 public authorities have been granted, although a number of these have now expired.

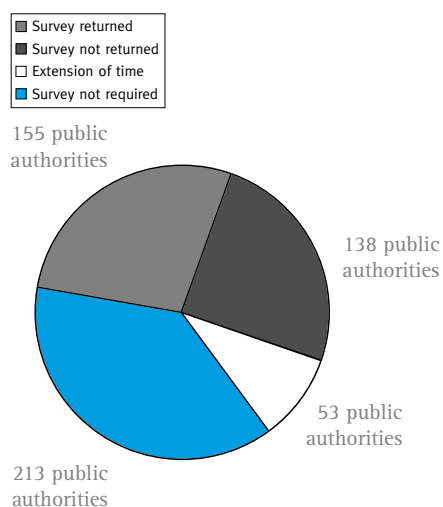
The IS40 Compliance Survey is used as a formal tool to measure the status of government recordkeeping against the Information Standard's seven principles.

- **Principle 1:** Recordkeeping must ensure public authorities are compliant and accountable.
- **Principle 2:** Recordkeeping must be monitored and audited.
- **Principle 3:** Recordkeeping must be assigned and implemented.
- **Principle 4:** Recordkeeping must be managed.
- **Principle 5:** Recordkeeping systems must be reliable and secure.
- **Principle 6:** Recordkeeping must be systematic and comprehensive.
- **Principle 7:** Full and accurate records must be compiled and retained as required for business, legislative, accountability and cultural purposes.

Figure A reveals that 213 public authorities indicated to Queensland State Archives that they were not required to return a survey. The rationale provided was that these public authorities were usually small boards, committees or other statutory entities with their records managed by a parent agency.

Also, 138 public authorities did not return the compliance survey to Queensland State Archives, with many of these being small entities or local governments affected by the reform process.

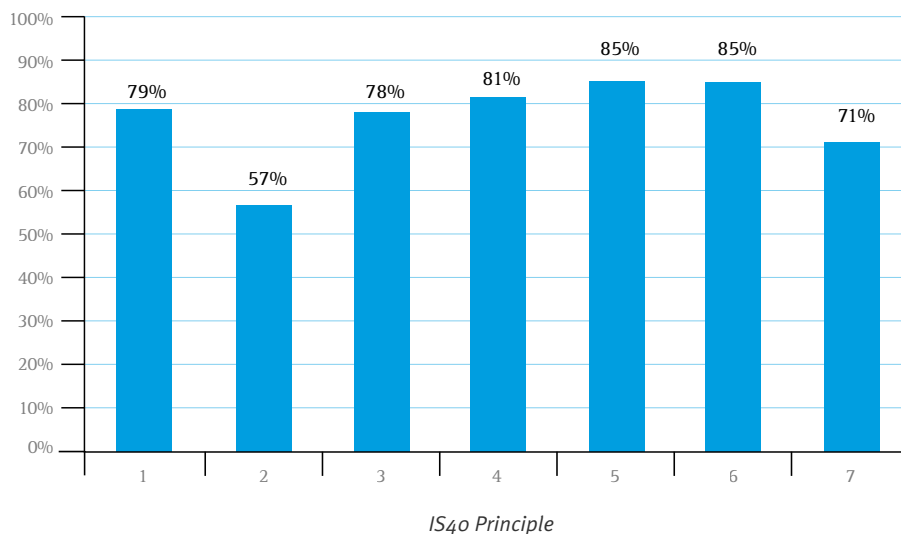
Figure A – IS40 Compliance survey status\*



\*Figure A – public authorities total 559 as some were excluded from the IS40 process because they were newly created or had their records managed by other public authorities such as advisory committees and boards.



Figure B – Levels of compliance by principle



Data from the 155 surveys received by Queensland State Archives reveals an average level of compliance with IS40, measured at 77 per cent across all public authorities.

The highest levels of compliance were recorded at 85 per cent against Principle 5 and Principle 6. The lowest level of compliance was recorded against Principle 2 at 57 per cent.

Figure B illustrates the percentage of public authorities compliant with each principle of IS40.

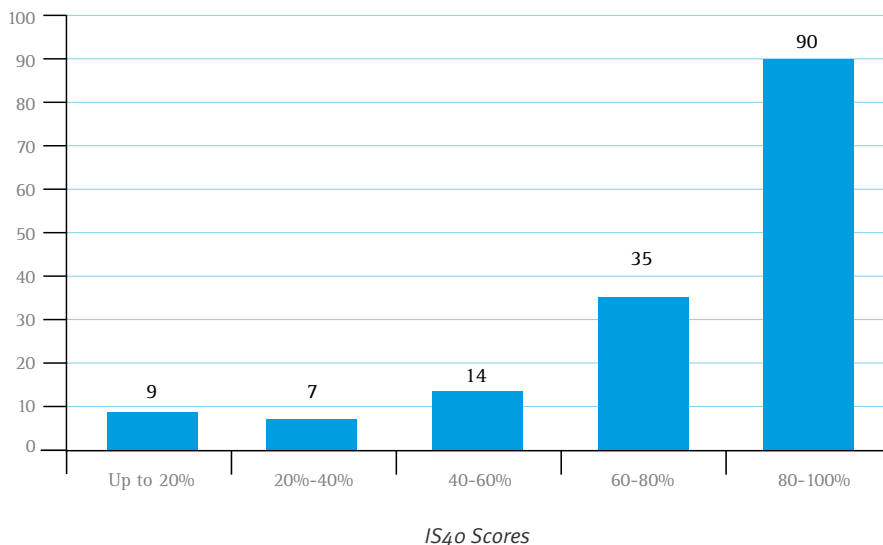
On a sector-by-sector comparison, average compliance scores for State Government departments were 78 per cent, statutory authorities were 80 per cent and local governments were 73 per cent. However, the six government-owned corporations that responded assessed their compliance levels as 100 per cent.

Figure C shows that 90 public authorities scored between 80 and 100 per cent compliance with IS40.

The local government reforms in 2007-08 have affected the relevance of survey results for this sector. Many local governments that returned surveys during 2006-2007 have since been amalgamated with other councils and recordkeeping practices in the new local governments are undergoing review and change.

In 2008-2009 Queensland State Archives will work with public authorities to complete the compliance process as the final extensions of time expire.

Figure C – Compliance levels across public authorities



*Pictured above: Policy and Research Unit – Ms Rowena Loo, Acting Manager Policy and Research, Ms Anna Morris, Senior Research Analyst, Ms Karen Morris, Principal Policy Officer and Ms Alex Main, Research Officer*





## Retention and disposal of public records

Section 13 of the *Public Records Act 2002* prohibits the disposal of public records without the approval of the State Archivist. This approval is usually given through the form of retention and disposal schedules. There are three main types of schedules:

1. General – the *General Retention and Disposal Schedule for Administrative Records* covers general administrative records which are common to all government agencies, such as financial administration and human resource management.
2. Sector – sector schedules are developed where multiple agencies, such as local governments or universities, create similar records which are common to all agencies in the sector.
3. Agency-specific – these schedules cover the core business records of a distinct public authority; the records covered are unique to that agency.

Queensland State Archives provides appraisal advice to public authorities when developing schedules for their core business records. These schedules complement the *General Retention and Disposal Schedule for Administrative Records*, applicable to all public authorities.

In 2007-08 Queensland State Archives approved 24 retention and disposal schedules. These included schedules for the following public authorities:

- Burdekin Shire Council
- Central Queensland University
- Commission for Children and Young People and Child Guardian
- Commission of Inquiry into the Queensland Fuel Subsidy
- Commission of Inquiry into Possible Illegal Activities and Police Misconduct
- Department of Child Safety
- Department of Corrective Services

- Department of Emergency Services
- Department of Primary Industries and Fisheries (Bureau of Sugar Experiment Stations)
- Forestry Plantations Queensland
- Golden Casket Lottery Corporation Limited
- Local Government Reform Commission
- Office of State Revenue
- Office of the Integrity Commissioner
- Queensland Health
- Queensland Police Service
- Registry of Births, Deaths and Marriages
- Thuringowa City Council
- WorkCover Queensland
- Workers' Compensation Regulatory Authority (Q-COMP).

In addition, Queensland State Archives revised the *Local Government Sector Retention and Disposal Schedule* that covers the 73 local governments of Queensland.

A number of public authorities are yet to complete agency-specific retention and disposal schedules for the State Archivist's approval. The development of a schedule is a complex process requiring significant research by the agency and input from Queensland State Archives. The process ensures that all classes of public records are identified and the corresponding appropriate retention periods determined, in accordance with business needs, legislative, regulatory and accountability requirements.

As part of this process, public records required for permanent retention are also identified. Specialist skills in the appraisal of public records continue to be in short supply across government, affecting the ability of some agencies to undertake such projects and placing additional pressure on Queensland State Archives' limited resources.

## Recordkeeping implications in other reports

While many public reports endorse recordkeeping as a key foundation for good governance and accountability, some reports issued in 2007-08 have highlighted instances of inadequate standards of recordkeeping.

A report compiled by the Auditor-General identified areas for improvement in the measuring and reporting of departmental outputs. A number of recommendations in this report related to recordkeeping, such as the implementation of clearly defined roles for data collection and documentation of data quality standards.

In addition, this report highlighted the challenges of machinery-of-Government changes, stressing the importance of 'robust records management policy' when different areas of activity are amalgamated into a department.

The Service Delivery and Performance Commission's Review of the Shared Service Initiative resulted in the recommendation that records management should be classified as an optional service for delivery by Shared Service Providers. This recommendation acknowledged that, to be effective, records management must be closely aligned to an agency's core business. In response to this report, a number of agencies are re-establishing records management as an in-house service.

Indigenous local governments still face capacity challenges in implementing appropriate recordkeeping practices, as highlighted in a Queensland Audit Office report. Financial and asset records are particular areas of concern. Queensland State Archives continues to provide advice to these councils through partnership with the Department of Local Government, Sport and Recreation.

*Pictured above: L-R Agency Services – Ms Josephine Horner, Manager, Agency Services, Ms Olga Doubrovskaya, Principal Appraisal Archivist, Mrs Sharon Mennis, Principal Appraisal Archivist, Miss Ruth Nitkiewicz, Appraisal Archivist and Mrs Ingrid MacDonald, Senior Appraisal Archivist*

## Annual Reports

In accordance with the Department of the Premier and Cabinet Annual Report Guidelines, agencies are required to report on their compliance with the provisions of the *Public Records Act 2002* and on the implementation of *Information Standard 40: Recordkeeping*. While not all public authorities, including local governments, are required to comply with these guidelines, the outcomes provide insight into the recordkeeping priorities facing public authorities.

Of the 121 annual reports examined for the 2006-2007 financial year, 60 per cent reported on recordkeeping. The most common topics reported were:

- Business Classification Scheme/Thesaurus
- Electronic Document and Records Management System (eDRMS)
- Information Management
- *Information Standard 40: Recordkeeping*
- *Public Records Act 2002*
- Records policy
- Records processes and procedures
- Records system
- Retention and Disposal Schedule
- Staff recordkeeping responsibilities.

The data collected highlights that agencies are focused on developing and implementing fundamental tools to ensure high standards of recordkeeping.

## Sustaining recordkeeping reform

Over the past 12 months, there have been extensive machinery-of-Government changes in Queensland and these have impacted on recordkeeping initiatives in a range of public authorities.

The accumulation and extent of these changes also presents a challenge to Queensland State Archives and its capacity to provide adequate levels of advice and assistance to newly established or changed public authorities. Queensland State

Archives must respond to the requirements of machinery-of-Government changes, while sustaining the momentum for an existing program of best practice recordkeeping across the rest of government. At the same time, it must research and develop new policies, guidelines and tools for emerging recordkeeping and information management challenges, especially in the critical area of electronic records management.

Major machinery-of-Government changes included the reduction of local governments from 157 to 73 and the restructure of the South-East Queensland water sector.

Examples of new entities include the Commission of Inquiry into the Fuel Subsidy Scheme, the Urban Land Development Authority, the Local Government Remuneration Tribunal and Regional Electricity Councils.

Other machinery-of-Government changes include the reshuffling of Ministerial portfolios, the regulation of Parliamentary Secretaries as public authorities, the transfer of functions between State Government departments, the sale of Enertrade to a private organisation and dissolutions such as the Office of the Sugar Industry Commission.

All machinery-of-Government changes both inform and influence Queensland State Archives' core work programs. The changes can impact on arrangements for the custody and ownership of public records, the ongoing retention and

management of the records and the lawful disposal of the records, as well as their location and access arrangements.

Depending on the extent of changes, disparate recordkeeping systems may need to be integrated or new systems implemented. New recordkeeping policies and procedures may be required and fundamental recordkeeping tools, such as business classification schemes and retention and disposal schedules, may need to be revised and updated. Public authorities need the expertise and commitment to plan and implement recordkeeping requirements.

In 2008-09, Queensland State Archives will continue to provide advice to public authorities undergoing change and in particular to the local government sector, the new water entities and the government boards and statutory bodies affected by the current public sector reviews.

*Pictured: Participants of the recordkeeping metadata masterclass in May 2008*





# Queensland State Archives' corporate profile

## Organisational capacity

Queensland State Archives works within an integrated planning framework to ensure that the government's priorities and policies and the department's strategic directions are reflected in its corporate governance plans and performance.

We achieve this through:

- a clear mission for the organisation which delivers strategic priorities
- a culture which treats employees with courtesy, fairness and respect
- a proactive, responsive and positive leadership team.

## Equal employment opportunity

Queensland State Archives is committed to complying with the requirements of the *Anti-Discrimination Act 1991* and the *Equal Opportunity in Public Employment Act 1992*.

## Employment profile

As at 30 June 2008, Queensland State Archives had 54 full-time equivalent employees.

### Equal Employment Opportunity profile as of 30 June 2008

Aboriginal and Torres Strait Islanders	0
People with a disability	6
Non-English-speaking background	9
Women AO6	15
Women SO plus	1

## Volunteers

Queensland State Archives has eight registered volunteers who support archival work programs including indexing projects. A Volunteers Policy provides guidelines for the program coordinated by Ms Elizabeth Hawkins.

## Services to Indigenous people

The Community and Personal Histories Branch of the Department of Communities operates a research service for the Indigenous community from the Queensland State Archives' facility at Runcorn.

## Recordkeeping

Queensland State Archives regularly monitors its records management framework to ensure it is complying with recordkeeping best practice. The organisation's Strategic Recordkeeping Implementation Plan was reviewed in December 2007.

The implementation of an Electronic Document and Records Management System (eDRMS) by late 2008 will further enhance the organisation's existing recordkeeping practices.

## Workplace health and safety

The Workplace Health and Safety Committee meets regularly to address relevant issues.

## Workforce management

In 2007-08, Queensland State Archives continued to develop and implement the Workforce Plan to ensure the capacity of its own workforce to meet its legislative roles and functions.

## Financial statements

*The Department of Public Works' Annual Report for 2007-08* incorporates Queensland State Archives' financial statements. Copies of the department's Annual Report can be obtained by contacting:

### External Relations

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GPO Box 2457  
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Fax: (07) 3227 6413

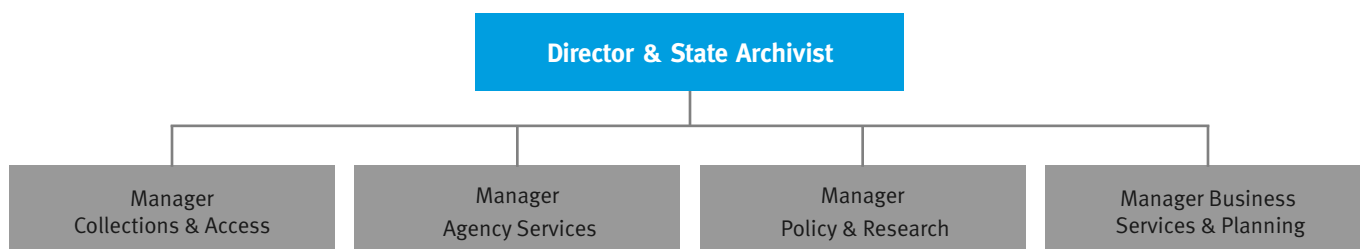
Web: [www.publicworks.qld.gov.au](http://www.publicworks.qld.gov.au)

Email: [dpw@publicworks.qld.gov.au](mailto:dpw@publicworks.qld.gov.au)

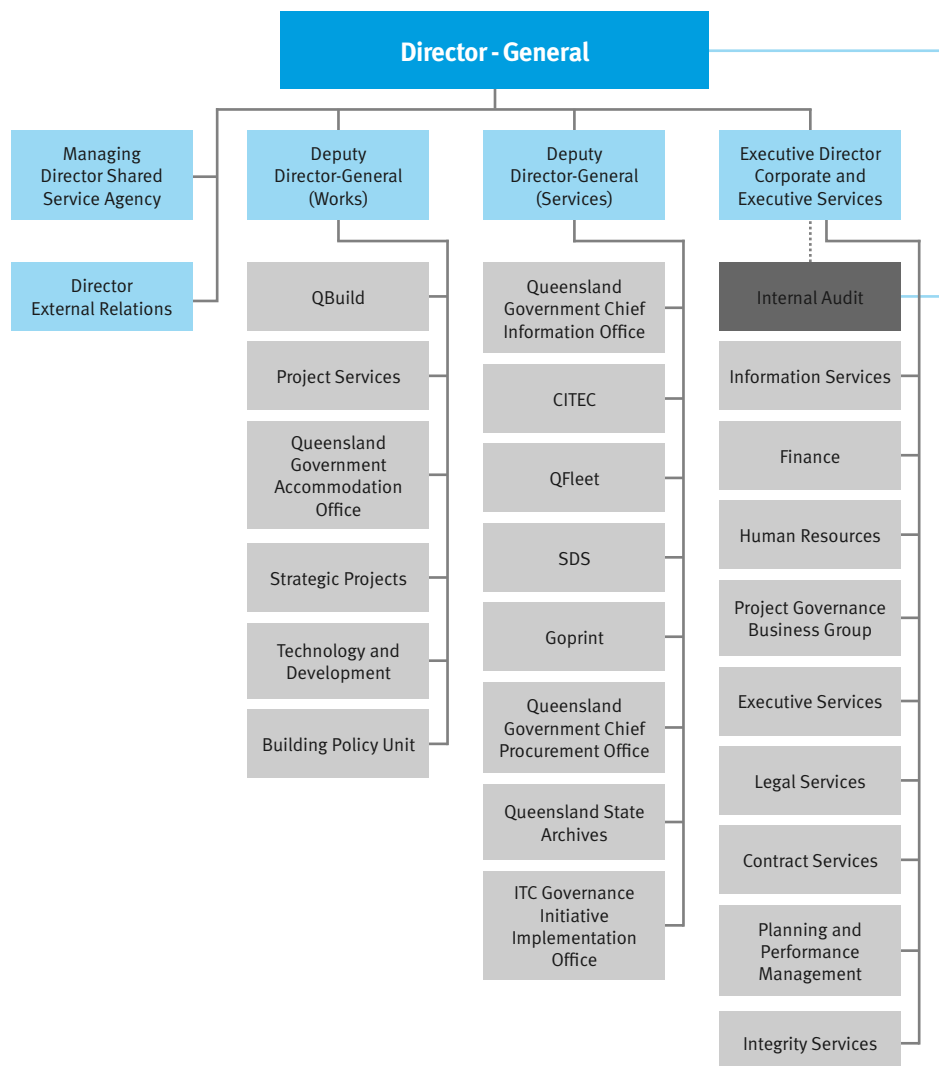
*Pictured: Staff at Queensland State Archives*



## Appendix 1: Queensland State Archives' organisational structure



## Department of Public Works' organisational structure 2007-08





## Appendix 2: Public Records Review Committee



### **Mr Brian Herd (Chairperson)**

*Partner at Carne Reidy Herd Lawyers, Brisbane.*

Mr Herd has acquired over 20 years of experience in the areas of legal compliance, risk management and corporate governance, especially in not-for-profit and community organisations. Through his expertise in Elder Law, he plays a major role in, and makes a significant contribution to, the interests of the elderly and the aged care and retirement sectors.



### **Professor Malcolm Thomis**

*Professor Emeritus and Honorary Research Consultant, University of Queensland.*

Prof Thomis has over 40 years of experience as an academic historian which culminated in six years as Pro-Vice-Chancellor (Humanities) at the University of Queensland. He has been a Fellow of the Royal Historical Society for more than 30 years and is a widely published author of history books, essays and articles.



### **Dr Jennifer Harrison**

*Internationally renowned research historian and academic.*

Dr Harrison is a research adviser with the University of Queensland and is associated with the post-graduate program. Recently she has been working on projects for Queensland's 150<sup>th</sup> celebrations. Dr Harrison lectures in Australia and internationally on Australian local and applied history, particularly convict origins, migration trends and family history.



### **Mr Chris Gorry**

*Director, Group Advantage Pty Ltd.*

Mr Gorry has gained over 30 years of experience in the IT industry. He has performed software and IT development roles for state and federal governments and senior positions in the IT services market. Mr Gorry was a member of the Queensland State Government's Small to Medium Enterprises Taskforce and is a founding member of Software Queensland.



### **Ms Leonie Short**

*Senior Lecturer in Oral Health Therapy, School of Dentistry and Oral Health, Griffith University (Gold Coast Campus).*

Ms Short, an experienced researcher and lecturer, has travelled widely to conduct international research on a range of issues. Ms Short also holds positions on a range of other health and community sector organisations.



### **Ms Kay Ryan**

*Partner at Shannon Donaldson Province Lawyers, Dalby.*

Ms Ryan has 15 years of experience as a lawyer. She has also studied local and applied history and has been heavily involved in a number of family history organisations, representing Queensland on the Council of the Australasian Federation of Family History Organisations.



### **Mr Ken Toogood, PSM**

*Former Principal Registrar & Administrator, Supreme Court of Queensland.*

Mr Toogood represents the interests of the judiciary on the committee and has over 40 years of experience in administration of Queensland Courts.



### **Mr Brian Carroll**

*Executive Director, Office of the Public Service Commissioner.*

Mr Carroll represents the interests of State Government agencies on the committee. He has acquired over 40 years of experience in the public sector, including 17 years in senior corporate management roles. Mr Carroll is a member of the Industrial Relations Society of Queensland and the Institute of Public Administration Australia (IPAA) and was Treasurer of IPAA's Queensland Division from 1986 to 1989. He also has a strong community interest in surf lifesaving.



### **Mr Chris Rose (appointed March 2008)**

*Chief Executive Officer, Logan City Council.*

Mr Rose has over 34 years of experience in local government, having worked for a range of local authorities in New South Wales and Queensland. He is a Fellow of Local Government Managers Australia and a Fellow of the Australian Institute of Company Directors. He is currently the Chief Executive Officer of Logan City Council, the sixth largest council in Australia.



### **Mr Peter Wood OAM (resigned March 2008)**

*Former Deputy Mayor, Toowoomba City Council.*

Mr Wood has extensive experience in the public and university sectors and represents the interests of local government. He was a member of Toowoomba City Council from 1980 until 2004 and Deputy Mayor from 1992. As an active Member of the Urban Local Government Association, he has a strong interest in town planning, and in the provision of services to the public.



**Queensland State Archives**

Queensland Government

Department of Public Works

**Queensland State Archives**

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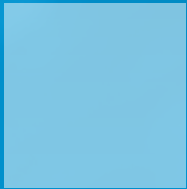
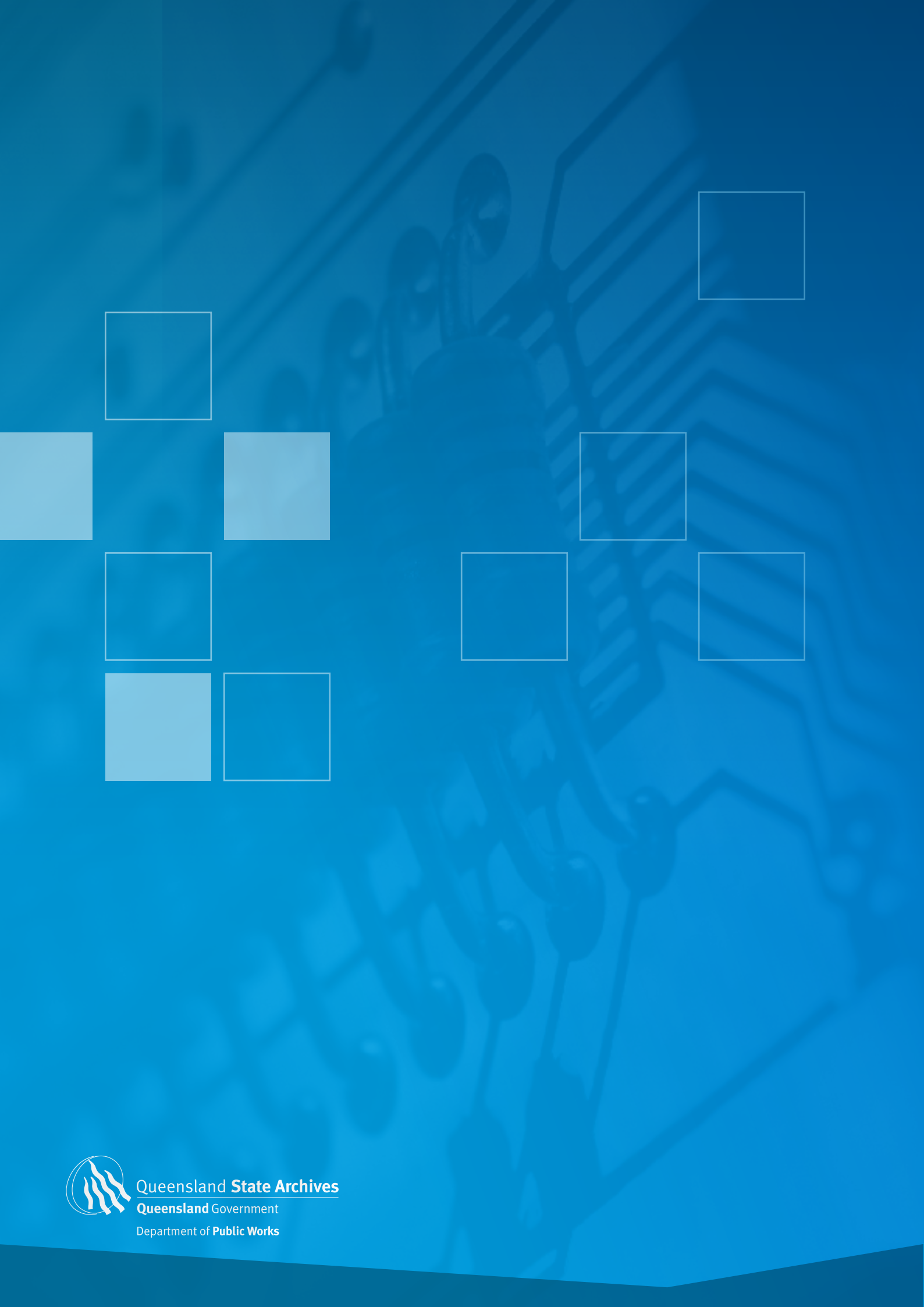
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ISSN 1448-8426

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