

Records are practices, not artefacts an exploration of recordkeeping in the Australian Government in the age of digital transition and digital continuity

by Christopher William Colwell

Thesis submitted in fulfilment of the requirements for the degree of

Doctor of Philosophy

under the supervision of Dr Michael Olsson and Dr Hilary Yerbury.

University of Technology Sydney Faculty of Arts and Social Sciences

July 2020

Certificate of Original Authorship

I, Christopher William COLWELL, declare that this thesis, is submitted in fulfilment of the requirements for the award of Doctor of Philosophy, in the Faculty of Arts and Social Sciences at the University of Technology Sydney.

This thesis is wholly my own work unless otherwise referenced or acknowledged.

In addition, I certify that all information sources and literature used are indicated in the thesis.

This document has not been submitted for qualifications at any other academic institution.

This research is supported by an Australian Government Research Training Program and by a grant from Records and Information Management Professionals Australasia.

Production Note:

Signature: Signature removed prior to publication.

Date: 6 July 2020

Acknowledgements

Anyone who has attempted a PhD will confirm that it is a solitary exercise. However, it is an endeavour that is not possible to complete without support and encouragement from so many.

To my PhD supervisors for the last 8 years, Dr Michael Olsson and Dr Hilary Yerbury, go my sincerest thanks for your tireless support, insight, patience, guidance and understanding. My thanks also to Hilary for your encouragement to begin the doctorate in the first place.

To my PhD cohort and colleagues at the University of Technology Sydney, go my thanks for helping to keep me sane and for your support, challenge and generosity with your ideas. In particular, my thanks to Dean Leith, Maureen Henninger and Sally Irvine-Smith. Thanks also to the global community of scholars, students and practitioners that form the Archival Educators and Researchers Institute (AERI). The opportunity to participate and get feedback on my work has been, and will continue to be, invaluable.

To my friends, family and work colleagues who enquired about my research and its progress (or lack thereof) for such a long time – thank you also for your support. My heartfelt thanks go to my employer, the Australian Prudential Regulation Authority, and to my immediate managers Thea Rosenbaum and Mikhail Lopushanski for supporting me in this endeayour.

I am also grateful to accredited editor Dr Terry Fitzgerald for his copyediting assistance.

Last, but my no means least, I would like to thank and acknowledge the research participants themselves. The four Australian Government agencies and their employees who agreed to participate in this study. Without you this would not have been possible.

Table of Contents

Certificate of Original Authorship	i
Acknowledgements	ii
Table of Contents	iii
List of tables and figures	viii
Abstract	ix
Chapter 1 – Introduction	1
The background to the study	2
The research questions	4
Theoretical and methodological overview	5
Significance of the research	7
Conclusion	7
Chapter 2 – Literature review	10
The record	12
Record as artefact	13
Records processing	18
Record as process	23
Record as knowledge	32
Records as practices	34
Record keeping as an information practice	35
Features of practice theoretical approaches	36
Practice architectures	41
The research questions	42
Conclusion	43

Chapter 3 – Methodology	45
The research questions and paradigm	45
Considerations of the practice theoretical approach	46
Potential methodological approaches	47
Ethnography	47
Grounded theory	49
Case-study method	52
Research methods applied to the study	55
Selection of cases	55
Data collection methods	58
Data collection process	60
Data analysis	63
Ethical considerations	66
Insider studies	67
Sampling	68
Interviewing	69
Interpretation and reporting	69
Intellectual honesty	70
Conclusion	71
Chapter 4 – The sayings	72
Site-specific sayings	73
Agency 1	77
Agency 2	80
Agency 3	81
Agency 4	83
Public sector sayings	85

A digital age	88
Professional sayings	93
Conclusion	97
Chapter 5 – The relatings	99
Relating to the legal and policy framework for recordkeeping	99
Relating to information, document and archive	104
Relating to the role of records in different contexts	110
Relating to the archival and recordkeeping professions' definitions	114
Relating to the leadership of the agency	121
Conclusion	122
Chapter 6 – The Doings	124
The nexus of doings	125
Professional doings	126
Hardcopy and digital doings	129
Social media doings	131
Enabling and constraining recordkeeping	132
Doing digital	133
Creating and capturing	135
Retrieving and accessing	136
Records management systems	139
The question of 'significance'	142
Digital vs hardcopy doings	146
Conclusion	148
Chapter 7 – Discussion	150
The practice theoretical approach	150
Practices consist of equally interconnected elements	151

	154
Practices are socio-material	155
Practices have ecologies and architectures	156
Knowing in practice – the site of practice	158
The record – a shared practical understanding?	159
The record as practice	166
Records literacy	167
Significance	169
Implications	171
Implications for theory	171
Implications for practice	173
Conclusion	175
Chapter 8 – Conclusion	177
The research questions	177
Research Question 1	177
Research Question 1	1//
Research Question 2:	
	177
Research Question 2:	177
Research Question 2: Research Question 3:	
Research Question 2: Research Question 3: The practice theoretical approach.	
Research Question 2: Research Question 3: The practice theoretical approach. Contextual records management or site-specific practice.	
Research Question 2: Research Question 3: The practice theoretical approach. Contextual records management or site-specific practice. Re-thinking the record.	
Research Question 2: Research Question 3: The practice theoretical approach. Contextual records management or site-specific practice. Re-thinking the record. Limitations.	
Research Question 2: Research Question 3: The practice theoretical approach. Contextual records management or site-specific practice. Re-thinking the record. Limitations. Future research. Conclusion.	
Research Question 2: Research Question 3: The practice theoretical approach Contextual records management or site-specific practice Re-thinking the record Limitations Future research	

Appendix D – Agency Participant Consent Form	197
Appendix E – Individual Participant Consent Form	199
Appendix F - List of interviews/transcripts	201
Bibliography	203

List of tables and figures

Table 1.1	Entity/process model adapted from Buckland (1991)	12
Figure 1.1	Processes of Organisational Meanings model (Checkland & Holwell 1998, p. 106)	21
Figure 1.2	The Records Continuum Model (Upward 2000, p. 123)	25
Table 3.1	Summary of data analysis steps	65
Figure 4.1	Themes in site-specific sayings	75

Abstract

Good record keeping is of critical importance to organisations, governments and societies at large, however the language of records management with its inflexible and dominant view of managing records as artefacts - the passive and objective by-products of business activity - tends to be the only lens through which the documentary reality of organizational life in the recordkeeping disciplines is examined. A more user-centric and holistic view is needed to produce better recordkeeping outcomes in organisations.

This study applied a practice theoretical approach to explore the perspectives about records held by various professions employed across four different Australian Government agencies. The study also explored the influences of organizational culture and professional background on these perceptions. Using comparable sites, semi-structured interviews and documentary analysis were carried out. This approach to the study is significant as it is the first study to use a practice theoretical approach to explore the everyday social practice of record keeping by those outside the recordkeeping disciplines in a contemporary public sector setting and it is only one of a few comparative case studies of record keeping practices.

The findings show that there is no one accepted definition of record, rather what is considered a record will differ in each organizational setting. Each agency (or *site*) creates its own 'shared practical understanding' of records in their particular context. *Site*-specific cultural-discursive, material-economic and socio-political arrangements (the *doings*, *sayings* and *relatings*) actively shape records and record keeping practices and the various affordances of records emphasised in that site. Additionally, across the Australian public sector and records creators do not find the language of records management accessible or useful. Creators of records also have their own internalised thresholds which they use to make judgements about records identification and capture.

This study has demonstrated that records are active social practices, not simply passive and objective artefacts. Conceptualising records as social practices, in which humans and objects play an equal role, presents a paradigmatic shift for the recordkeeping disciplines that have privileged the artefact over the human elements of practices. The use of the practice theoretical approach provides a framework to produce significant and novel insights for researchers and practitioners in the recordkeeping disciplines.