

# THE ROLE OF RECORDS MANAGEMENT EDUCATION IN JAMAICA'S DEVELOPMENT INITIATIVE

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## **AUTHOR'S DECLARATION**

I, Kaydene Tonian Duffus confirm that the work presented in this thesis is my own and has not previously been submitted for a degree nor has it been submitted as part of the requirement for a degree. Where information has been derived from other sources, I confirm that this has been indicated in the thesis.



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December 2016, London, UK

## ABSTRACT

This thesis investigates *the role of records management education in alleviating challenges in Jamaica's development initiative*. This investigation was done through an evaluation of the connection between records management education and national development by identifying and evaluating the role that records management plays in supporting the delivery of Jamaica's development initiative. Previous works suggest that records management is an essential component of government business operations as it encourages greater transparency, accountability and good governance. While the majority of previous works evaluated the significance of records management in public sector efficiency in developing countries, they have not specially addressed the roles of records management in supporting the delivery of national development plans or highlighted the Jamaican situation.

This study examines the role of records management in supporting the delivery of Jamaica's national development plan. Additionally, it evaluates the impact of the records management staffing capacity and capability on development work. The study adopts a qualitative approach that utilises interview data from 34 participants including practitioners, educators, students and administrators of development programmes and projects, drawn mainly from Kingston, Jamaica. There is also an evaluation of documentary evidence related to records management, education and national development.

An analysis of the data reveals a general emphasis among development administrators of the need for information to support the delivery of the National Development Plan (NDP). However, on closer examination, the information they need mainly resides in records. Records are used by respondents to support consensus building, harmonisation of policies, intra and inter-entity collaboration, organisational changes and identification of appropriate

human resources. In spite of their evident importance, records are not always effectively managed in ministries, departments and agencies (MDAs) mandated to implement the NDP policies and programmes.

Often, the records management function is not prioritised in MDAs and not enough practitioners with keen understanding of the underlying principles and practice in records management are assigned to appropriate roles, leading to a problem of limited records management capacity. Practitioners are recruited at a low level, and are commonly underqualified or unqualified for their roles and responsibilities, leading to problems of records management capability. Consequently, many do not carry out records management tasks well. In preparing for the records management profession, practitioners primarily depend on training programmes and qualifications in another area, particularly librarianship. However, these means of preparation generally fail to meet the need for a more in-depth understanding of records management principles and practice.

Key Words: records management; information, education, training, development, Jamaica

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## **DEDICATION**

This thesis is dedicated to my parents

Lovell Ker Duffus

and

Flo Jasmine Duffus.

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## ABBREVIATIONS AND SYMBOLS

### Text Abbreviations

ATIA	Access to Information Act
CARBICA	Caribbean Regional Branch of the International Council on Archives
CPD	Continuing Professional Development
CXC	Caribbean Examination Council
DDIAS	Director, Documentation, Information and Access Services
DLIS	Department of Library and Information Studies
EDM	Electronic Document Management
GCE	General Certificate of Examination
HDI	Human Development Index
HRC/HR	Health Records Administrators
HTAC/HRT	Health Records Clerks/Technicians
ICA	International Council on Archives
ICRM	Institute of Certified Records Managers
ICT	Information and Communications Technology
IRMT	International Records Management Trust
ISO	International Standard Organisation
JARD	Jamaica Archives and Records Department
LIAJA	Library and Information Association of Jamaica
LIS	Library and Information Studies
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MIND	Management Institute for National Development
NCU	Northern Caribbean University

NDP	National Development Plan
NEPA	National Environment and Planning Agency
NIS	National Insurance Scheme
NSWMA	National Solid Waste Management Authority
Para	Paragraph
PATH	Programme of Advancement through Health and Education
PIDG	Public Information and Documentation Group
PIDG/AR	Public Information and Documentation Group/ Archives and Records Management
PIDG/HR	Public Information and Documentation Group/ Health Records
PIDG/RIM	Public Information and Documentation Group/Records and Information Management
PIOJ	Planning Institute of Jamaica
RGD	Registrar General's Department
RIM	Records and Information Management
UK	United Kingdom
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UTech	University of Technology
UWI	University of the West Indies, Mona

### **Symbols**

§	Section
[ ]	Material inserted
...	Omission
[Sic]	Indicates incorrect spelling, punctuation or grammar
cf.	Compare with

## CHAPTER 1: INTRODUCTION TO THE STUDY

There is no speech or language where their voice is not heard. Their voice goes out into all the earth, their words to the ends of the world. *Psalm 19: 3, 4, New International Version*

The current study investigates *the role of records management education in alleviating challenges in Jamaica's development initiative*. This investigation was done through an evaluation of the connection between records management education and national development by identifying and evaluating the role that records management plays in supporting the delivery of Jamaica's development initiative. The research is a qualitative study that mainly utilised interview data from 34 participants selected among practitioners, educators, students and administrators of development programmes and projects mainly from Kingston, but one in Spanish Town, Jamaica.

Questions arise regarding the significance of making the connection between records management education and national development. Records management is crucial to support the process of accountability, equity, and transparency without which a country will struggle to meet its development goals. The management of records is acknowledged as a central process to assist developing countries to build a culture of accountability, equity, and transparency (Kemoni & Ngulube, 2008; Lipchak, 2002; Rumbolt, 2006). Records are essential to the effective outcome of societal affairs.

Lipchak (2002) noted that the "Records which governments create and maintain are a vital resource that must be carefully managed in order to achieve good governance" (p. 2). Lipchak suggested that "In some countries the lack of reliable records form a major barrier to

institutional, legal and regulatory reform; anticorruption strategies; poverty reduction; and economic development” (p. 2). Records management is an essential service of government to support the delivery of development initiatives.

For records management to support the delivery of development initiatives and to play a social role within a developing society, human resources must be involved in the process. “Human resources form part of the core of any records management programme. They have an essential role in designing, implementing, and supporting the records management system and its clients” (Shepherd & Yeo, 2003, p. 23). However, to provide high quality service in those areas, the records management programme requires both adequate capacity (i.e. sufficient in numbers) and capability (i.e. sufficient in competency) among practitioners.

Nonetheless, records management practitioners in developing countries are often insufficiently prepared for their roles and responsibilities. In developing countries such as Kenya, Ghana, Namibia and Jamaica, often records management practitioners are not prepared for their roles beyond engagement in training programmes and education programmes designed for other disciplines (Bryan, 2003; Kemoni & Ngulube, 2008; Mutula & Wamukoya, 2009; Nengomasha, 2009; Rumbolt, 2006). Rumbolt (2006) asserted that a “lack of qualified staff” (p.75) in records management exist in Jamaica.

Practitioners should have access to opportunities, to improve their qualification and competency in the records management field. According to World Bank and IRMT (2000), “The quality of any records management program is directly related to the quality of the staff who operates it” (p. 35). The current study investigates the connection between records

management education, the provision of qualified records professionals and the ability of Jamaica to pursue its national development goals.

The understanding gained from investigating what is happening in Jamaica might help to support the delivery of Vision 2030 Jamaica: National Development Plan (NDP) and prove useful to other countries with similar circumstances. Jamaica was the study's target to assess the relationship between records management education and achievement of its development initiative. Firstly, during the period 2000 to 2010, the Jamaican government implemented records management services in the majority of government entities (Aarons, 2005). Secondly, in 2009, the country published its NDP with the aim of achieving developed-country status by 2030 (Planning Institute of Jamaica, 2009). The two activities provide a context within which an evaluation can be made of the connection between government records management services, records management education and national development in Jamaica.

Records management education and national development were the central themes in the investigation. The current research study gained from existing literature in the field of History, Information, and Management Studies. The research drew extensively on the experience and knowledge of key individuals who commented on the political, social and educational realities of records management education and development practices in Jamaica.

The purpose of this qualitative study was to investigate *the role of records management education in alleviating challenges in Jamaica's development initiative*. This investigation was done through an evaluation of the connection between records management education and national development by identifying and evaluating the role that records management plays

in supporting the delivery of Jamaica's development initiative. Chapter 1 includes a description of the (a) background, (b) problem and purpose statements, (c) research questions, (d) definition of terms, (e) scope of the study, (f) study's significance and (g) structure of the thesis.

## **1.1. Background of the Study**

This section provides the context for the research problem by highlighting the situation in which the research problem can be observed. Jamaica faces critical development challenges. These challenges must be evaluated in order to understand where records management fits within the country's development initiative. Once the function of records management in Jamaica's development initiative is understood, an evaluation can be undertaken to assess the provisions currently made to prepare records management practitioners. This section briefly discusses development issues in Jamaica (§1.1.1); the trends in records management in Jamaican society (§1.1.2), and the provisions made in Jamaica to prepare records management practitioners for their roles (§1.1.3).

### **1.1.1. Development Issues in Jamaica**

Jamaica has over the last 50 years encountered various social and economic problems. In the mid-1960s, Jamaica was ranked highly for human development. Significant growth was achieved in industries such as mining, manufacturing, and construction (Witter, 2005). However, in 1972, the Jamaican economy experienced repeated contractions as the external shocks and domestic policies severely affected the socio-political environment (World Bank, 1996). The result contributed significantly to social and economic problems: (a) poor Gross Domestic Product (GDP) growth performance, (b) escalation in debt levels, unemployment, poverty, crime, and violence, (c); an inefficient public sector; reduction in investment, and (d)

the erosion of private sector confidence in the public sector (World Bank 1996; PIOJ, 2009). These problems have hindered the country's strategic and long-term requirements for development.

According to the Planning Institute of Jamaica (hereafter PIOJ), "Jamaica's development has been characterised by paradoxes and potential" (PIOJ, 2009, p. 6). A part of the potential for improving national development is the aim to strengthen the governance framework in Jamaica. The strengthening of Jamaica's governance framework is a critical aspect of Jamaica's development agenda.

Since the 1970s policy changes have occurred in public sector administrations to assist in overcoming inefficiencies; delays in decision-making and the mismanagement of human resources, financial, and the on-going technological resources (Tindigarukayo, 2004). The most recent programme, the *Public Sector Modernisation Programme*, introduced in 1996 sought to advance citizen rights through "Security, justice and equal access to services and information" (Cabinet Office, Jamaica, 2003, p. 3). The focus of this on-going programme is to enhance accountability and transparency, grant access, enhance the quality of service, and use technology to establish an open relationship between government and citizens.

In 2000, Percival J. Patterson, who was Prime Minister of Jamaica at the time, advised that to remove the debilitating factors that were constraining Jamaica's development, leaders must rethink the challenges through policy options and programmes (Patterson, 2000). Sir Kenneth Hall, former Governor General of Jamaica and Denis Benn, Professor of Public Affairs and Public Policy at the University of the West Indies (UWI), remarked that the formulation of national policies could result in development growth; promotion of social

stability through equity and strengthening of the governance framework (Hall & Benn, 2000).

Trevor Munroe, Professor of Government and Politics at UWI noted the need to strengthen the governance framework in Jamaica and enhance the level of confidence by citizens in the integrity of public officials. Munroe (2002) suggested that the distrust in the integrity of leaders stemmed from considerable dysfunctions in the political system. He noted that the dysfunctions rested largely on political tribalism in society in which an entrenched support among citizens for each of the two major political parties is present. This contributes to the difficulty of building the levels of trust across the political divide and sustaining policy continuity. When one political party loses office, the other party oftentimes seeks to dismantle some of the other party's contribution.

However, both local and international changes have somewhat shifted the attitude of public administrators. Munroe (2002) asserted that the governance provisions improved because of these local and international changes: (a) partisan de-alignment, (b) exposure to technology, (c) demands for transparent institutions and government, (d) social and economic openness, and (e) globalisation. The changes contributed to a more assertive citizenry. Citizens became dissatisfied with the centralised parliamentary system, the exclusionary social order, the stagnant formalised economy, and the lack of democratic principles. Leaders were forced to acknowledge the requirements for a more open and inclusive society. Munroe noted that more effective interventions were required to incorporate citizens' voices, participation and government accountability. He noted that an open relationship between the government and citizens, which is crucial to restore trust in society (Munroe, 2002). Public administrators encouraged improvement in government policies and programmes in Jamaica that would restore that trust.

Correspondingly, the PIOJ (2009) argued that Jamaica must overcome the critical challenges to national progress,<sup>1</sup> by noting the following:

...We are forced to examine and to strategically and explicitly address the factors that limit decisive progress towards higher levels of development in order to advance the well-being of our nation. Importantly, we must chart a new direction for realizing our hopes and aspirations for a brighter tomorrow and forge an irreversible path to sustainable prosperity for all (p. xxii).

The Vision 2030: National Development Plan (hereafter NDP), approved by the Jamaican government in 2009, consolidated specific strategies to influence the major economic, social, and institutional mechanisms to create large-scale improvement in Jamaica. The NDP contributed to the implementation of a framework to achieve developed country status by 2030 outlined by four overarching goals: (1) empowering Jamaicans to achieve their fullest potential, (2) establishing a society that is secure, cohesive and just, (3) achieving economic prosperity, and (4) developing a healthy natural environment.

The NDP outlines a number of national outcomes for each goal with the strategies linked to the goals and national outcomes. The expected results for Goal 1 were (a) a healthy and stable environment, (b) world-class education and training, (c) effective social protection, and (d) an authentic and transformational culture. The intended outcomes for Goal 2 were security, safety, and effective governance. Goal 3 identified plans for economic prosperity. The national outcomes were (a) a stable macro-economy, (b) an enabling business environment, (c) strong economic infrastructure, (d) energy security and efficiency, (e) a technology-enabled society, and (f) international competitive industry structures. Finally, Goal

---

<sup>1</sup> In the NDP, it was noted that since achieving independence in 1962, Jamaica has encountered "poor GDP growth performance, unacceptable levels of unemployment and poverty, crime and violence, low levels of skills, weak infrastructure, and uncompetitive industries that produce low value commodities" (PIOJ, 2009, p. vii).

4 highlighted the sustainability of a healthy natural environment. Three outcomes are included: (a) sustainable management and use of environmental and natural resources, (b) hazard risk reduction and adaptation to climate change, and (c) sustainable urban and rural development.

The NDP goals are central to the examination of the role of government records management services in enabling Jamaica's national development in the current research study. The goals highlight the expectation that administrators have of ministries, departments and agencies (MDAs) implementing the Plan to support improvement in government business and Jamaican society overall. Records management services play a critical part in enabling good governance. This thesis investigated *the role of records management education in alleviating challenges in Jamaica's development initiative*. This investigation was done through an evaluation of the connection between records management education and national development by identifying and evaluating the role that records management plays in supporting the delivery of Jamaica's development initiative.

### **1.1.2. Trends in Records Management in Jamaica**

Government business commences with individuals interacting with a government process. The services provided through this process comprise tasks, which generate an information product, often in the form of paper or electronic records (McDonald, 2002). Records provide documented evidence of the activities undertaken within organisations. Shepherd and Yeo (2003) defined an activity as "An action or set of actions undertaken by an individual, a group of individuals or a corporate body, or by employees or agents acting on its behalf and resulting in a definable outcome" (p. 2). To serve the business aims, organisations need to capture, organise, and manage the records of these activities. The overall process, records

management, is the "Field of management responsible for the efficient and systematic control of the creation, receipt, maintenance, use and disposition of records" (ISO, 2001, p. 3). Records management is central to support effective governance and planning within organisations.

The management of records to support planning activities in public management is fairly new in Jamaica, although the country has a strong recordkeeping culture, because of its colonial heritage (Alexander-Gooding & Black, 2005). In the immediate post-colonial years after the 1962 Independence, government entities focused on preserving records that assisted government or private individuals to establish or maintain legal claims or title. The requirement permitted the preservation of records with historical importance (Jamaica Archives and Records Department, 1981). Thus, historical preservation was a central focus of public administrators.

Administrators in the Jamaican government took a keen interest in preserving public records in the 1980s. Preservation of records was emphasised particularly in the Archives (i.e., Official Records) Regulations, 1988. Two of the duties in the regulations concerned the need to preserve archival records. Records officers had established a system that was supposed to: (1) make provisions for the standards, procedures, and techniques applied for the management of official records, (2) promote the maintenance, storage, and security of official records selected for preservation as archives until records transferred to the archives department, (3) facilitate the categorisation and segregation of official records, and (4) provide a programme for the disposition of official records including the transfer to the Jamaica Archives or to the charge and control of the Archivist (Government of Jamaica, 1988). Nonetheless, the focus on preservation resulted in records management practitioners

basically keeping all records. Therefore, they had the tendency to preserve rather than destroy records.

A major challenge during the 1980s was that many records management practitioners misunderstood the requirements of records preservation and kept records of insignificant value to organisations (Alexander-Gooding & Black, 2005). This suggests that records management practitioners during the 1980s had minimal understanding of appraisal theory. Appraisal is "The process by which an organisation identifies its requirements for maintaining records" (Shepherd & Yeo, 2003, p. 146). The use of appraisal techniques in records management practice helps practitioners to support decisions on retaining records in the organisation, determining the type of records, and the duration for record keeping within the organisation. The lack of awareness of appraisal principles among practitioners was a contributory factor in the breakdown of the central registry<sup>2</sup> system (Alexander-Gooding & Black, 2005) and the recordkeeping challenges encountered by Jamaican development administrators in the early 1990s.

A World Bank report on public sector reform in Jamaica identified records management constraints such as (a) chronic lack of record storage space that inhibited retrieval and preservation, (b) inadequate computerisation and record imaging equipment, (c) weak compliance units resulting in high incidents of unregistered businesses, and (d) unavailability of related information from other departments. The report emphasised that the challenges with records management caused delayed services and assisted in lowering the level of public sector performance (World Bank, 1996). As a consequence, custodial institutions such as the Registrar General's Department (RGD), the Office of Titles, Office of the Registrar of

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<sup>2</sup> The registry is a centralised records system found in most government ministries and departments.

Companies and the Administrator General Office could not effectively provide records to support public sector reform work. These challenges in records management practice posed significant threats to accountability, transparency and decision making in the public sector.

Critical to the challenges that constrained records management practice in government entities in Jamaica were inefficient recordkeeping capacity, low levels of academic qualified staffing, and the need for retraining among records management practitioners to develop their capability (World Bank, 1996). The Archives Advisory Committee at Jamaica Archives and Records Department (JARD) recognised the challenges with staffing and the threat posed to efficient and effective records management services in the 1990s. Consequently, the Government of Jamaica commissioned the Committee in the mid-1990s to evaluate the needs in records management in government entities. At this time, the government also contemplated the adoption of components of the Freedom of Information legislation, known in Jamaica as the Access to Information Act (ATI Act).

Alasdair Roberts, Associate Professor at the Maxwell School of Citizenship and Public Affairs, Syracuse University who conducted research in public sector restructuring and transparency in government, assisted in the promotion of the Access to Information Bill. Roberts (2002) argued that by adopting the bill, Jamaica joined other nations who pledged to increase government openness and erode the tradition of secrecy among leaders. Roberts added that the Access to Information Bill contributed to the defense of constitutional democracy and the promotion of citizens' social and economic welfare. He further explained that under this legislation, (a) the fundamental rights of individuals might be protected; (b) habits of waste in the public sector discouraged, and (c) the certainty of government policy might improve.

The ATI Act encourages an open relationship between the Government of Jamaica and citizens. The main objective of the ATI Act is "To reinforce and give further effect to certain fundamental principles underlining the system of constitutional democracy, namely, governmental accountability; transparency and public participation in national decision-making" (Government of Jamaica, 2003, pt. 1). The ATI Act granted the public the legal right to request certain government information to ensure universal and equitable access as a basic human rights (Durrant, 2006). The ATI Act contributed to the government records becoming a critical resource. Consequently, provisions were made in MDAs, to ensure that records were managed to support the ATI Act. However, Rumbolt (2006) stated that prior to the implementation of the ATI Act in 2004:

There was...a lot of distrust in the competence of the records officers to locate files on demand. Management of documented corporate activities was lacking or in most cases reduced to a clerical activity with no accountability of their stewardship (p.75).

The distrust in the competence of records management practitioners was validated by administrators during the assessment of registries in preparation for the ATI Act. They found challenges such as disorganised records centres, inaccessible records, chronic retention of records, and undocumented policies, guidelines and system changes. Other challenges involved the lack of qualified staffing and overall absence of an effective recordkeeping culture within government agencies (Rumbolt, 2006). The employment of unqualified individuals in records management positions also contributed to the hindrance to professional practice and weakened many records management related services in the Jamaican public sector.

The Archives Advisory Committee regarded the ATI Act initiative as an opportunity to enhance professional practice in records management. Accordingly, the Committee directed public authorities to establish an effective records management programme to support the

ATI Act legislation. The Committee drafted a "Proposal for the creation of an Information Resources Division in each Government Department" (Agere, Lemieux & Mazikana, 1999, p.113). The proposal, which was accepted by the government, highlighted the problems encountered in records and information management, drafted a model to address the challenges, and emphasised the need for an integrated career path of staffing in information-related fields (Agere, Lemieux & Mazikana, 1999; Aarons, 2007). Accordingly, the Records and Information Management (RIM) staffing series was established in the public service.

The RIM series is a classification group of established and constituted offices for records management practitioners in the public service, which was introduced in December 1997 (Agere, Lemieux & Mazikana, 1999). The series encompassed the traditional clerical posts in the registries from the junior to the senior level. It became an addition to the existing Public Information and Documentation Group (PIDG) established in 1996. According to the publication *Government of Jamaica: Public Information and Documentation Group - Records and Information Management Series* published by the Cabinet Office, Jamaica:

The PIDG group includes positions engaged in professional, technical and/or clerical work in the collection, custody, preservation, presentation and dissemination of recorded knowledge in printed, written, audio-visual, film, magnetic tape and other media. The group also covers professional and technical work in appraising, accessioning, arranging, describing and preserving public records, historical documents and national and medical records (Cabinet Office, Jamaica, 2002, p.2)

The PIDG group addressed challenges among information-related personnel and initiated an integrated career path for the registry, library, and information systems. This approach united the information-related personnel under one head - a Systems and Information Resources Manager and later referred to as a Records and Information Manager (Aarons, 2005; Creed-Nelson & Williams, 1997; Agere, Lemieux & Mazikana, 1999). The Group assigned a Records and Information Manager to the 16 ministries that existed during the implementation

of the ATI Act in 2004. Since in 1996 only one Records Manager existed (Aarons, 2005), the approach significantly increased the number of records management practitioners in Jamaica's public sector.

Capability strengthening in the form of training prepared the practitioners for the roles. According to Rumbolt (2006), public authorities identified training needs. Training was "Conducted to equip staff with the requisite skills needed to administer the Act" (p.77). Furthermore, Aylair Livingstone, Director, Access to Information Unit, commented, "Effective practices in records management were encouraged and implemented through collaborative training with the Government Archivist's office and a team of Records Analysts" (Livingstone, 2005, p. 6). In contrast, Rumbolt (2006) argued that the preparation of practitioners needed to be more in-depth by noting that:

A comprehensive programme for the training of records managers through scholarship, attachments, distance learning and otherwise should be undertaken through government to build and strengthen the cadre of professionals operating in this field and to ensure continued success of the operations of the Act (p. 80).

Rumbolt emphasised the need to develop more comprehensive training programmes to prepare practitioners for their roles in Jamaica, since the way practitioners are prepared for the roles they occupy in records management is critical to the success of a records management programme.

### **1.1.3. Preparation of Jamaica's Records Management Practitioners**

In 2004, the introduction of ATI Act in Jamaica caused practitioners to identify the need for a more comprehensive and timely programme in records management, to improve capacity, and strengthen the capabilities of practitioners. Since the mid-1960s, stakeholders had identified the need for qualified practitioners in records management. During the Caribbean

Archives Conference convened by the Government of Jamaica and UWI in 1965, stakeholders evaluated the operational needs in records management (Alexander-Gooding & Black, 2005). By the 1980s, stakeholders in the Caribbean region finally seriously considered making provisions for qualifications in records management.

#### *1.1.3.1. Preparation in the 1980s*

The International Council on Archives (ICA) on behalf of its Caribbean Regional Branch (CARBICA) requested the assistance of the United Nations Educational, Scientific, and Cultural Organisation (UNESCO) in 1981 to undertake an evaluation of the extent and nature of professional preparation for archivists in the Caribbean region. Within the proposed archival programme by UNESCO, records management was considered a specialised area. The proposed record management programme involved only short and practical courses, with a duration of one month (Cook, 1981). The courses targeted practitioners or others who intended to practice or supervise records management.

UNESCO's consultant, Michael Cook, highlighted that the archival programme needed the support of a stable institution with reputable academic backing. Cook (1981) noted that full professional preparation in the Caribbean region required high academic status, assured by the accreditation of an established university. By situating the programme in a university setting, the programme might share the knowledge and skills available in other departments, and provide students with the experience of sharing in the process of research and the handling of specialised information.

The chosen site for the programme was at the Department of Library Studies of the Faculty of Arts and General Studies. The recommendation advocated for a change in the name of

the Department to reflect the expansion in its programme offering (Cook, 1981). Cook highlighted that the archival programme should be structured to support the national information system, and take advantage of existing information science courses. He also noted that if the archival programme was not set in a reputable academic institution, the programme might not be accepted in the region. According to Cook, new programmes with a lower academic benchmark often fell below the existing academic standards.

After the completion of Cook's report in 1981, Jamaica collaborated with 14 other Caribbean countries. They submitted an application to UNESCO in 1982 to establish a regional facility for professional preparation in the field of archives and records management (Cook, 1983). The countries indicated the need to give greater priority to the present and future capacity needs in archives and records management due to significant growth in the discipline. Cook noted that based on the proposal of a three-year project submitted by the Caribbean group, a cadre of 30 qualified archivists or records managers might complete the programme. The qualified group of professionals might solve the immediate needs of the countries involved and implement administrative structures for further educational needs.

Cook (1983) highlighted that the region was capable of sustaining the programme for archival professionals. He noted that the programme ought to be comparable in capacity to the existing programme for librarians at UWI. Cook explained that meeting the immediate needs required a review on the basis of the current needs. The proposal gained the support of governments, planning, information, and academic agencies and was endorsed by UWI.

#### *1.1.3.2. Preparation Requirements in the 1990s -2000s*

The plans highlighted in the 1980s for professional qualifications in the archives and records

management discipline did not materialise as envisioned. However, in 1991, UWI established an integrated archives and records management programme directed by the university's archivist. The archivist highlighted the need to focus on records management to support the preservation of archival records. In 1996, the programme was approved and delivered as a special certificate programme offered over the duration of two summers. The summer programme was opened to records assistants to provide an introduction in records management. The programme included instruction on the management of records throughout the lifecycle; administration of the records management services, and applying records management technologies (Alexander-Gooding & Black, 2005). This has been for many years the only established programme for records management in the region.

Apart from the certificate programme offered to support records assistants, no local provision existed for higher academic qualifications to support those individuals directing the records management service. Creed-Nelson and Williams (1997) noted in a conference presentation on records and information management in Jamaica's public sector, that the certificate programme was insufficient. Creed-Nelson and Williams stated that,

This single certificate course barely 'scratches the surface' of our present training needs. What is required at the tertiary level, are ongoing diploma and degree courses especially for persons who hold responsibility for records and information management (p.12).

Records management practitioners required opportunities for education to build the local capabilities for continuity in the profession at the higher level. In 2003, practitioner, Emerson Bryan noted that none of the three main baccalaureate-granting institutions in Jamaica (UWI, University of Technology, Jamaica (UTech), and Northern Caribbean University (NCU)) offered a degree programme in the discipline (Bryan, 2003). Practitioners voiced dissatisfaction in the growth of records management as an academic discipline in Jamaica.

Bryan (2003) noted that records management courses were offered as electives within programmes designed specifically for other fields. The qualification for the position of directing records management services in Jamaica required individuals to enrol in the undergraduate or postgraduate library programme offered by the Department of Library and Information Studies (DLIS), UWI, Mona campus. DLIS was noted as the only Information Studies School in the Caribbean. Otherwise, practitioners pursued programmes internationally, which might be expensive. The continuing inability of local institutions to meet the educational needs of practitioners has hindered growth in the profession.

In an effort to fulfil the local and regional needs, DLIS added two records management courses to the department's curriculum in 2005. One course was offered in the undergraduate programme and the other in the Postgraduate Library Science programme. Fay Durrant, Head of DLIS, expected significant benefits from the inclusion of these courses within the existing library programmes. The intention of the courses was to prepare graduates for the new information-based organisations and equip these individuals with multidisciplinary skills and knowledge (Compton-Smith, Duff & McDonald, 2007).

The changes in Jamaica and the wider Caribbean society prompted the decision to include records management courses in the DLIS programmes. Compton-Smith, Duff and McDonald (2007) highlighted changes such as: (a) the passing of the ATI ACT; (b) the Government's strategy to establish records management units in all government departments in Jamaica; (c) the launch of Online Government initiatives across the Caribbean, which increased the demand for information specialists to work in a service-oriented economy; (d) rapid changes in both private and public institutions to shift from paper-based to automated solutions to undertake organisational activities, and (e) the need to support decision-making and

accountability. Nevertheless, the need to make provision for more advanced programmes in records management is still a challenge in Jamaica.

## **1.2. Problem Statement**

Jamaican society is positioned for greater changes as new plans are introduced to "Address the factors that limit decisive progress towards higher levels of development" (PIOJ, 2009, p. xxii). Critical to achieving higher levels of development is the need to strengthen the country's governance framework. In the NDP, there is a national outcome for effective governance. A major national strategy is to "Strengthen accountability and transparency mechanisms" (PIOJ, 2009, p. xvi). In the Corporate Governance Framework for Public Bodies in Jamaica, "The Government of Jamaica aims to improve accountability, probity and transparency among Public Bodies in order to achieve a more compliant, responsive, efficient and effective public service" (Office of the Contractor General, 2012, p. 2). These changes will affect records management practice in Jamaica as local practitioners such as Aarons (2006) and Rumbolt (2006) concurred that records management supports accountability and transparency.

John Aarons, Government Archivist, suggested that effective recordkeeping is the foundation of accountability and transparency in government operations to ensure informed decision-making (Aarons, 2006). Additionally, Rumbolt (2006) argued that "Without documented evidence there can be no transparency, no accountability and therefore no participatory democratic governance" (p. 77). Furthermore, the changes mentioned in §1.1.3 such as legislative changes, the proliferation of electronic records, and the need to support decision-making, have prompted the need for enhanced management of records in public organisations in Jamaica.

These activities have had a positive impact on the records management profession in Jamaica as they encouraged important changes to the organisational structure of records management departments, following the implementation of the new staffing RIM Series. With the improvement of the organisational structure for records management in public entities, practitioners and educators highlighted the need for the profession to attract more and better qualified personnel (Bryan, 2003; Compton-Smith, Duff & McDonald, 2007; Rumbolt, 2006). Records management departments experienced challenges in providing the required capacity (Aarons, 2005) and the capability (Rumbolt, 2006) to support records management services during the preparation for the ATI Act in MDAs. The Government provided frequent training to support capacity-building and improve practitioner's capability in records management during the ATI Act's implementation.

However, the educational needs in records management desired by practitioners to meet the demands of a changing environment were not achieved. Creed-Nelson and Williams (1997) and Bryan (2003) called for higher academic qualifications to support those individuals directing the records management services. In the past, despite the use of training to meet the capacity needs in records management and enhance the capability of practitioners, administrators often note some disappointment in the performance of records management practitioners (World Bank, 1996; Rumbolt, 2006). DLIS, UWI took the initiative in 2005 to include two records management courses in the department's curriculum. However, this step may not be enough to equip practitioners with the skills and knowledge required for the current environment as the parent programmes were designed specifically for other fields.

The preparation of records management practitioners for their roles is likely to affect the quality of the records management service they provide (World Bank & IRMT, 2000). To

evaluate the level of preparation required among records management personnel, greater understanding of records management role in Jamaica on a national level and in particular to support the country's development initiative is needed. The general problem investigated in this thesis is to understand the link between records management and the development initiative in Jamaica.

Once the links between records management and the development initiative in Jamaica is investigated, an assessment of the extent to which the records management capacity and capability is present in Jamaica to support the delivery of the NDP can be examined. This would lead to an evaluation of how the records management capacity and capability can be improved in Jamaica. Thus, the discussion will highlight the specific problem of the connection between records management education and national development in Jamaica and the role of records management education in alleviating challenges in Jamaica's development initiative.

### **1.3. Purpose of the Study**

The current qualitative research study investigated *the role of records management education in alleviating challenges in Jamaica's development initiative*. This investigation was done through an evaluation of the connection between records management education and national development by identifying and evaluating the role that records management plays in supporting the delivery of Jamaica's development initiative. The study involved 34 interview participants (practitioners, educators, students and administrators of development programmes and projects) drawn from Kingston and Spanish Town, Jamaica.

Three major problems were examined in the study: (i) the connection between Jamaica's

NDP and records management, (ii) the capacity and capability of records management practitioners in Jamaica to support the delivery of Jamaica's NDP, and (iii) methods to enhance records management practitioners' capacity and capability in Jamaica.

### **1.3.1. Research Questions**

The research questions that guided the current research study are:

RQ1: What is the role of records management in supporting the delivery of Jamaica's National Development Plan?

RQ2: What records management capacity and capability is there in Jamaica?

RQ3: How can records management capacity and capability be improved in Jamaica?

### **1.3.2. Definition of Terms**

*Records Management Education:* The process of receiving or giving systematic instruction regarding the efficient and systematic control of the creation, receipt, maintenance, use and disposition of records, especially at a school or university (The Oxford Pocket Dictionary of Current English, 2009; ISO, 2001, p. 3).

*Jamaica's Development Initiative:* The plan in Jamaica to strategically address the factors which are hindering its progress towards higher levels of development.

*National Development Plan:* The Vision 2030 Jamaica: National Development Plan initiative which highlights specific strategies to influence major economic, social and institutional mechanisms to support large-scale improvement in Jamaican society by 2030.

*Records Management Capacity:* The number of records management staff present within an organisation to support the efficient and systematic control of the creation, receipt, maintenance, use and disposition of records.

*Records Management Capability:* The competency of records management staff to perform required tasks to support efficient and systematic control of the creation, receipt, maintenance, use and disposition of records.

### **1.3.3. Scope of the Study**

It is not the aim of this study to focus on the prevailing rhetoric which defines development in economic terms, such as the growth of gross national product, the rise of personal income, industrialization, technological advances and social modernisation. Development is a multifaceted concept that requires a society to use a mixture of economic, social, and institutional processes to achieve its desired goals (Sen, 1999; Todaro & Smith, 2003).

The current study examined Vision 2030 Jamaica: National Development Plan. This Plan states the general needs in development and provides a broader framework for development than previous development initiatives. It transcends the conventional approach to focus on development as mainly economic progress to view it more in light of a people-centred initiative. PIOJ (2009) asserted that Vision 2030 Jamaica is the country's first long-term National Development Plan, which aims to integrate and balance the economic, social, environmental, and governance components of national development. The plan seeks to "Meet the needs of the present without compromising the ability of future generations to meet their own needs" (Planning Institute of Jamaica, 2009, p. xxii). With this comprehensive approach to national development, Vision 2030 Jamaica provides greater scope for the

assessment of educational needs, including records management education, in Jamaica.

The function of education is critical to national development. Scholars frequently focus on the personal, organisational, and societal benefits from the level of qualification that individuals attain (Addo, 2010; Blundell, Dearden, Meghir & Sianesi, 1999; Fatima, 2009; Galor & Tsiddon, 1997). However, no research was found to indicate the specific benefit of education in the information studies discipline to development. Therefore, this research study focuses on the contribution of records management education to national development in Jamaica. Since capacity building and improvement of records management professional capabilities to support national development in Jamaica is the focus of this study, the personal gains acquired by individuals who completed records management education programmes were not included in the scope.

Lemieux (2001) explored the connection between recordkeeping and Commercial Bank failures in Jamaica. Her work created the foundation for future research in records management in Jamaica. However, Lemieux's study was limited to financial institutions. The findings did not create the overall picture and role played by records management in other segments of Jamaican society. Hence, the evaluation of public institutions included in this study, will help to develop greater understanding of the records management needs within the public sector as majority of the participants were drawn from the public sector. The selection of participants from the public bodies came as a consequence of their responsibility for implementing the NDP's policies, programmes, and interventions.

#### **1.3.4. Significance of the Study**

By evaluating the role of records management education in Jamaica's development initiative,

this study contributes to the understanding of the functions, benefits, and challenges of records management in Jamaican society. The study also contributes to the establishment of a framework for education in the records management profession in Jamaica.

By linking educational provisions in records management to the feasibility of national development goals, the study extends the understanding of records management in the development framework. Understanding how records management might be used in Jamaica's development programme enables administrators to make effective decisions for the design of and responsibilities for records management services. The study might also be of interest to development partners and other stakeholders involved in the effort to improve Jamaican society and might be beneficial to other countries with similar development challenges.

The study contributes to the literature in the field of records management and development studies by making a general contribution to the theory, practice, methodology, and policy formation of records management and development in Jamaica. The study might stimulate further debate and encourage future research on the link between records management, professional education, and national development.

#### **1.3.5. Structure of the Thesis**

The structure of the thesis changed numerous times. Initially, the research study consisted of 10 chapters: (a) three involved an introduction to the research study; (b) five covered a thematic discussion of the research findings, and (c) the two covering the recommendations and conclusion. While the structure remains unchanged in the introduction, body, and conclusion, the number of chapters has reduced to six. The reduction of the chapters

resulted as the micro structure of the thesis changed, which linked more closely and consistently the overall objective of the study.

The introductory section, starting with the current chapter, provides a general overview of the work. Chapter 2 provides a critical overview of past treatments of academic and some non-academic works covering records management, education and national development, and highlights various issues or problems. The discussion covers relevant aspects of the notion of development, the role of records management in national development, challenges encountered by other researchers in fulfilling records management needs in national development and the motivations for records management education to support development projects and programmes.

Chapter 3 discusses the research methodology. The chapter highlights the mechanisms of the research, research method and design, which guided the overall research study. The discussion includes the methods and design appropriateness, data collection procedures, and analysis of the data. Further, justifications are provided for the decisions in conducting the research with explanations of the implications of the research.

Chapter 4 presents an assessment of the nature of development in Jamaica and a critical analysis of Jamaica's NDP to highlight the issues affecting the delivery of the NDP. By assessing Jamaica's development initiative and challenges encountered in the delivery of the NDP, the research seeks to identify the role which records play in Jamaica's development initiative. The understanding gained contributes to identifying the importance of managing records within Jamaica's development setting.

Having established the necessity of records management in Jamaica's development initiative in Chapter 4, the research probes the effectiveness of the records management capacity and capability in Jamaica to support the delivery of Jamaica's NDP in Chapter 5. Chapter 5 also covers the question on how the records management capacity and capability can be improved in Jamaica. The research highlights some of the challenges encountered by practitioners in filling and undertaking records management roles and responsibilities, and some means to overcome these challenges.

The completion of an evaluation of the capacity and capability in records management leads to some recommendations to enhance records management capacity and capability in Jamaica. The study's main findings and contributions and the recommendations presented in Chapter 6, highlight approaches to improve records management capability and capacity in Jamaica. These approaches involve education, training, and continued professional development.

## CHAPTER 2: RESEARCH CONTEXT

...Do not rely on your own insight....Do not be wise in your own eyes.  
*Proverbs 24: 27, New King James Version*

As for what was sown on good soil, this is the one who hears the word  
and understands it. *Matthew 4: 20, English Standard Version*

As implied in the epigraph, when one gathers insight from others it provides a foundation upon which to build. This method is essential in order to understand what is known and the limits of what is known about the connection between records management education and development initiatives. This assessment is necessary to evaluate what practical implications there may be for improving records management education within a developing country.

Since records management is a relatively new profession in Jamaica, research from other countries that have more experience in this regard are included in this review, with significant focus on the experiences of developing countries. A developing country is defined in the *Compact Oxford English Dictionary* as “a poor agricultural country that is seeking to become more advanced economically and socially” (Soanes & Hawker, 2006, p. 271). While it is possible that not all the problems and solutions are transferable across countries owing to cultural differences, there are core principles within records management that hold across countries.

This chapter seeks to highlight the critical issues developing countries face relating to records management and national development, drawing on relevant literature. In §2.1 a discussion of the development needs in developing countries is presented. Section 2.2 highlights the function of records management in national development. Finally, §2.3 presents an overview of the role of records management education in the development framework.

## **2.1. Needs in National Development**

The World Bank, a prominent development partner in developing countries, declared over two decades ago that development is the most important challenge facing the human race (World Bank, 1991). The need to develop is fundamental to most human societies as it represents their ability to progress (Inglis & Lesley, 2008). However, for different countries, progress has different connotations.

### **2.1.1. Understanding the Concept of Development**

The concept of development evolved initially in the 1950s as an economic theory which emphasised growth (Allcock, 1999; Todaro & Smith, 2003). Development referred to a national economy's capacity to generate and sustain an annual 5% to 7% increase in its gross national product<sup>3</sup> or more recently, its gross domestic product (Todaro, 1997). However, it was evident by the 1970s that the perception of development needed to be redefined as many developing nations were unable to meet economic growth targets due to rising challenges such as widespread poverty, increasing inequitable income distribution, and rising unemployment (Broad & Cavanagh, 2009; Rapley, 2007; Todaro & Smith, 2003). The Nobel Prize winner Gunnar Myrdal argued in the 1970s that:

Development must be understood as the movement upward of the entire social system, where there is circular causation between conditions and changes with cumulative effects. Reforms must be directed toward moving the system upward as much and as rapidly as possible by inducing changes planned with this result in mind (Myrdal, 1974, pp. 735-736).

Myrdal's postulation of circular causation highlighted that development cannot be examined as a closed system which only focuses on economics and isolated from the rest of the social

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<sup>3</sup> Gross National Product (GNP) refers to the value of the goods and services produced in a country plus the value of goods and services imported into that country, minus the goods and services exported.

system. If the economic aspect alone is stressed, then it presents only a part of the picture. For development to occur, societies require an integrated approach and a comprehensive framework which involves the support of the entire social system.

Other thinkers argued that measuring development only in economic terms was a narrow perspective (cf. Broad & Cavanagh, 2009; Rapley, 2007; Soubbotina, 2004; Sen, 1999). In 2004, Tatyana Soubbotina, education specialist at the World Bank, remarked that the economic approach to development did not always result in sufficient human development. Growth was achieved at detrimental costs to many developing countries. This resulted in social challenges such as inequality and increased unemployment (Soubbotina, 2004). Michael Todaro and Stephen Smith, Professors of Economics, who have undertaken considerable studies within developing countries, believed that processes to alleviate social issues such as poverty, inequality, and unemployment should be incorporated by planners as an essential aspect of a development framework (Todaro & Smith, 2003, p. 16). Thus, there was a call for the redefinition of development.

### **2.1.2. Needs in the Development Framework**

The World Bank, which during the 1980s promoted economic growth as the way to accomplish development in developing countries, also acknowledged that the approach to development needed to be more comprehensive. Hence, its 1991 World Report titled *The Challenges of Development* stated that:

The challenge of development, in the broadest sense, is to improve the quality of life. Especially in the world's poor countries, a better quality of life generally calls for higher incomes but it involves much more. It encompasses, as ends in themselves, better education, higher standards of health and nutrition, less poverty, a cleaner environment, more equality of opportunity, greater individual freedom, and a richer cultural life (World Bank, 1991, p. 4).

In essence, the donor community began to view development as a multifaceted notion. This notion shaped the idea that the holistic concerns of individuals within a society needed to be integrated into development plans in order to improve the well-being of both society and the individual.

Amartya Sen, the 1998 Nobel laureate in economics who worked with the World Bank in the 1990s, argued emphatically for development to focus on improving an individual's quality of life. He emphasised that development should focus on "expanding the real freedoms that people enjoy" (Sen, 1999, p.3). Essentially, according to Sen, the accumulative elements of development should be judged based on its ability to expand human freedoms. The idea is to identify general needs in enabling human well-being and hence, concentrating on this overarching objective, rather than on some specifically chosen list of instruments such as economics, was necessary to accomplish development.

Like the circular causation highlighted by Myrdal, Sen (1999) believed that all freedoms are interwoven and they reinforce each other. Instrumental freedoms such as political freedoms, economic facilities, social opportunities, transparency and protective security, help to advance the capabilities of an individual. The ability for individuals to positively achieve is influenced by the political liberties they enjoy, the economic opportunities they have, the social power available to them and the enabling conditions of good health, basic education, and the cultivation of and engagement in enterprises.

Furthermore, the institutional arrangements for those opportunities are also influenced by the exercise of people's freedoms, through the autonomy to participate in social choices and in the making of public decisions that impel the progress of those opportunities. The prevailing

values and social norms of institutions affect the presence or absence of freedoms. Challenges such as corruption and the mistrust in economic, social or political relationships within society often affect individual freedoms within institutions. Therefore, the exercise of freedom is mediated by societal values but those values in turn are influenced by the public discussions and social interactions, which influence participatory freedom (Sen, 1999, pp. 4-5). Sen's perspective of individual freedoms as a measurement for development became instructive among development theorists and organisations.

Sen's ideas gave the United Nations Development Index its wide respect and appeal (Todaro & Smith, 2003, p. 20). The United Nations Development Programme (UNDP) through its Human Development Report publishes an annual Human Development Index (HDI), which was introduced as a conventional measure of national development. It ranks the development status of 187 comparable countries using a composite of three layers, life expectancy, education attainment and income. With the latter perspective in mind, the United Nations has tried to redefine its approach to development in order to overcome widespread challenges with growth in developing countries.

In 2000, at the Millennium Summit, world leaders committed to reducing extreme poverty by 2015. Under the United Nations Millennium Declaration, they adopted the following eight Millennium Development Goals (MDGs) to: eradicate extreme hunger and poverty; achieve universal primary education; promote gender equality and empower women; reduce child mortality; improve maternal health; combat HIV/AIDS, malaria and other diseases; ensure environmental sustainability; and develop a global partnership for development.<sup>4</sup>

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<sup>4</sup> See David Hulme (2009) for a history of the Millennium Development Goals (MDGs).

Although some observers were sceptical about the dedication of the United Nations in achieving the MDGs by 2015, the goals became central to the agendas of governments, international development agencies, and non-governmental organisations (Todaro & Smith, 2003). Nonetheless, many developing countries have yet to tackle many of these goals. In fact, Broad and Cavanagh (2009) argued that the number of those in poverty, for instance, remained fairly steady. Therefore, the United Nation's view of development from the perspective of life expectancy, per capita income, and education attainment, like other initiatives, has not captured the essence of the development problem.

Nevertheless, the United Nations' 2013 Human Development Report asserted that it was essential to incorporate pro-poor policies, and invest in people's capabilities (Malik & UNDP, 2013). Furthermore, "Economic growth alone does not automatically translate into human development progress" (Malik & UNDP, 2013, p. ii). This emphasizes the diverse approach that is required to achieve national development. Todaro and Smith (2003) asserted that development is both a physical reality and a state of mind. They noted that whatever the strategy, development in all societies must involve three main objectives: (1) to increase the availability and widen the distribution of basic life-sustaining goods; (2) to raise the standard of living; and (3) to expand the range of economic and social choices available to individuals and nations by freeing them from servitude and dependence.

A single definition of development is difficult to find. Due to the differences in opinion about the goals of development, the development strategies for one country may be incompatible with those of another. Nonetheless, there seems to be a general agreement that development is a multifaceted concept which requires a society to use a mixture of economic, social and institutional processes to reach its desired goals.

## **2.2. Connection between Records Management and National Development**

In developing countries much of the impetus to carry out development objectives, and the accountability for it, rests with the national government. Authors (IRMT, 2011; Kemoni & Ngulube, 2008; Mutula & Wamukoya, 2009; World Bank & IRMT, 2000) have noted that in the last few years, governments in the eastern and southern regions of Africa are recognising that the management of records in the public service is critical to the achievement of economic, social and institutional development.

### **2.2.1. Definition of Records Management**

As already defined in §1.1.2, records management is the "field of management responsible for the efficient and systematic control of the creation, receipt, maintenance, use and disposition of records" (ISO, 2001, p.3). This definition of records management highlights the common concept in the field which suggests that records go through various stages from the time they are created to when they are disposed of or destroyed. Shepherd and Yeo (2003) noted that records "have a life similar to that of biological organism: they are born, live through youth and old age and then die" (p.5). This concept, known as the records lifecycle, was developed in North America in the 1930s (McLeod & Hare, 2006).

Shepherd and Yeo (2003) highlighted that since the 1950s there have been many variations of the records lifecycle concept. Nevertheless, a key objective of the various models is to illustrate the progression of the steps taken at different stages in the life of a record. Often, the records lifecycle is illustrated as a circle (Smith, Siller, Poynton & Exon, 1995; Read-Smith, Ginn & Kallaus, 2002). Most depictions of the circular model of the lifecycle show that records return to their point of creation. However, Smith, Siller, Poynton and Exon (1995) contended that this model is misleading as that is not usually the case. They noted that a

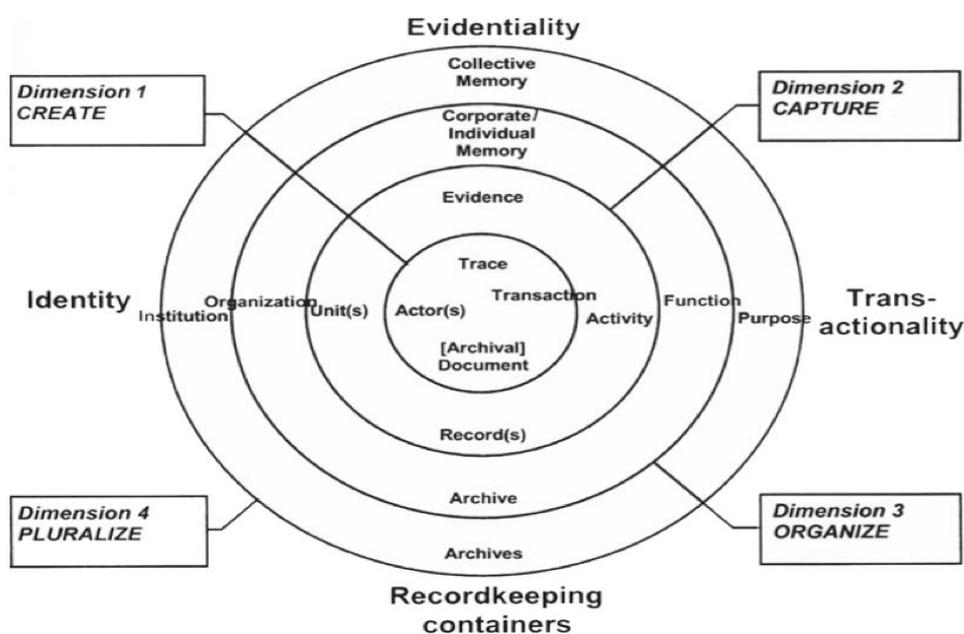
preferable model is one that shows the process as being linear rather than circular.

One popular linear model shows records passing through three different stages: current, semi-current and non-current. At the current stage, records are actively used in the conduct of current activities within organisations. Next, records pass through the semi-current stage. At this stage records are still required for business, but only infrequently and so are transferred from offices to records centres pending ultimate disposal. Finally, at the non-current stage, records are identified as no longer needed for current business (Roper & Millar, 1999; Shepherd & Yeo, 2003). This model illustrates that although records are most active in the early part of their life, there is the possibility of their becoming active again for other purposes later in their life.

In recent years, individuals have criticised the soundness of the records lifecycle concept. First, although there seems to be no interrelationship between the phases, in reality, records do not flow in one direction. If that were the case, then semi-current records could not become current again. Therefore, some records which are of historical and cultural value may serve simultaneously as active and inactive records during business processes (Tough & Moss, 2006). The second challenge is that the three phases of the lifecycle seem artificial as the phases cannot be repeated or skipped though in actuality this is commonly done (Shepherd & Yeo, 2003). Finally, the focus on records as a physical entity and an operational task has made it challenging for the lifecycle concept to be applied in the e-record environment seeing that e-records do not have an identical lifecycle to paper records (Yusof & Chell, 2002). The inherent challenges with the records lifecycle led thinkers to seek alternative responses to the growing criticisms.

Consequently, the idea of a records continuum arose in the 1980s and later in the 1990s (Atherton, 1985; McKemmish & Piggot, 1994). In a continuum, records move seamlessly from one phase to the next. Unlike the lifecycle, activities are not bounded by time, but exemplify different angles regarding the management of records (Shepherd & Yeo, 2003).

Figure 2.1. Records Continuum (Upward, 2000)



Source: © Frank Upward, all rights reserved

Working with colleagues, Frank Upward, senior lecturer in the Department of Librarianship, Archives and Records at Monash University, Australia, created a four-dimension model of the records continuum as shown in Figure 2.1. In this model, the dimensions show that records are firstly created during business processes, and secondly, captured to ensure that organisations have evidence of activities undertaken. Thirdly, the records are then organised, in that they are included in the formal records management system. Finally, the records are used to meet institutional needs as collective memory.

The continuum concept presents more flexibility to those managing records in contemporary

organisations. McLeod and Hare (2006) argued that the continuum has particular focus on processes and activities, rather than on the records and their status, hence making it valuable within the electronic environment where systems are centre point. Further, the concept places emphasis on the need to incorporate record keeping into business and societal procedures and purposes. It also focuses on records as a logical rather than physical entity.

Despite the challenges with the lifecycle model and the support for the records continuum as an alternative (Yusof & Chell, 2002), they are not incompatible. Both concepts are necessary within a developing country context to support the management of different kinds of records, and may work well together to optimise records management activities. Within the developing country context, many organisations tend in practice to use the records lifecycle (Akotia, 2003; Roper & Millar, 1999). Roper and Millar (1999) noted from their experience working in developing countries, that the lifecycle concept was crucial for the management of records.

Often, countries store numerous inactive paper records which clog up office space, making it difficult to access records. As a result, records which are crucial to development are sometimes lost. The lifecycle concept presents a practical option for the efficient management of paper records and can promote a sense of order and a systematic approach to records management. Thus, the records lifecycle concept will be a particular focus of this thesis.

### **2.2.2. Records Management in Development Initiatives**

Records management is steadily growing into a recognised profession and field of study which contributes to national development in developing countries. Records have been used

as tools and instruments to understand the activities within organisations and to provide support for government business. Thus, records management is increasingly becoming essential within organisations to underpin development initiatives (Cain & Thurston, 1998).

In public sector reform programmes in African countries such as Uganda, Zimbabwe and Ghana and in Jamaica, for example, records provided reliable statistics on remuneration (Cain & Thurston, 1998); facilitated the provision of adequate data to sufficiently monitor the organisations' payroll cost, and bank reconciliation of payroll accounts (Cullivan, Anderson, Austin & Gallagher, 1992); safeguarded infrastructure sustainability, knowledge management, private sector investment, and decentralisation of administrative functions (Roper & Millar, 1999) and helped to meet performance goals (Tindigarukayo, 2004). In these circumstances, well-managed records helped administrators to interpret past actions and forecast and plan for the future.

The growth in recognition of the need for records to support government business has spurred the need for further study in records management. UNESCO, World Bank and International Records Management Trust (IRMT), for example, have been engaged in this debate about the significance of records management in national development. As noted on UNESCO's online archive of Records and Archives Management Programme (RAMP) resources (<http://portal.unesco.org/>), UNESCO completed studies as early as 1979 to assess the role of records management in national information systems. Later investigations done by the IRMT and the World Bank have highlighted to varying degrees the role of records management in support of social, institutional and economic development (IRMT, 2004; 2011; IRMT & World Bank, 2002; World Bank & IRMT, 2000).

### *2.2.2.1. Records Management in the National Information System*

UNESCO began its RAMP in 1979, to inform the public and decision-makers about the importance of archives and records management for the planning and safeguarding of a country's national heritage. The programme concentrated on establishing efficient and effective archives and records management programmes in member states, particularly those in developing countries. UNESCO sought to accomplish this objective through standardisation of archives and records services, support of archival legislation, training of personnel and enhancing the infrastructure for the services. Since the establishment of RAMP, UNESCO has completed more than 100 studies.<sup>5</sup>

One of the earliest and most critical studies connected to this research is "The role of archives and records management in national information systems" written by James Rhoads. Rhoads (1983) noted that records management is critical to the national information system because of the information that records contain, and particularly because it is a means to introduce efficiency and accountability in the administration of national government. He particularly highlighted that archival records contributed to economic and social development. He saw archives as an information source about past programmes, measures and procedures; and a source of democratic, economic and social information for planning and development. Hence, Rhoads encouraged governments to consider records as a critical information source for national information infrastructure.

While Rhoads' (1983) study was particularly important in demonstrating to developing countries the importance of a comprehensive records management programme, it connected

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<sup>5</sup> See UNESCO's website, [http://www.unesco.org/archives/new2010/en/ramp\\_studies.html](http://www.unesco.org/archives/new2010/en/ramp_studies.html), for a complete list of the studies prepared under the RAMP programme.

archival records, rather than current records, to economic and social development. Archival records are non-current records that have been formally appraised and found to have enduring value to the organisation. Current records are records used during the business process and are critical to decision making and the actions taken within current business. Records of current business must be created and captured in order that records can be preserved as archives for cultural use. Inadequate management of current records is likely to result in inadequate collective memory often found in archival records. However, often decision-makers seemed to support the needs in archival preservation more than those required for the management of current records.

Rhoads' study was theoretically based and not grounded by much empirical research. More evidence is needed to support the economy and administrative efficiency attributed to records management systems and services and also to highlight the role of records management in social and economic development. Since the completion of Rhoads' study, empirical research has been undertaken to provide further evidence of the need to incorporate records management as a central part of the national development framework. Since the 1990s, the records management literature (for example Agere, Lemieux & Mazikana, 1999; Akotia, 1996; 2000; 2003; Cain & Thurston. 1998; IRMT, 2004; 2011) has actively discussed the role of records management to support national information systems through administrative reform and e-government initiatives.

#### *2.2.2.2. Records Management in Public Sector Reform*

Justus Wamukoya, a noted Kenyan scholar in records management and governance, introduced the connection between administrative reform initiatives and record keeping in developing countries (Wamukoya, 1994). His doctoral dissertation in 1996 explored that

connection in Kenya, the first of such studies to do so (Wamukoya, 1996). His later works continued to indicate a trend for research and discussion regarding the role of records management in development initiatives, particularly to support good governance through accountability in initiatives such as public sector reform and e-governance (Wamukoya, 2000). Subsequent research has built on the work started by Wamukoya.

Pino Akotia, another African scholar, in his research and publications in the 1990s and later, explored the implications of the management of public sector financial records for good governance. Akotia's research culminated with his doctoral dissertation which focused on the management of public sector financial records in Ghana (Akotia, 1996; 2000; 2003). Akotia (1996) argued that the management of financial records was imperative to public sector reform and therefore required sustained effort in the public sector. He maintained that records management should have assumed a higher profile in public sector reform programmes to fulfil the needs of economic policy reforms in the Gambia and Ghana. Additionally, Akotia believed that failure to develop strategies to maintain records management denied government access to agreements and contract documents that provided a basis for administrative and legal actions, which would have aided in the countries' advancement.

Akotia's later publications shared the Ghanaian experience in which the introduction of records management became a major aspect of the country's public sector reform programme. Ghana was the first African country to specifically make provisions for records management in its public sector reform programme; an experience described in Akotia (2003) as a paradigm shift in development initiatives in the country.

IRMT also sought to demonstrate the functional role of record keeping in the Commonwealth.

Its work has connected records management to governance and other development initiatives (Cain, 1996; IRMT, 2004; 2011; Lipchak, 2002; World Bank & IRMT, 2000). The IRMT's publications have covered topics such as: *Managing Records as the Basis for Effective Service Delivery and Public Accountability in Development* (World Bank & IRMT, 2000); *Evidence-based Governance in the Electronic Age* (Lipchak, 2002; IRMT, 2004); and *Managing Records as Reliable Evidence for Information and Communications Technology, E-government and Freedom of Information* (IRMT, 2011). These publications and others like them have been instrumental in guiding developing Commonwealth countries in the management of their electronic records.

The World Bank has collaborated with the IRMT on issues particularly around electronic records management to improve records management programmes in developing countries (Barata, Cain & Routledge, 2001). As Barata, Cain and Routledge (2001) pointed out, development policies place increased emphasis on public sector accountability. Bilateral and multilateral aid agencies, particularly the World Bank, have taken steps to strengthen records management systems as part of the wider institutional and capacity building framework within policies for reforms.

#### *2.2.2.3. Records Management and Economic Development*

Researchers have demonstrated that records management is also crucial to economic development. Doctoral research completed by Victoria Lemieux in 2001, illustrated that record keeping aided competitive viability and demonstrated accountability. Her findings emphasised that the failure of Jamaican commercial banks to establish systems of internal accountability and control in the 1990s, obstructed the economic development initiative in Jamaica. Lemieux (2001) reported that effective records accountabilities and controls were

crucial to the operation of accountability systems that provided the basis for internal control and sound decision-making in private sector entities. When accountability systems were weakened because of ineffective record keeping, management was unable to access the information needed to maintain operational control and make sound decisions which left businesses weak and vulnerable to collapse.

Lemieux (2001) also demonstrated that the absence of effective records controls undermined the quality and availability of accounting and management information in Jamaica's commercial banks. Therefore, systems of accountability, upon which management relied to manage and control balance sheets and business risks, were weakened. This research though conducted in the private sector is particularly important to this study as it was the first of its kind to be undertaken in the Jamaican setting. Therefore, the current research will build on Lemieux's work, while extending the understanding of records management role in national development in Jamaica.

Researchers Henry Kemoni and Patrick Ngulube, in 2008, analysed "The relationship between records management, public service delivery and the attainment of the United Nations Millennium Development Goals in Kenya". The study was conducted through an examination of published and unpublished works, a survey of 75% of the government ministries in Kenya and interviews with ministerial officers and personnel at the National Archives and Documentation service.

The researchers found that records management was essential to public sector management. They concluded that records management was necessary to facilitate the allocation of resources, decision-making and economic development. However, poor records

management practice encouraged ad hoc decision-making, the inability of government to find precedents for decisions, wastage of limited resources and powerlessness to prove fraud because authorities were unable to complete meaningful audit trails. Since there was an inadequate infrastructure for records management, the government was unable to support integrity and accountability in the public sector. The survey of the ministries showed that as a result of ineffective records management practice, service delivery in the Kenyan public sector was negatively affected and the achievement of the MDGs was hampered.

Kemoni and Ngulube's research is critical as it highlights some of the challenges developing countries face in records management, and the need to improve records management systems to support development programmes. The researchers reported that the records management systems in the Kenyan public sector were encumbered with numerous challenges such as: inadequate specification of responsibilities for the creation of records; lack of senior staff support; absence of records committee; inadequate storage space and few options for training personnel. Their methodology is also a useful one, as it provided some direction for the selection of participants for this current study.

### **2.3. Motivations for Records Management Education in Development Initiatives**

The need to make provisions for training of records management personnel is commonly recommended in the literature (Kemoni & Ngulube, 2008; Lipchak, 2002; Rumbolt, 2006). This is so as in some countries, the individuals responsible for records management are non-professionals (Mazikana, 1998; Nengomasha, 2006). Hence, training is often provided through the national archives to meet the short-term needs of the profession. While it may seem obvious that practitioners are essential to the positive outcome of the records

management service, the way practitioners are recruited and prepared for their roles requires some evaluation.

When the IRMT, for example, made its assessment of records management in Kenya's judiciary system, one of the resource constraints identified was the inadequacy of staff training in records management to handle the workload, develop policies and procedures, and appraise records to address backlog (IRMT, 2004). The IRMT identified the lack of training opportunities as a hindrance to the roles of records management and made the recommendation that training be undertaken in the field. The IRMT report noted that the training programme would ideally last for at least a month, and be tailored to suit the local needs (IRMT, 2004). Others have also encouraged training to strengthen the capacity of record management personnel (Kargbo, 2009; Kemoni & Ngulube, 2008). However, despite the encouragement to train records management staff, some practitioners and researchers are of the opinion that training programmes are unable to build the knowledge base required in the records management profession.

According to Michael Cook, UNESCO consultant for archives and records management, training often emphasises instruction in actual processes which are efficient, aptly designed and effective for their purpose (Cook, 1990, §1.3). Academic Karen Anderson from Mid-Sweden University, added that training includes a wide range of task-based activities, which are aimed at providing new skills quickly and it is usually very short (Anderson, 2007). Because of the specificity and efficiency that govern training programmes, Katuu (2009) noted from his evaluation of the preparation of record keeping practitioners in some African countries that training programmes often take a pragmatic approach which generally ignored the role which "theoretical and methodological processes play in informing professional

practice" (p.136). Training does have its place, but it also has limitations.

Therefore, it is necessary to evaluate the particular role of records management training in the Jamaican setting to understand what improvements are required to support Jamaica's development initiative. It is also useful to understand what training requirements are necessary for different levels of staff. Training is often unable to address the long-term requirements and changing roles in records management. For instance, even after many decades had passed in which training was used to develop professional skills in records management in some African countries, there was still a significant need for improvement in the knowledge base of practitioners (Mazikana, 1998; Katuu, 2009). This may be a consequence of the career commitment of individuals based on their level of education.

Sunday Popoola and David Oluwole, lecturers at the University of Ibadan in Nigeria, undertook a research project on Career Commitment among Records Management Personnel in a State Civil Service in Nigeria (Popoola & Oluwole, 2007). These researchers found a significant difference in the career commitment of records management personnel based on their level of education. They noted that higher levels of education provided the likelihood of better jobs and therefore enabled people to change jobs, while low educational qualifications may force personnel to have a stronger commitment to their present role.

The commitment of personnel may be problematic for developing countries. On one hand better qualified individuals who have more job choices are likely to leave the public sector or the country for better paying jobs elsewhere. On the other hand, Popoola and Oluwole's (2007) findings indicated that individuals with lower qualifications tend to be more committed to their current position, and hence provided greater retention of individuals in the profession.

However, this kind of commitment poses challenges for organisations as it is likely that those with lower qualifications will not function at an optimum level, as required in a development setting. Consequently, there are concerns regarding the long-term effects of the recruitment of records management practitioners in developing countries. It seems the way practitioners are recruited and prepared for their roles in records management will affect their capability in supporting development initiatives.

### **2.3.1. Moving Beyond Training**

For many records management personnel in developing countries, the capabilities for records management are developed extensively through training programmes within the organisation, rather than through professional education. Authors have argued that education and training are not mutually exclusive (Ngulube, 2001; Tight, 1996). Ngulube (2001) commented that presenting both education and training in a unified structure enables records management programmes to be planned in the perspective of the overall educational advancement of learners.

Wamukoya and Mutula (2005) emphasised that collaboration in the areas of education, training and continuing professional development (hereafter CPD) is necessary to enhance capacity building and skills. For instance, in examining the capacity-building requirements for electronic records management in east and southern Africa, Wamukoya and Mutula highlighted the recurrent challenge of a "lack of knowledgeable and adequately trained personnel to handle electronic records" (p. 72). They noted that records management personnel must preserve the content, context and structure which will give electronic records meaning over time and that staff with the appropriate competencies are required for this function.

The discussion in the literature points to the need for a more theoretical and methodological approach to inform professional practice in records management. Sociologists of profession, who seek clarity in the concepts of professionalism and profession, often identify attributes such as high levels of specialisation and skills as one of the underpinnings of a profession (Abbott, 1993; Barber, 1963; 1978; 1980; Hall, 1983; Pavalko, 1988). However, according to Bernard Barber, a profession is identified by its specialisation in the “development and application of powerful knowledge” (Barber, 1978, p. 603). A good knowledge base serves as a unifying element and a means by which power may be accumulated within a profession (Bastian & Yakel, 2006). The United Kingdom's (UK) experience, for instance, illustrated that once records management was recognised as a distinct profession, there was an expansion of education programmes, not training.

In an analytical framework created for the English archival profession by Elizabeth Shepherd, a noted scholar in the field of archives and records management in the UK, it was articulated that education sets the parameters for professional work. Furthermore, education defines the range of the profession, raises a gateway and barrier for entry to the profession. In addition, education lays the foundation for career expansion within the discipline (Shepherd, 2006b). Therefore, once there are new opportunities for progression in the profession, the appropriate actions should follow such as implementing education programmes to accommodate the discipline's significance and growth.

Consequently, UK institutions of higher education, for example, took a new approach to the discipline in their curriculum, and modernised their programmes to accommodate the growth in records management (Shepherd, 2006a; Turner, 2008). This is necessary both to address the developments in records management theory and practice and equip practitioners to

meet the demands stemming from a changing environment (Westwood, 1998). Some academic institutions have commonly accommodated the growth in the records management profession in society by shifting their focus and revising their curriculum to accommodate the changes in the environment.

The School of Informatics at Northumbria University, for example, took the initiative to introduce a range of different approaches to meet the educational needs of different groups in the electronic environment. They introduced a Masters in Information and Records Management in 1993 and various distance learning programmes aimed at different levels of staff and sectors (McLeod, Hare & Johare, 2004; McLeod, 2009). Nengomasha (2006) noted that the University of Namibia also restructured the programmes in its Department of Library Science to broaden its curriculum from offering courses predominantly in librarianship to provide a more broad-based information studies curriculum. The Department also changed its name twice to complement the modifications and it is now called the Department of Information and Communications.

Anderson (2007) noted that, "Efforts to encourage a lively and pervasive research culture are essential to ensure the discipline becomes truly reflective in its approaches to the challenges continually met in our fast-changing environment" (p.104). To meet this need, Anderson believed that the support of professional associations is needed to "widen the view of professional education and embrace higher education for research" (p.104), as an essential component of the life-long learning model in the profession. Ferreira et al. (2007) noted that formal education encourages purposeful growth and acquisition of new skills or the repurposing of those skills already obtained. Therefore, relevant education is an essential underpinning for good records management practice.

Despite the advantages highlighted regarding the need for records management practitioners to engage in professional education programmes, in tertiary institutions in some developing countries, these programmes are often inadequate and fragmented (Bryan, 2003; Katuu, 2009; Nengomasha, 2006; Ngulube, 2001). Catherine Nengomasha and Shadrack Katuu observed these challenges respectively in their experiences as doctoral researcher on the management of public sector records in Namibia and consultant in Africa and the Caribbean.

Nengomasha (2006) reported that Namibia had limited education programmes for records management. Although the Department of Information and Communication Studies at the University of Namibia offered a four-year Bachelor of Arts degree in Library Science and Records, the records management component of the programme was not very strong. As a result, those who graduated from the programme were inadequately prepared to take up records management responsibilities. Katuu (2009) on the other hand found key issues among record keeping professionals such as low numbers of qualified staff at the graduate level; virtually non-existent research; poor quality of educational materials; outdated programmes; and educational methodology based on memorisation, which did not encourage critical thinking, problem solving and creativity.

Katuu further highlighted that while Africa could learn from the experience of Europe and North America, particularly regarding concerns for electronic records, it was more profitable to address the specific social needs and challenges within a country-specific framework. Thus, Katuu alluded to the fact that local concerns and social needs should be instrumental in the implementation of a records management education programme. While it may be profitable to extract lessons from countries that have advanced in their provision of records management education, an approach that is geared towards meeting the local needs is more

likely to prove effective in developing countries.

### **2.3.2. Meeting National Development Needs through Records Management Education**

The need to introduce professional education programmes to meet national development needs in developing societies has been discussed from as early as the 1970s. The late Professor, Frederick Harbison of Princeton University remarked then that:

Human resources . . . constitute the ultimate basis for the wealth of nations. Capital and natural resources are passive factors of production; human beings are the active agents who ... build social, economic and political organizations, and carry forward national development. Clearly, a country which is unable to develop the skills and knowledge of its people and to utilize them effectively in the national economy will be unable to develop anything else (Harbison, 1973, p.3).

As gathered from Harbison, it is impossible to achieve national development without substantial investment in human capital. The need to develop the skills and knowledge of individuals and use their capabilities effectively was and continues to be essential to the advancement of a nation. This need has led international agencies to increasingly focus their priorities on improving individual competencies and building institutional capacities rather than focusing only on physical infrastructure.

The need to improve the capability of individuals and build institutional capacity became a trend during the 1980s and 1990s, when many changes were occurring in developing societies. These changes affected the way business was undertaken within both the public and private sectors in those countries. As noted in §2.1.1 the concept of development was changing in these societies. The traditional economic measures were being reassessed and the entrance of new concepts such as poverty reduction, social justice, environmental sustainability, human rights, and freedom began to emerge in the discourse on national

development (Goldin & Reinert, 2006; Newell, Rai & Scott, 2002; Singh & Dhumale, 2004; Tindigarukayo, 2004; World Bank, 1996). This new conceptualization of development was translated into a larger range of policies and programmes to address new human and social needs within developing societies.

This modification in the development framework in developing countries also brought about significant changes to the employment structure in developing countries. The World Bank in its report, *Priorities and strategies for education: A World Bank review*, noted that as a result of new government initiatives and other external factors, there was a need to develop human capital to support changes in organisations. The report highlighted that changes in organisations created the demand for higher education faster than the availability of educational programmes (World Bank, 1995). This resulted in a growing unmet demand for tertiary education in some areas.

The contribution of higher education to national development became the focus of many studies documenting the public and social benefits of higher education (Adams, 2002; Addo, 2010; Blundell, Dearden, Meghir & Sianesi, 1999; Fatima, 2009; Galor & Tsiddon, 1997; Groot & De Brink, 2000). Don Adams, in his assessment of education and national development in Asia, argued that this focus became prominent because education in a broad sense did not only improve the capabilities of individuals and the capacity of institutions but also it "becomes a catalyst for the closely interrelated economic, social, cultural, and demographic changes that become defined as national development" (Adams, 2002, p.1). Hence, in essence, education is essential to facilitate the changes required to support national development.

Other studies have supported the claim that education is essential to support national development. Blundell, Dearden, Meghir and Sianesi (1999), reasoned likewise. In their analysis of the returns of education and training to the individual, the firm and the economy, they found that education had benefits for national economic growth. Individuals were able to increase innovations, produce technical changes, as well as adapt to changes. Groot and De Brink (2000) believed that education contributed particularly to the employability of individuals. Their research which correlated the effects of education and training on employability was conducted among a cross-sectional population, ages 15-65, which utilised data from a longitudinal survey. Employability was defined as the mobility of workers to other jobs within an organisation and the ability of workers to solve problems.

Groot and De Brink (2000) research revealed that the probability of individuals to solve problems on their own was increased by 0.8% if workers possessed a year of education. Additionally, having higher education decreased the likelihood that workers would need the assistance of managers and supervisors to solve small problems and increased the probability that workers solved these problems by themselves. Therefore, education had an impact on problem solving. While the research was done in a Health Science setting, it still has implications for records management as it shows that there are benefits to higher education, which enables personnel to function better in their work environments.

One of the challenges highlighted among practitioners and researchers is the inability of records management personnel to function adequately in their work environments (Akotia, 2003; Lemieux, 2001; Mutula & Wamukoya, 2009; Nengomasha, 2009). The research conducted by Lemieux (2001), for instance, revealed that one of the impediments to business viability and accountability was the lack of required capabilities and special skills among

practitioners to carry out records management functions in the Jamaican organisations studied. Likewise, Akotia (2003) observed that “the absence of skilled registry personnel” (p. 112) was a part of the systemic and structural weakness in Ghana’s public sector. Finding adequate human resource to carry out records management functions is not limited to Jamaica and Ghana but is the experience of many other developing countries (Lowry & Wamukoya, 2014).

The need to make educational provisions to support practitioners in their national development roles is an issue that has been in the records management discourse as early as the 1980s. As discussed in §1.1.3, an application from 15 countries of the Caribbean Region was made to UNESCO requesting assistance to set up a programme in archives and records management in 1982 (Cook, 1983). It was noted in the UNESCO technical report for the Caribbean Region that the need for efficient records management service was widely acknowledged as

The most advanced of the countries of the Region have demonstrated the value of these services and in all these cases Governments are increasing their investment in them and proceeding with further development (Cook, 1983, p. 14).

Furthermore, the report highlighted that Caribbean Governments were making this investment as “Information contained within the accumulated (and at present unorganised) records of Government is an important resource which should be exploited in support of national planning and development” (p. 17). Accordingly, Cook (1983) noted that an education programme was required in the Caribbean Region, which would “...give the personnel so qualified the ability to interface with their counterparts internationally” but would also enable practitioners to “retain a special understanding of and competence to deal with cultural, social, administrative and other problems peculiar to the region and which influence national/regional planning and development” (p.16). Thus, because of the influence that

records management practitioners were to have on national or regional planning and development, it was essential for them to be well-prepared to lead and direct records management services.

In Malaysia in the 1990's, the need to provide professional education for records managers to support national planning and development was also recognised. Researchers Raja Abdullah Yaacob and Laili Bin Hashim highlighted that rapid economic and industrial development in Malaysia resulted in an explosion of records (Yaacob & Hashim, 1994). They noted that the management of records was required to support new institutions introduced as a result of the economic growth occurring in both the public and private sectors in Malaysia. Furthermore, they remarked, "Although records centres in Malaysia may not be visible to the general public, in reality they play a very significant role in development through the services they render in the day-to-[day] business" (p.872). However, despite the role of records management as an important economic and cultural commodity in Malaysia, Yaacob and Hashim were disappointed that the necessary provisions were not made to significantly develop the requisite knowledge among practitioners in the profession.

Yaacob and Hashim (1994) concluded that in order to meet the daily business needs to support Malaysia's development and reduce mishaps in records management, the country needed to produce locally qualified professionals who would subsequently be able to manage records departments. They feared that there would be adverse effects on economic activities, if records were not managed well. They further argued that as new areas and knowledge evolved, records management educational programmes should be adjusted to support the growth and changes.

Based on the experience of the Caribbean and Malaysia in the 1980s, records management falls into one of those areas highlighted earlier by the World Bank as having a growing unmet demand for tertiary education. Yet, this same demand persisted in the 1990s and 2000s. Yusof and Chell (1998) argued that the usefulness of records management in business activities have created a potential job market and niche to be filled by university education.

As discussed in §1.1.3, by the mid-2000s the need to adjust educational programmes to incorporate records management courses to support the growth and changes within the Caribbean region was again evident. Although the proposal was made from the early 1980s, DLIS, UWI did not introduce records management courses until 2004. This was done eventually as a means to equip practitioners with multidisciplinary skills and knowledge and particularly to support areas such as: changes being initiated in government departments; the service-oriented economy, and decision-making and accountability in government business.

Harries (2008) pointed out that records personnel are central to the delivery of outcomes in the modernisation process which is occurring in government business. Therefore, he encouraged practitioners to position themselves to confront the new challenges, which he believed will require them to play an interventionist role, in which they move from the concept of accountability as answerability to that of accountability as responsibility. For records management practitioners to take up these crucial roles, they must be equipped with the necessary skills and knowledge. "The quality of any records management program[me] is directly related to the quality of the staff who operate it" (World Bank and IRMT, 2000, p. 35).

The case of Namibia is discussed in Nengomasha's research (Nengomasha, 2009). Nengomasha reported that most of the records management staff in Namibia's public sector,

who participated in the research, had 'O' Level qualifications. Only 15 per cent, three of the 20, records keeping staff interviewed had any formal education in records management. The low level of practitioners' education had negative consequences for the provision of effective records management services. Staff were ill-prepared to take up records management responsibilities and often their roles were not taken seriously in organisations. Nengomasha concluded that the lack of professional education among records personnel hindered the implementation of records management programmes. Education in records management enhances the functional role of the individual and enables professionals to adapt and disseminate principles learnt for the advancement of society.

South African researchers Walker, McLean, Dison and Peppin-Vaughan (2006), identified professional education as a means to fulfil societal needs in developing countries. They believed that professional education is capable of contributing to the social issue of poverty reduction through the quality of the education programmes provided in South African universities. Their research, which involved three universities and five professional groups, sought to identify whether the expansion of student capabilities and functioning in professional education would develop the capabilities of the poor and disadvantaged in society. They believed that a capabilities model offered a generative approach to equality, advantage and social change, which might be applied by universities. They concluded that while university education was not expected to deliver crucial structural changes in development, the capabilities approach they highlighted could enable human potential through the practice of professional education for the good of the public.

Records management education fits particularly well into the concept of professional education for the good of the public. In every sense records management seems to be one of

the fundamental factors required for development. Laura Millar in her assessment of education and training for records and archives management in Pacific Island nations outlined that records provide the essential evidence that governments require to: support the development, delivery and assessment of all government programmes; measure outcomes and learn from precedent and past experience; explain why decisions were made and how they were carried out; provide the means of achieving accountability; protect rights and enforce obligations; scrutinise the government process; achieve openness and earn public trust; protect personal privacy and security; communicate with citizens and with other governments and external agencies; and engage in informed debate with civil society (Millar, 2003, p. 3). If records support these important roles in governments, then their management can be considered a cornerstone for meaningful national development and sustainable development initiatives.

Naturally, for records management to have any kind of positive impact on national development, practitioners undertaking records management activities in organisations must be competent in their roles. Although, there is some evidence of the desire among government administrations, educators and practitioners over the last three decades to provide or have access to some level of records management education to support the delivery of national development initiatives, it seems the discipline is slowly grasping this need, particularly in the Caribbean region. Thus, one must wonder whether the need for records management education in supporting the delivery of development initiatives in those countries was truly understood. It is evident that without professionally knowledgeable and experienced personnel, the records management service cannot be adequately delivered to support development initiatives.

It is crucial for the records management service to have leadership and direction. Hence, individuals who are able to promote good records management practice must be designated to the programme. This is important as a records management programme to a great extent hinges on records personnel with the necessary skills and knowledge to deal with records at every stage of its life, and in every format (Rhoads, 1983). As demonstrated throughout the discussion in this section, education is essential to improve the capabilities of records management practitioners and to provide the capacity required for institutions to support records management roles.

### **2.3.3. Developing Capability for the Records Management Profession**

If professional education is to be directed at the development of capabilities among practitioners, and provide the professional capacity required in institutions, there is a need for guidelines and standards. Guidelines and standards are necessary to assess the capability or competencies required of individuals working in the field and guide the development of the curriculum (Levy, 1997; Picot, 2001; Anderson, 2007; Hoy, 2007). Australia provides an excellent example of such work, with the development of competency standards which aimed to give consistency in the delivery and assessment of skills, knowledge and performance for those developing and accessing records management programmes (Picot, 2001).

The Australian Competency Standard was first published in 1997 and revised in 2001 (Hoy, 2007, p. 49). According to Hoy (2007), it was instructive as a tool for curriculum development and assessment. It highlights those competencies which encapsulate both skills and knowledge. It also helped to balance performance and theory and showed how each aspect of knowledge development among records management personnel played an integral role in the educational framework. The competency framework noted the importance of educational

qualifications from the operational to the tertiary levels, to build up the expertise of those working in the field.

The development of a competency standard for Jamaica, although not an aim of this study, is important in developing the knowledge base of records management personnel. It provides an important yardstick to assess the adequacy of the preparedness of different levels of staff ranging from entry level to senior professionals. Having a competency standard helps to specify the needs of stakeholders and give direction for the acquisition of required knowledge at the appropriate level. These standards ensure that particular requirements are met through established procedures and products in education and training. It also supports the development and maintenance of academic programmes aimed at the different levels of the records management profession.

## **Conclusions**

This chapter set out to discuss the connection between development initiatives and records management education in order to evaluate what practical implications there may be for improving records management education within a developing country setting. It was apparent from the discussion that the conceptualisation of development in developing countries has changed over the last four decades. The present view of development is that it is a multifaceted notion which incorporates not just economic growth but now requires a mixture of economic, social and institutional processes to reach the desired goals for national advancement and growth.

Records management is becoming an essential aspect of development initiatives. The information and evidence contained in the records of governments are seen by

administrators as an important resource, which should be exploited for national planning and development. However, although the management of records is recognised as essential for the delivery of positive outcomes in development initiatives, finding appropriate and adequate human resources is a challenge for some developing countries.

One of the underlying challenges in finding appropriate human resource seems to rest in how practitioners are ushered into their roles. Practitioners in developing countries are often recruited at a very low level, without the requisite knowledge of records management principles. Once recruited, they engage in training programmes to improve their knowledge and skills. However, training programmes are often found to be inadequate to meet the professional needs of practitioners.

Thus, the provision of education programmes to meet the immediate and future needs in the profession is often desired. This discussion illustrated that education is essential to improve the capabilities of records management practitioners and delivers the capacity required in institutions implementing policies and programmes for national development. Yet, some developing countries and particularly those in the Caribbean have been slow in introducing satisfactory records management education programmes.

Consequently, numerous gaps and research issues emerged about the role of records management and records management education in development initiatives from the discussion in this chapter. First, records management has been highlighted repeatedly in the literature as serving crucial economic, social and institutional functions in public organisations in developing countries. However, little research has been identified that is specifically focused on the capacity building requirements needed to carry out these functions, or on how

education contributes to the role of records management personnel in development initiatives.

Second, it is evident that the challenge to find capable human resource in developing countries hinders the overall function of records management and may eventually weaken records management services. Training programmes may help in the short-term but they cannot be the ultimate means to develop the knowledge base of records management personnel. Significant updates in the knowledge and skills of records managers are crucial to overcome the present challenges within the work environment and to keep abreast of changes affecting the profession.

Third, there seems to be some merit in analysing the capabilities and special skills required among records management practitioners. This would be worthwhile to help the researcher to make the links between records management practice, training and education. Hence, a stronger argument could be made for the role of records management education in Jamaica's development initiative.

Fourth, although it has been highlighted in the literature that professional education is essential to the growth of a profession, little research evidence has been identified to support that assertion in the field of records management, and to date no such research has been undertaken in the Jamaican context.

Finally, the identification of formal education as a way of fulfilling the records management demands in Jamaica's development initiative could be essential for the expansion of knowledge in the profession. The often short-sighted pragmatic approach used to prepare

practitioners in developing countries for their roles provide a clear link to the rationale of this study. Research is required to assess the role of formal records management education in Jamaica's development initiative.

## CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

Prepare your outside work, make it fit for yourself in the field; and afterwards build your house. *Proverbs 24: 27, New King James Version*

In Chapters 1 and 2, the 'outside work' was examined to explore the connection between records management education and national development. The previous chapter highlighted that there was a relative lack of systematic and empirical research which connected records management education to national development, particularly within the Jamaican context.

During the review of the literature for Chapters 1 and 2, it was apparent that to fill the gaps in knowledge about records management education and development, and in order to examine *the role of records management education in alleviating challenges in Jamaica's development initiative*, there was a need to understand issues especially in a Jamaican context such as:

- Jamaica's development initiative and its connection to records management;
- The extent to which the records management capability and capacity is present in Jamaica; and
- Ways in which records management capability and capacity can be improved in Jamaica.

Consequently, these issues laid the foundation upon which this research's 'house' could be built. This chapter describes the overall design of the study. In §3.1 the overall approach for the research and the rationale for using those approaches are discussed. Section 3.2 gives an overview of the sources of data and the data gathering methods that were used during the research. In §3.3 the data analysis activities employed for the research are highlighted. Finally, the methodological challenges which the researcher encountered are evaluated in §3.4.

### **3.1. Study Rationale and Design**

Jamaica was selected as the context for the study because of the researcher's background. The researcher was among the first cohort of students to complete the records management course that was added as an elective to the Library and Information Studies undergraduate programme in DLIS, UWI, Mona. After completing the undergraduate programme, the researcher's first appointment was for a records management post on a short-term project. Due to the poor recordkeeping practice in the organisation and the researcher's limitations in preparation for the role, an interest developed to explore the connection between records management practice and education within Jamaican society. As a consequence, this current study was conceptualised.

#### **3.1.1. Rationale for Qualitative Research Approach**

Three common methodologies are generally used to undertaken human inquiry: qualitative, quantitative, and mixed methods designs (Babbie, 2004; Robson, 2002; Leedy & Ormrod, 2005). According to Boodhoo and Purmessur (2009), qualitative research is said to be exploratory in nature. Its main focus is to collect, analyse and interpret data through the observation of human behaviour. Quantitative research, on the other hand, is generally focussed on the collection, analysis and interpretation of data by observing figures and numerical patterns. A mixed method approach involves the collection, analysis and interpretation of data using both quantitative and qualitative methods.

All of these approaches have their merit in empirical research, and are currently viewed as useful depending on the issue a researcher intends to address (Babbie, 2004; Leedy & Ormrod, 2005). However, after an examination of the methodologies, it was clear that the strategy that best characterised this research was qualitative methodology, using multiple

data collection methods.

The latter approach was deemed suitable for this research because it is oriented towards discovery, description and all-inclusive understanding of the research purpose and questions. As noted by Boodhoo and Purmessur (2009), qualitative research: (i) provides a more realistic feel of the world that cannot be experienced in the numerical data and statistical analysis used in quantitative research; (ii) provides flexible ways of collecting, analysing, and interpreting data and information, and (iii) in using primary and unstructured data, gives a more descriptive capability.

The researcher found, based on the nature and the purpose of the research, that it was important to understand the multiple perspectives regarding the research topic. There was a need to understand the views of different actors, such as students, practitioners, educators and development managers. This study required an approach that would enable a holistic understanding of the overarching research purpose, to investigate *the role of records management education in alleviating challenges in Jamaica's development initiative*. The approach therefore needed to account for and provide understanding of the main research questions:

1. What is the role of records management in supporting the delivery of Jamaica's National Development Plan?
2. What records management capacity and capability is there in Jamaica?
3. How can records management capacity and capability be improved in Jamaica?

In many respects, the evaluation of the connection between records management education and national development by identifying and evaluating the role that records management plays in supporting the delivery of Jamaica's development initiative, required understanding

of the meaning that people create in a particular context and then describe and interpret that meaning. Therefore, the research participants had to be studied in their natural settings to support the researcher's need to understand the processes undertaken and its context. This required the engagement of multiple methods through which the researcher could interact with participants. Fieldwork was necessary to accomplish these tasks, as it enabled the researcher to interact directly with participants and observe some of their activities. This would permit a deeper and fuller understanding of the issues being studied.

According to Babbie (2004), in qualitative field research "The observer can play any of several roles, including participating in what they want to observe" (p. 285). Hence, qualitative research stipulates that the data are mediated through the researcher rather than taking an isolated approach in collecting and analysing the research data. The qualitative methodology enabled the researcher to go directly to the social phenomenon under study and observe it as completely as possible. This methodology helped the researcher to gain a deeper and a fuller understanding of the social phenomenon.

Nonetheless, a limitation of studying a single context (Jamaica) is that it provided little basis for generalisation. However, this was not the aim in this study; rather, the intention is to provide understanding of the issues surrounding the research questions in Jamaica. Nevertheless, the conclusions and recommendations may be instructive in other environments. The study, however, seeks to make no claims that the results in the Jamaican context are generalisable to other societies.

### **3.1.2. Planning the Study**

Selecting a suitable research design for the qualitative study was crucial to the success of

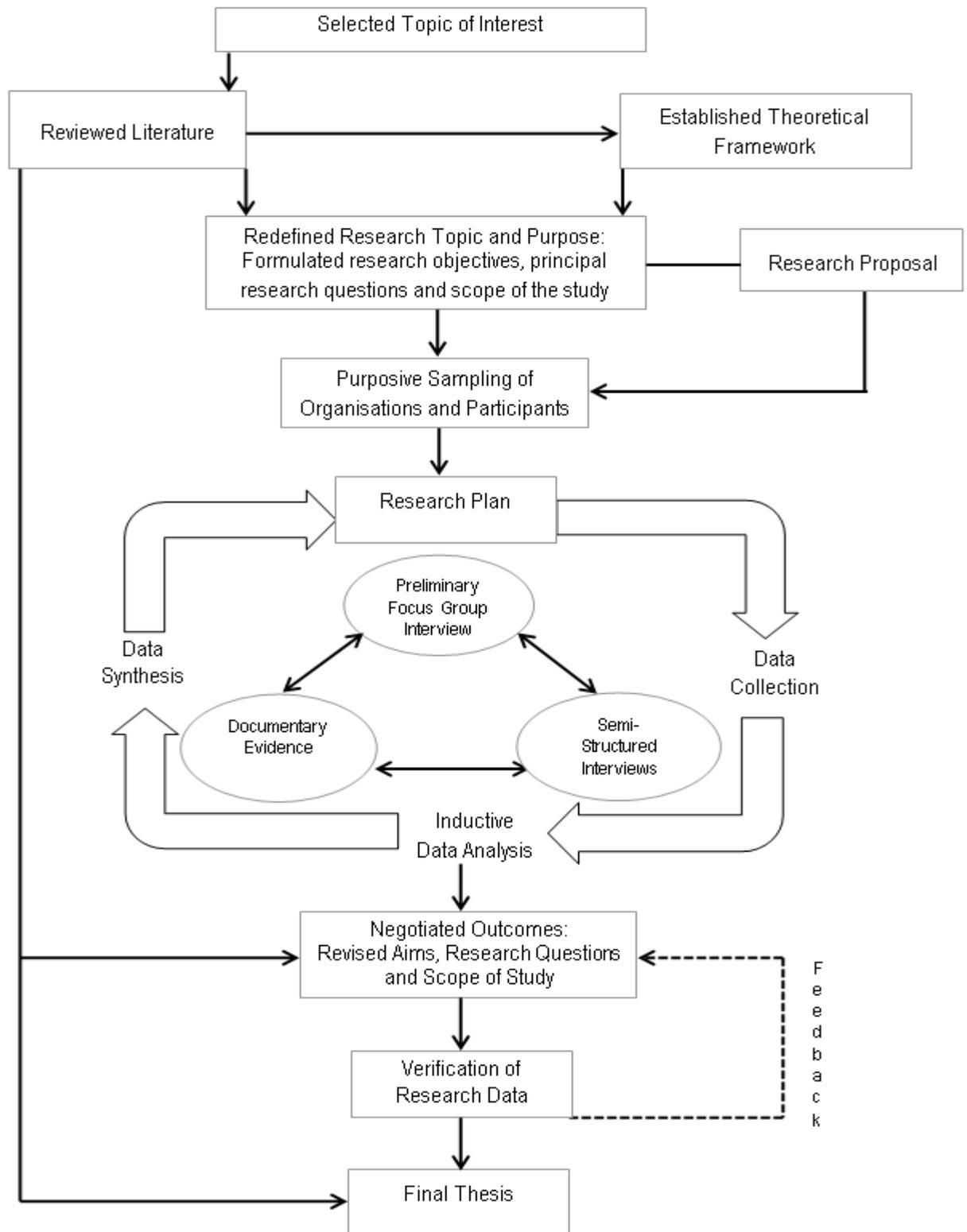
this research. The study design, shown in Figure 3.1 on the next page, replicates the steps undertaken during the research process. It highlights the activities done from the start through to the end of the study, which are summarised in this section.

The first activity undertaken by the researcher was the selection of the topic of interest. As explained in §3.1 the research inquiry began with an interest in the field, to explore the connection between records management practice and education within Jamaican society. However, this interest was ill-defined, as it was based mainly on the researcher's experience, and little was known about what was previously done on the topic.

Thus, the next step was to do a careful review of the literature around records management practice and education to identify and define a gap in knowledge. According to Baban (2009), "The literature review is critical because it eliminates the need to reinvent the wheel for every new research question. More importantly, it gives researchers the opportunity to build on each other's work" (p.49). The literature helped to give depth and breadth to the understanding of the research problem and provided a foundation for the current study.

The process of reviewing the work of other scholars helped the researcher to formulate an opinion about the research problem. As a result, the researcher was able to identify gaps that this research could fill. The review confirmed the need for deeper understanding of what was happening within Jamaican society, but also highlighted the need for a more intriguing research, to evaluate the role of records management education in Jamaica's development initiative.

Figure 3.1. Overview of the Research Design



Source: Adapted from research design at <http://www.unt.edu/wmoen/dissertation/ch3.pdf>

While some connection between records management and national development was noted in the literature, there were also issues about how records practitioners were prepared for their roles and responsibilities. Educational provisions for records practitioners were evidently a challenge for many developing countries. Relevant terminologies were introduced and clarifications were provided for the terms that were employed for this work.

The literature review process resulted in the redrafting of the research problem, which led to the crafting of the purpose of the study in which the research objectives, principal research questions and scope of the study were formulated. The literature was also used to limit the research problem, by identifying research already undertaken, so as not to repeat it. Thus, the initial research problem became more focused and viable. At the end of this process a research proposal was completed and presented as part of the conditions to proceed with the study.

The next task was to design the research to answer the principal questions posed. The researcher selected multiple data collection methods to address the questions posed for this study as described by Robson (2002). Three methods were used to collect data around the research questions: (i) documentary evidence; (ii) a preliminary focus group, and (iii) semi-structured interviews. While the semi-structured interview was the main method, all three methods were critical to the outcome of the research. The methods are discussed in greater details in §3.2. Purposive sampling, further explained in §3.2.3, was applied at the initial phase of the research because of the researcher's familiarity with some of the organisations and participants selected for the study.

The next step was to carry out the research plan, by engaging in data collection, data

analysis and data synthesis. For the data collection through interview, the researcher contacted participants and arranged the locations and subjects for the study. After the data was collected, the researcher embarked on inductive data analysis. The collection and analysis of the data was an iterative process. The researcher repeatedly coded the data acquired through the interviews and compared it with the data gathered from documentary evidence to gain deeper understanding. By comparing and checking the data from the different sources, the researcher was able to synthesise the findings.

The next step was to negotiate the outcomes of the research by re-evaluating the research objectives, questions and scope of the study to ensure that the research conveyed the correct findings and the best representation of the results. The researcher then verified the findings with study participants and experts in records management. Individuals were invited to respond to and comment on the accuracy and credibility of the data and findings for the research. This was a part of the researcher's attempt to establish the trustworthiness of the study. The study design assumed a progressive understanding on the part of the researcher.

Finally, the findings of the study were reported. The report was presented through a thematic discussion of the three research questions and then through an evaluation of the key findings as they relate to the overarching research objective, *the role of records management education in alleviating challenges in Jamaica's development initiative*. By presenting those key findings the researcher was able to identify relationships between records management, records management education and Jamaica's development initiative.

### **3.2. Sources of Data and Data Gathering Methods**

The study used three techniques to collect the data: (i) documentary evidence related to

social issues regarding records management and Jamaica's national development; (ii) a preliminary focus group to garner preparatory data on the topic and, (iii) semi-structured interviews with records management practitioners, educators and students, and development administrators and analysts.

Robson (2002) noted that a research question can, in almost all cases, be addressed using more than one method. He highlighted that this strategy has substantial advantages such as the reduction of inappropriate certainty; facilitation of triangulation to address different research questions within the study, enhancing the interpretation of data and to overcome the weaknesses in the primary research technique used. For this study the use of multiple data collection methods was essential to enable triangulation in which the researcher could test the findings from two or more perspectives to improve on the weaknesses of methods. Multiple data collection methods were also used to address different research questions and enhance interpretability of the research problem and findings. The following subsections summarise the data collection techniques and the resulting data.

### **3.2.1. Preliminary Focus Group**

The researcher conducted a preliminary focus group with a group of records management practitioners who were a part of the records management certificate programme at the UWI, Mona Campus. The focus group consisted of six students. All of the students were practitioners. Four worked in the public sector, while two worked in a higher education institution. The purpose of the focus group was to:

1. Gain preliminary data regarding records management education and the educational needs in records management in Jamaica;

2. Investigate whether research on the connection between records management education and Jamaica's development initiative was warranted;
3. Provide a basis for developing the scope and orientation of the research.

The focus group confirmed the researcher's opinion that a systematic research study on the role of records management education in Jamaica's development initiative was warranted. It also provided a broad context in which to view records management. Although this study had set out to evaluate the specifics about educational programmes, the preliminary focus group provided data on the broader context of the records management profession in Jamaica. This broader context helped to frame and refine the research questions and also provided data particularly relevant to the second research question: What records management capacity and capability is there in Jamaica? See Appendix A for a list of the questions asked in the preliminary focus group.

### **3.2.2. Documentary Evidence**

Marshall and Rossman (2006) claimed that researchers can supplement other research techniques with the gathering and analysing of documents that are created during the course of daily events. They noted that the review of documents has the advantage of portraying the values and beliefs of participants and are beneficial in increasing understanding of the background of the phenomenon or group studied.

Documentary evidence was relied on to provide important leads and supplement the interview data. It enabled a more accurate understanding of records management issues within the context of Jamaican society; assisted in identifying key organisations and individuals involved in records management work; and facilitated the discovery of information

related to the context within which records management education programmes were undertaken.

**Table 3.1. Documentary Evidence Used**

<b>Documents Collected</b>	<b>Use of Documentary Evidence</b>
Vision 2030 Jamaica: National Development Plan	Supplemented the interview data by providing background about the current goals, strategies and outcomes for development in Jamaica.
The Civil Service Establishment Act: The Civil Service Establishment General Order 2012	Supplemented the interview data by identifying the number of records management staff employed to the public sector. Also provided important leads as it lists the government institutions that had records management practitioners, the number of practitioners working in government entities and the professional levels of practitioners.
Course Outlines and Description for Education Programmes at the UWI, Mona, UTech and MIND	Provided supplementary information about the programmes or courses for records management, its structure and content.
Records Management Policies from records management practitioners	Supplemented the interview data as these highlighted the practice and some of the principles followed for records management within organisations.
Departmental Report on Records Management Programmes from DLIS, UWI, Mona.	Supplemented the interview data as it showed the progress of records management programmes and the plans for the discipline. Also provided important leads for persons that could be interviewed.
Newspaper Articles from Jamaica Observer and Jamaica Gleaner on stories relating to Development and Records Management.	Supplemented the interview data as these articles provided evidence of the issues in records management in Jamaica. They also provided important leads for persons that could be interviewed.

As noted in §3.1.2 the collection and analysis of the data was an iterative process. The researcher repeatedly used the documentary evidence to provide leads for interviewees and to supplement the data garnered from the interviews. These sources provided data related to administrative, organisational, and institutional aspects of records management, records management education and development. Table 3.1 shows some of the major documents collected and how they were used.

The researcher began with the use of documentary evidence such as Vision 2030 Jamaica: National Development Plan and the Civil Service Establishment Act: The Civil Service

Establishment General Order which provided leads in terms of how to limit the research and a list of possible interview participants. Once the interviews were conducted the researcher was required to find additional documentary evidence such as course outlines and description for education programmes and newspaper articles to supplement the interview data. This helped the researcher to compare and check the data from the different sources and gain a deeper understanding of issues raised in the analysis of interview data.

### **3.2.3. Semi-Structured Interviews**

Semi-structured interviews were used as the primary technique for the data collection in the study. Interviewing as a research method is widely used among social scientists (Robson, 2002, p.269). Interviewing is also popular among researchers in the information studies discipline (Ferreira, et al., 2007; Kemoni & Ngulube, 2008). Data collected through this method provides rich information for probing and reflection that expands meaning and understanding of the issues being researched.

The documentary evidence highlighted many possible interviewees. However, available resources limited the number of interviews the researcher could conduct. To ensure that the interviewees represented a wide range of participants and perspectives on the role of records management education in Jamaica's development initiative, the researcher used a purposive sampling technique to select interviewees. Purposive sampling is applied in situations where the researcher is familiar with specific people or events. Particular individuals are deliberately selected because they are likely to provide rich data for the research (Denscombe, 2003). The interviewees were selected based on the documentary evidence found, the researcher's knowledge of the population and the purposes of the study.

A list of organisations was drafted which might be represented in the research and one or more members of each organisation were selected as potential interview candidates (see Appendix C for final list of interviewees). The documentary evidence provided important leads for interview candidates (e.g., the list of public ministries, departments and agencies that had records management practitioners and practitioners featured in the media who frequently represented the records management profession). See Appendix B for a letter of invitation to participants. During the interviews other potential candidates were often suggested, leading to snowballing. Selection criteria for interviewees included:

1. Experience working as a recordkeeping practitioner, educator or student in a records management programme, government official, or resident representative of development agencies in Jamaica;
2. Authority and knowledge of individual in discussing issues in records management, national development, and records management education (e.g., Was the individual a chair of a records management committee or group? Did the individual have technical expertise in addressing topics relating to national development? Has the individual been enrolled on a records management programme or engaged in facilitating a records management programme?);
3. The organisational affiliation of participants. This was a means to ensure that a range of organisational perspectives were included in the research.

The goal of these interviews was to ensure representation of different perspectives on the role of records management education in Jamaica's development initiative and maximise the range of information collected. Data from these interviews helped to answer the principal research questions. Of the 33 interviews conducted, there were 34 participants consisting of: 15 records management practitioners, seven records management educators, one current

records management student, ten development managers (2 senior ministerial officers, 3 development agency representatives, 4 consultants and directors with responsibilities connected with development issues, and a political scientist), and one representative of a large corporation without a records management programme. See Appendix C for the list of interviewees.

The semi-structured interview technique was selected for this study in order to accommodate some flexibility in the interview sessions, but at the same time, allowed similar coverage in the discussions with interviewees. As highlighted by Robson (2002), in this style of interview there are predetermined questions, but the order can be modified based on the interviewer's judgement of what seems most appropriate. Prior to the interviews, a series of interview guides that outlined a set of issues and questions to be covered during the discussion was generated (see Appendix D for examples). While the general topic of the role of records management education in Jamaica's development initiative was common in all the interviews, specific questions appropriate for different groups of interviewees were crafted.

The guides allowed flexibility and responsiveness to unexpected paths and discoveries during the interviews. During the interview the wording of the questions was sometimes changed and the questions explained to the interviewees to enhance clarity. Questions which seemed inappropriate for particular interviewees were also omitted and additional ones included.

The script for the records management practitioners was divided into five sections: introductory comments; background of the interviewee; records management in the organisation and its connection to Jamaica's development initiative; practitioners' capabilities;

and educational needs among practitioners. The script for educators was divided in six sections as follows: introductory comments; background of the interviewee; records management programme background; effect of Jamaica's development initiative on programme; need for records management education among practitioners; and the role of records management education in Jamaica's development initiative.

The development managers had five sections consisting of: the introductory comments; background of the interviewee; development challenges and initiative in Jamaica; the role of records management in Jamaica's development initiative; and the function of education among records management practitioners. After the scripts were written, they were either sent to both supervisors for comments or discussed in a supervision meeting. This step was necessary to ensure that the questions were appropriate for each case. Appendix D contains samples of the interview guides used.

The interviews were carried out in two main phases. This decision was made based on the availability of interviewees and the period slated for the researcher to travel to Jamaica. The first phase was over a two-month period from July 4<sup>th</sup> to September 16<sup>th</sup>, 2011. The second phase was done over a two-week period, from December 11<sup>th</sup> to 21<sup>st</sup>, 2012. As the researcher collected and analysed the data, additional data was identified that was needed to refine the emerging understanding of the research topic. Hence, later interviews were undertaken to clarify some aspects of the research problem. For example, the data collected on one education programme was inadequate and so an interview was done with the programme coordinator to generate further information.

Most of the interviewees were willing to comprehensively share their experiences. Typically,

the interviews lasted approximately 35 to 60 minutes. All the interviews were recorded in full except in one case, in which the interviewee requested not to be recorded. Manual notes were taken during that interview, as well as the others, as a backup to the digital recording. The audio files were transcribed soon after the interviews were completed. This resulted in transcripts averaging 6 – 21 pages of notes culminating in 273 pages of interview data that served as the foundation for answering the study's research questions.

While Gorman and Clayton (2005, p.200) pointed out that verbatim transcription is avoidable, in this research full transcripts were made because having the complete transcript offered a fuller report and understanding of opinions shared. Verbatim transcription was also essential to get the interviewee's exact words. Though time-consuming, the richness of many of the interviews warranted such an effort. Personally transcribing the interviews also facilitated the preliminary analysis of the data. Appendix E contains selections from two interviews; one is a transcription from a recorded interview and the other is the researcher's write-up from the non-recorded interview.

Anonymity and ethical issues were not considered a major concern by the interviewees, but the normal ethical procedures were followed. Participants were asked to sign a consent form and the majority agreed to be recorded for the interview. A copy of the consent form can be found in Appendix F. Interviewees were instructed that conversations would be used as a data source for this doctoral thesis. While interviewees were given the option to remain anonymous, they were instructed that some information about their organisation and job functions would be necessary to provide context for the research data in the final text. All agreed to the use of their interview data in this way.

Although many were willing to be named, the researcher decided to treat the identification of all interviewees consistently in the thesis. The interviewees were being asked about their professional experience and views, not their personal and individual ones, so it was not important for the purposes of the thesis to actually name the individuals. However, some contextual information was given for each, including a job or role title and an employing organisation type, so that their remarks and views could be considered in that context. This raises the possibility that individuals could be identified by someone knowledgeable in the field. All interviewees were pseudonymised within the thesis; each was assigned a number, for example, Interviewee 01, in text and in tables IN01. The interviewees are listed in Appendix C. They were assured that the information would be kept securely, and not made available for use outside of the research setting.

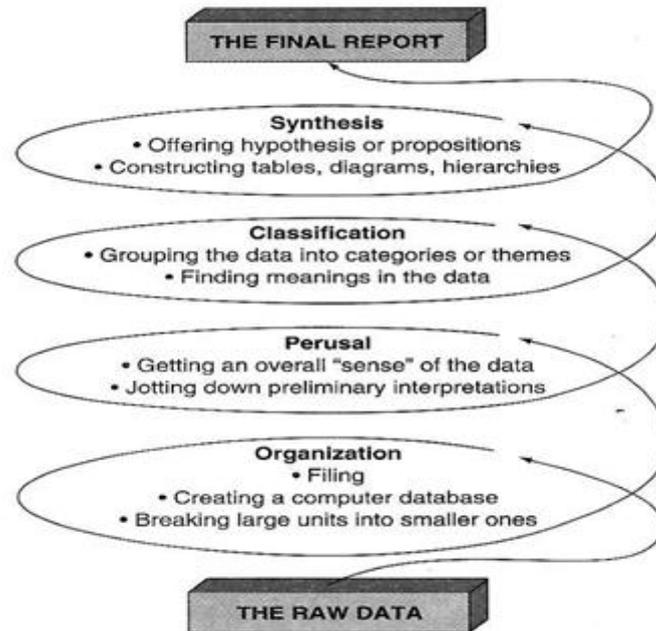
### **3.3. Data Analysis Procedure**

In an effort to understand and use the data collected, the researcher adopted the data analysis steps of organisation, perusal, classification and synthesis encouraged by Creswell (see Leedy & Ormrod, 2005, p. 151). The diagram of this process for data analysis is shown in Figure 3.2.

The researcher read through all the interview transcripts carefully to get a sense of the corpus of the raw data. In qualitative research, the researcher gives primacy to the data, instead of well-defined variables or hypotheses. The qualitative researcher generally works through a process of induction which is applied to the data analysis. Using this method assisted the researcher in determining the categories and patterns from the corpus of data. The codes were developed initially by closely reading a few of the interview scripts selected from the different categories of interviewees. The scripts were evaluated to seek

understanding of the underlying meaning of the data. The initial thoughts about the interview data were written down. This procedure was used for the rest of the interviews. The initial coding was thus done from the data, 'bottom up'.

Figure 3.2. Data Analysis Spiral



Source: Creswell (as cited in Leedy & Ormrod, 2005, p.151)

Once all of the interviews were evaluated, the researcher highlighted the regularities, patterns, and topics which emerged from the data. Words and phrases were then used to represent the topics and patterns as suggested by Creswell (1994, p. 155). These words and phrases operated as codes for the data. According to Williamson (2002), categorising the data in this way "helps the researchers to think about their data at a more in-depth level, to know how important a particular issue is by the amount of data in a particular category and to be able to think about relationships in particular categories" (p.245). The portion of the data that related to each of the different codes was copied into one document.

The larger body of information was broken down by coding individual words, sentences and statements using general themes based on the research questions and ideas developed during the preliminary analysis. The coding was refined by reference to the interview questions ('top down'), to see what additional codes emerged, and by reference to the overall research objective, which had guided the structure of the interview questions. The entire data set was perused several times to get a sense of what it contained as a whole. Memos written about the data suggested possible categories for interpretation.

Throughout the process, general themes and sub-themes developed, and the data was classified accordingly. Concept maps were sometimes created to assess the emerging themes and cross references were also made to the literature. This process enabled a general understanding of what the data meant. An example of the concept map is at Appendix G. A final coding was settled on which seemed best to represent the themes emerging from the data and from the research questions, through an iterative process. See Appendix H for the final list of the interview data codes and sub-codes. See Appendix I for an example of coded interview data.

The data was synthesised and summaries were made of the findings. This stage involved discussion of the research questions by showing the relationships among categories of data. At the end of this process propositions were made that described the findings of the research. In this dissertation, in order to answer the research aim of investigating *the role of records management education in alleviating challenges in Jamaica's development initiative*, the findings from the data analysis were divided into three thematic areas: (1) identification of issues in the delivery of Jamaica's development initiative and the extent to which records management supports its delivery; (2) the capacity and capability present to support records

management roles and responsibilities; and (3) educational provisions to improve professional capabilities among records practitioners in Jamaica. These thematic areas were developed based on the research questions.

### **3.3.1. Data Management and Preparation for Analysis**

The data collection activities resulted in a wealth of qualitative data, and management of the data was a primary challenge. Data collected during the research took different forms: transcripts of interviews, documents and researcher memos. Prior to formal analysis of the data, the researcher enlisted several data management procedures to organise and stabilise the data.

The majority of data was in machine-readable format (both the focus group and semi-structured interviews were recorded and then transcribed). The transcripts were initially uploaded onto the NVIVO qualitative analysis package for easy retrieval, better management and manipulation of the data. There the data from the transcripts were broken down into sub-themes. These sub-themes (known as nodes in NVIVO) were used to categorise segments of the data from each interview.

Although the NVIVO software was used in the initial stage of the data analysis, the researcher experienced challenges with accessing the software and also found that the NVIVO saved files were often too large. Consequently, the researcher made the decision to replace the NVIVO software with another software with similar capabilities. The ATLAS.ti software was selected to replace NVIVO.

The ATLAS.ti allowed the researcher to store and manage the data collected. The

programme also enabled the writing of memos about the trends that were emerging. ATLAS.ti also provided the ability to code and index the data. Integrating the various research activities and products such as transcripts, codes and reflective memos, provided the basis for an "audit trail" (Robson, 2002, p.175).

The documentary evidence from the various organisations, government websites and news articles consisted of reports, policy statements, acts of parliament, course outlines, departmental reports, records management policies, advertisements for records management posts, official publications for example Jamaica's NDP, and newspaper coverage on records management issues. To the extent possible, the researcher made copies (electronic or paper) of relevant documents for her research files. When source materials were in machine-readable form (e.g. the NDP document), the entire document was stored in Zotero. For most materials a document inventory was created in Zotero. These records contained, for instance, the date of the document, author of document, and a short summary. See Appendix J for an example from the documentary evidence database. In addition to maintaining an online and searchable inventory of the documented evidence, the researcher physically organised the documents in subject areas.

### **3.4. Methodological Challenges and Issues**

Overall, the qualitative methodology, using multiple data collection methods for triangulation was appropriate for this exploratory and descriptive study of the role of records management education in Jamaica's development initiative. The results of the research achieved the goals of the study, namely, to document and provide a foundation for a holistic understanding of the role of records management education in alleviating challenges in Jamaica's development initiative. The procedures described in §3.2 were essential to ensure the quality and

trustworthiness of the data and findings. However, in the course of the study, some methodological challenges and issues arose. Three of these are given attention here: the scope of the study; the balance of the semi-structured interviews and documentary evidence in the research; and the content analysis of the semi-structured interview data.

### **3.4.1. Scope of Study**

As the researcher went deeper into data collection and analysis more issues and details arose about the connection of the different aspects of the study. While the purpose of the study served as a framework for bounding the study, the intersection of records management, records management education and national development in Jamaica, made the boundary of the study appear increasingly permeable. Hence, the researcher had to continually refine what was relevant to the study and what needed to be merely mentioned or entirely omitted.

For example, in the initial research proposal the following four research questions were present:

1. To what extent is records management included in prominent development initiatives in Jamaica?
2. What are the efforts made regarding the preparation of records management personnel for development initiatives in Jamaica?
3. What role does records management education play in alleviating development challenges?
4. What is the future direction of records management education in Jamaica?

As the researcher collected and analysed the data, it was evident that the preliminary

research questions that bounded the research were vague. Since the research questions had to be well defined to support the overall research aim of the research, the questions were restructured, leading to a set of six research questions, each with associated sub-questions. After further advice and consideration, these were refined and simplified. As a result, the principal research questions in 3.1.1 were developed.

The researcher continued to refine the focus of the research during the study, keeping in mind the study's aim. Some concepts were also redefined. For example, 'development initiatives' became 'development initiative' as national development activities in Jamaica were seen as a whole, although there were different programmes and projects to support it. The researcher's focus turned to the evaluation of prominent influences and interactions affecting the NDP. As described in §2.1.1, development is characterised as a multifaceted notion defined by particular goals.

The research was successful to the extent that it provided a coherent and holistic understanding of the connections between records management education and national development. Further research would now be useful to expand the findings.

#### **3.4.2. Balance between Semi-Structured Interviews and Documentary Analysis**

There was heavy reliance on the semi-structured interview data for both documenting and understanding the role of records management education in Jamaica's development initiative. At the outset of the study, the interviews took precedence over the documentary evidence. However, it was later realised that documentary evidence was also important.

For all aspects of the research, documentary evidence in the form of reports, policy

documents, newspaper articles and other materials were used. There were instances where the availability of documentary evidence was not extensive, but overall, those documents that were available provided a basis to support the social reality in Jamaica and laid the groundwork for understanding.

While it was anticipated that the design for the study would evolve, much focus was placed on the semi-structured interview as the primary technique for data collection. This reduced the required planning for the documentary evidence technique which proved to be vital for the research. In addition, interviewees were often able to identify relevant documentation for the researcher. As a result, many of the documents required were not gathered until later in the research. Methodologically, the findings and conclusions were drawn mainly from the interview data. That evidence became the foundation for developing the research report. However, the documentary evidence was critical in laying the groundwork for a holistic understanding of the research topic and the findings and recommendations reported in Chapters 4-6.

#### **3.4.3. Content Analysis of Interview Data**

The researcher aimed for approximately 30 semi-structured interviews with key participants and stakeholders. Thirty participants would be representative of the range of departments as there are seventeen government ministries, eight development organisations with offices in Jamaica, and four main education institutions offering records management courses. Further, to reduce biases, practitioners were also interviewed from the private sector. The 33 interviews were completed with 34 participants and they provided rich details on an array of topics related to records management, education, and Jamaica's development.

The use of interview conventions helped in asking comparable questions in the interviews. What amazed the researcher was the scope of the answers and examples, as well as the form of the answers given by interviewees. Through the participants, new information was discovered about the function of records management education in national development. The interviews served their purpose well.

The researcher approached the data systematically, guided by the literature on qualitative data analysis (e.g., Babbie, 2004; Gorman & Clayton, 2005; Leedy & Ormrod, 2005). The responses however, made the analysis of the interviews problematic. Given the multifaceted nature of the research questions and the viewpoints of the interviewees, the quantity of the data placed under some of the general codes was vast. The data was further sub-divided, and discrete codes were assigned to incidents and sub-topics. It took the researcher a long time to synthesise the data. The multiple data collection methods resulted in a large quantity of data. Although procedures to ensure data quality and integrity were applied, managing and analysing the data gathered for the research was difficult, as a result of the sheer quantity, the capacity of NVIVO to manage such large amounts and the need to create multiple codes and sub-codes to adequately represent the data.

A study such as this, which addressed a multidimensional topic, requires more stringent boundaries to be set for the research context. The researcher considered the Jamaican setting as the context, and sought to examine as widely as possible the situation in Jamaica. As a result, the treatment of issues such as the application of records management principles and practice by practitioners was inevitably not exhaustive.

## **Conclusions**

This chapter has introduced and discussed the choice of a qualitative research using the multiple sources data collection approach as an appropriate research methodology for this study. The chapter also highlighted how the researcher executed this study. The primary components of the study, including the research methodology, study design and techniques for data collection, management, and analysis were evaluated. The researcher used multiple sources during data collection to address the connection between records management education and national development in Jamaica.

Now that the reader has an understanding of the procedures that the researcher has followed, the stage is set for the data analysis and discussion. The following chapter, Chapter 4, presents a critical discussion and analysis of the records management needs of those seeking to deliver Jamaica's NDP. It is the first of the two discussion chapters, which detail the findings of the study.

## CHAPTER 4: SUPPORTING THE DELIVERY OF JAMAICA'S NATIONAL DEVELOPMENT PLAN: THE RECORDS MANAGEMENT ROLE

...Pharaoh told Joseph his dream... Joseph responded... "The seven healthy cows...represent seven years of prosperity. The seven thin, scrawny cows that came up later..., represent seven years of famine.... The next seven years will be a period of great prosperity throughout the land of Egypt. But afterward there will be seven years of famine so great that all the prosperity will be forgotten in Egypt....Therefore, Pharaoh should find an intelligent and wise man and put him in charge of the entire land of Egypt. Then Pharaoh should appoint supervisors over the land and let them collect one-fifth of all the crops during the seven good years." *Genesis 41: 17-36, New Living Translation*

Leaders often have dreams about the country they govern. In those dreams, both the positives and negatives about the country's future may be revealed. Pharaoh was uncertain about the meaning of his dream, so he sought advice. By seeking advice, Pharaoh epitomised W.B. Yeats' (1992) philosophy that 'In dreams begin responsibility'. After consulting with Joseph, Pharaoh understood his dream; and followed the advice to create a feasible path to support Egypt's progress. With Joseph's assistance, Pharaoh established a plan for sustenance.

As highlighted in Chapter 1, like Pharaoh, leaders in Jamaica also seek to understand and support a dream that would aid the country's advancement. As noted in §1.1.1, Jamaica is presently forced to examine and strategically address the factors which are hindering its progress towards higher levels of development. The need for higher levels of development has spurred support for an overarching development plan to help Jamaica realise its hopes and aspirations for future growth. The Vision 2030 Jamaica: National Development Plan (NDP), introduced in 2009, consolidated specific strategies to influence the major economic, social and institutional mechanisms to support large-scale improvement in Jamaican society.

The NDP identifies some short and medium term priorities, policies and programmes to accomplish developed-country status by 2030. The aim of the NDP is to build a broader framework for development that transcends the conventional approach usually followed to improve economic growth. As noted in the NDP document, the "Hopes and dreams...transcends mere growth in per capita income, although this is considered a worthy goal" (PIOJ, 2009, p.vii). The underlying challenge is to find the right path to support the delivery of the NDP, to move Jamaica forward.

This thesis aims to explore *the role of records management education in alleviating challenges in Jamaica's development initiative*, in general, and this chapter in particular seeks to unearth the role of records management in supporting the delivery of Jamaica's NDP. As illustrated in §2.2.2, the records management role in development initiatives has grown in importance over the last two decades, and has supported public services in economic, social and institutional development. The intention is to reveal key issues and themes used in the discourse of those involved in national development and records management, to highlight the significance of records management to support Jamaica's national development.

Many researchers have evaluated the significance of records management to support national development in developing countries (IRMT, 2004; 2011; IRMT & World Bank, 2002; Kemoni & Ngulube, 2008; Rhoads, 1983). However, earlier works have not specially addressed the role of records management in supporting the delivery of national development plans or highlighted the Jamaican situation. Lemieux (2001) evaluated the failure of Jamaican commercial banks in the 1990s to establish record keeping systems to support internal accountability and control. This resulted in the obstruction of economic

development.

So far, however, there has been little discussion around the wider role of records management to support national development in Jamaica. In addition, no research has taken into account the critical issues identified by individuals working in development, and the records management needs of those individuals. The focus in this chapter will be on this under-researched area of the records management needs of those seeking to deliver Jamaica's NDP. It will address the first research question:

What is the role of records management in supporting the delivery of Jamaica's National Development Plan?
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This chapter will begin with an assessment of the nature of development in Jamaica (§4.1), before addressing the critical issues affecting the delivery of the NDP (§4.2), then assessing the function of Information and records management in national development (§4.3) and finally evaluating records management and its role in the delivery of the NDP policies, programmes and projects (§4.4). The semi-structured interviews, the primary technique for the data collection, provided rich information for probing these themes. In the sections that follow, the researcher evaluates the issues around these four themes using the interview data from both development managers and records managers. Verbatim quotations from the interviews will illustrate the key findings while content analytic tables will condense the data, and compare the respondents' statements regarding the four themes.

#### **4.1. The Nature of Development in Jamaica**

The findings regarding the ideology of development in Jamaica are broadly similar to those of the World Bank (1991). This suggests similar perceptions that development should support a better quality of life, which includes not just higher incomes but also encompass: (i) better

education, (ii) higher standards of health and nutrition, (iii) less poverty, (iv) a cleaner environment, (v) a richer cultural life, (vi) more equality of opportunities, and (vii) greater individual freedom. The findings also chime with Sen (1999) who argued that in expanding individual freedom, planners of development programmes should seek to identify the general needs in enabling human well-being. Like Sen, Todaro and Smith (2003), posited that planners should incorporate processes to alleviate social issues such as poverty, inequality, and unemployment as an essential aspect of the development framework. Like these authors, this research highlights the needs within the development initiative to provide both the opportunities and enablement of those opportunities so that individuals may fulfil their potential.

This first transcript extract shows that some interviewees believe that development should include a combination of economic and social outcomes:

Development is the means through which countries that do not have the level of efficiency and the productivity income of the wealthiest are trying to proceed on a path that gets them there. In terms of measurable outcomes [development] is talking about sustained economic growth, increases in per capita income..., expanding educational opportunity, health care levels and efficiency [in the] productivity of labour and the like (Interviewee 20, Former Government Minister).

From Interviewee 20's perspective, for development to happen, the process must include multiple measures, which support various economic and social opportunities. However, Interviewee 29, political scientist at UWI, Mona Campus, remarked that it is insufficient to have only opportunities within a development framework. He argued that:

Human development...measures the extent to which persons in a society...have not only opportunity to fulfil their potential but also are enabled so to do.... There is a difference between enablement and opportunity. I can have the opportunity...but if I don't have some additional capacity then that opportunity leads to little or nothing.

Thus, Interviewee 29 embraces the idea that some additional capabilities must exist to

enable the opportunities presented in the development framework. For example, while an individual may have the opportunity to experience the accumulation of growth in their income, other arrangements such as a functional economy, accountability in the political system, and appropriate civil rights are required capacities essential to enable that opportunity.

These extracts are interesting cases of the expectations of national development in Jamaica and the needs and provisions that are required for the delivery of the NDP. These findings suggest that in general, while the NDP should highlight the opportunities for measureable outcomes such as better education, higher standards of health and nutrition, less poverty, and a cleaner environment, it must seek to implement measures that would enable those opportunities.

**Table 4.1. Some Measureable Outcomes from National Development Plan**

<p><b>Goal 1: Jamaicans are Empowered to Achieve their Fullest Potential</b></p> <p><b>A Healthy and Stable Population</b>  <i>Maintain a stable population • Strengthen disease surveillance, mitigation, risk reduction and the responsiveness of the health system • Strengthen the Health Promotion Approach • Strengthen and emphasize the primary health care approach • Provide and maintain an adequate health infrastructure to ensure efficient and cost effective service delivery • Establish and implement a sustainable mechanism for human resources • Establish effective governance mechanisms for supporting health services • Support national food security • Strengthen the linkages between health and the environment • Introduce a programme for sustainable financing of health care.</i></p> <p><b>World-Class Education and Training</b>  <i>Ensure that children 0-8 years old have access to adequate early childhood education and development programmes • Enable a satisfactory learning environment at the primary Level • Ensure that the secondary school system equips school-leavers to access further education, training and/or decent work • Accelerate the process of creating and implementing a standards-driven and outcomes-based education system • Develop and establish financing and management mechanisms for schools • Ensure a physical environment in all schools that is safe and conducive to learning at all levels of the school system • Ensure that adequate and high quality tertiary education is provided with an emphasis on the interface with work and school • Expand mechanisms to provide access to education and training for all, including unattached youth • Promote a culture of learning among the general populace • Establish a National Qualification Framework • Strengthen mechanisms to align training with demands of the labour market.</i></p> <p><b>Effective Social Protection</b>  <i>Infuse poverty and vulnerable issues in all public policies • Expand opportunities for the poor to engage in sustainable livelihoods • Create and sustain an effective, efficient, transparent and objective system for delivering social assistance services and programmes • Promote greater participation in, and viability of social insurance and pension schemes.</i></p>
<p><b>Goal 4: Jamaica has a Healthy Natural Environment</b></p> <p><b>Sustainable Management and Use of Environmental and Natural Resources</b></p>

*Integrate environmental issues in economic and social decision-making policies and processes • Develop and implement mechanisms for biodiversity conservation and ecosystems Management • Develop efficient and effective governance structures for environmental management • Manage all forms of waste effectively.*

**Hazard Risk Reduction and Adaptation to Climate Change**

*Improve resilience to all forms of hazards • Improve emergency response capability • Develop measures to adapt to climate change • Contribute to the effort to reduce the global rate of climate change*

**Sustainable Urban and Rural Development**

*Create a comprehensive and efficient planning system • Create an appropriate framework for sustainability planning • Create sustainable urban centres, including urban renewal and upgrading • Create vibrant and diversified rural areas • Ensure safe, sanitary and affordable shelter for all.*

Source: PIOJ, 2009, pp. xv-xviii.

As can be seen from Table 4.1, the measureable outcomes in the NDP are reflected in its wider agenda to provide the opportunities as well as enablement of those opportunities. The NDP document articulated that Jamaica seeks to have:

A vibrant and sustainable economy, society and environment; a high level of human capital development; greater opportunities and access to these opportunities for the population; and a high level of human security (PIOJ, 2009, p.viii).

Note that in this statement, administrators of the NDP have explicitly highlighted that to accomplish national development they seek to provide greater opportunities and access to those opportunities. The provision of access to opportunities highlights consideration for enabling development opportunities. It may be that planners have sought to include both the perspective of the World Bank and Sen in the development plan. As noted in §2.1.2, Sen has been an instructive development theorist, whose input gave the United Nations Development Index its wider respect and appeal (Todaro & Smith, 2003). Both the World Bank and United Nations Development Programme have significantly contributed to the development ideology in Jamaica.

The issue regarding enablement of the opportunities outlined in the NDP is critical to this study, since it seeks to identify the role of records management in supporting the delivery of the NDP. How does records management assist in enabling the opportunities highlighted in

the NDP? Administrators of the NDP emphasise that the achievement of the NDP goals will require "leadership, partnership, national will and commitment for transformation, a sense of urgency about the unsustainable nature of the current path, and a passionate desire to achieve greatness" (PIOJ, 2009, p.viii). It is necessary then to assess those issues that may affect the delivery of the development initiative or the enablement of the opportunities presented in the development plan. Afterwards, the discourse will highlight the connection to records management.

#### **4.2. Critical Issues Affecting the Delivery of the NDP**

The success of the NDP will largely depend on the effectiveness of the implementation efforts. Its implementation depends on the efforts of a wide range of stakeholders, namely, ministries, departments and agencies (MDAs) of Government, civil society bodies, the private sector, trade unions and international development partners (PIOJ, 2009). While the latter stakeholders contribute the delivery of the NDP, interviewees indicated that MDAs of Government are at the helm of the activities for the development initiative. Government entities seem critical to the success of the NDP as noted in the following excerpt:

Certainly, within ministries...it is expected that...strategic priorities should be aligned with what is in the Plan. The only way to make Vision 2030 a reality is if ministries, departments [and] agencies begin to action what is there. Government plays a key role. That is not to say the private sector and the ordinary citizen do not have a key role but because of the role of government in terms of setting policy, and designing and implementing programmes for national development, it means that we as government have to take the plans that are in that document and begin to infuse those plans in our day to day operations... (Interviewee 08, Acting Chief Technical Director, Ministry).

The public sector at the level of MDAs is required to implement the goals highlighted in the NDP and ensure the delivery of the NDP by 2030. As indicated in the Ministry Paper, *Government at Your Service: Public Sector Modernisation and Strategy 2002-2012*, tabled in Parliament 2002, the public sector:

Translates visions and needs into policy, policy into programmes and objectives, objectives into goals, goals into action, and actions into results...to meet the needs of the country (Cabinet Office, 2003, p.7).

Despite the obvious responsibility of MDAs, the interview data revealed that some challenges exist within these entities, which are likely to prevent the effective and efficient implementation of the NDP goals and by extension the timely delivery of the NDP. Table 4.2 highlights the critical issues underscored by interviewees working closely with development programmes.

**Table 4.2. Critical Issues Affecting the Delivery of the National Development Plan**

Interviewee	Response
IN05 (DA)	I don't know how feasible it is...It really takes the political will of the Minister for whatever sector...It will require key people to want to make a change (Education Specialist, World Bank).
IN06 (MDA)	We are doing activities in silos and as such we are losing out...we are not speaking to each other; we are not communicating... (Director, Documentation, Information and Access Services).
IN08 (MDA)	We are still trying to grapple with ensuring that we roll-out what is there (Acting Chief Technical Director).
IN15 (MDA)	So far the progress has been good...all of the major government agencies have incorporated the Plan's framework as their operational framework. However, there are some areas that we know still want deeper penetration of the plan. We probably want in some instances people to be more vigorous in embracing the strategies and goals (NDP Social Sector Consultant).
IN15 (MDA)	Human capital development is...central. Without that no matter what resources we have it cannot be used to our benefit. That's one of the major setbacks. One of the things we have...recognised...is a problem with capacity or the lack thereof in some organisations (NDP Social Sector Consultant).
IN20 (PS)	A lot of policy making takes place...without effective guides. We have the potential to absorb a lot of fads coming out of other...environments without...seriously considering the effectiveness of these...policies... (Former Government Minister).
IN26 (MDA)	One of the challenges that come straight to mind is the ability of the agencies to absorb some of the changes that are happening. It is not that you are stopping the work to do the change; the work has to continue because we still have a service to provide for the public but is changing at the same time (Chief Technical Director).

Key: DA (Development Agency) MDA (Public Sector Practitioner) PS (Private Sector)

In Table 4.2, Interviewee 08 pointed out that MDAs are 'grappling with' the implementation of the NDP. However, Interviewee 15, Social Sector Consultant, noted that they have made good progress in implementing the programmes for national development. Nonetheless, as

one who helped to establish some of the social indicators for the Plan, and continues to work with the PIOJ to support the NDP implementation, Interviewee 15 also admitted that they encounter instances where individuals need to embrace the NDP's strategies and goals more vigorously.

Based on the findings from the interview data shown in Table 4.2, vigorously embracing the strategies and goals of the NDP will require administrators to address at least five fundamental issues: (i) consensus among political administrations; (ii) harmonisation of policies; (iii) collaboration inside government; (iv) changes in work practices, and (v) assigning appropriate human resources to particular functions.

The sub-sections that follow (§4.2.1-§4.2.5) assess these five fundamental issues and the challenges they present for national development. The researcher will later return to these issues in §4.3.3 to explore how records management might be involved in them. However, before returning to the fundamental issues and its connection to records management, another issue identified in §4.3.1 and §4.3.2 needs to be first address briefly. Overarching the five fundamental issues identified in the development discourse there seems to be this other issue of a mismatch in terminology for information and records. It seems that perhaps when the development managers speak in terms of information they mean to convey what the records managers interviewed viewed as records.

After a discussion of the latter issue, the discussion will return to its main thread in §4.3.3 to provide an answer to the research question. There the role of records management in supporting the delivery of Jamaica's NDP will be set out. These issues will be framed in terms of the five fundamental issues identified by those involved in the development process, as gleaned from the interview data of development managers.

#### 4.2.1. Consensus among Political Administrations

The administrators of the NDP believe that previous development planning efforts in Jamaica failed to meet expectations because individuals connected them to the government of the day. As a result, for the NDP, they tried to avoid a similar consequence by creating a plan that is broad-based, non-partisan and inclusive. This was done through the receipt of input from stakeholders at all levels to capture the diverse needs and aspirations within society (PIOJ, 2009, p. vii). Interviewee 29, political scientist, reasoned that:

It is something of a minor achievement to have produced Vision 2030. It is one of the very few overarching Plans which have had broad public participation, significant amount of consultation and ultimately buy in, at least nominally from the leadership of both parliamentary parties that have alternated in office in the last 60 years...That is a minor miracle in Jamaica, where too many things are subject to: a) top-down decisions without any engagement of the people and b) tribal political evasiveness.

Despite Interviewee 29's point that there is at least nominal buy in of the NDP from the leadership of both parliamentary parties, comments from other interviewees indicated that the same was not true for all members of those parliamentary parties. Interviewee 20, former government minister, alluded to that point by remarking:

Far be it from me to detract from anything done in the Vision 2030, but I don't know that anyone other than a few technocrats and maybe some political figures are in anyway affected, motivated, or inspired by that...vision directly.

Interviewee 20 seems to believe that the NDP has ineffectively captured the essence of what is required for Jamaica's development. He argued that more to the point was the need to "fashion a root out of the present economic and social crisis and establish a platform for sustained progress". The interviewee clarified his point by adding that:

Documents have their place in life, primarily as a pivot around which some consensus can be built. But more important than the document is the consensus. I think the failing of Jamaica's political life has been the absence of such a far-reaching consensus about some of the critical developmental issues.

Despite Interviewee 20's views that the NDP only affects, motivates, or inspires a few persons, the reaction among other interviewees refutes this point. Many interviewees found the NDP to be a valuable guideline for development. Furthermore, Interviewee 20's point that it serves primarily as a pivot around which one can build consensus suggests that the NDP has some value. If the NDP helps to build consensus, it is possible that it can help to establish a platform for sustained progress. Nevertheless, there is an evident need for more support of the NDP among members of parliamentary parties.

Without consensus among the members of parliamentary parties, it is likely that the implementation of the plan will be difficult. Generally, once elected, parliamentary party members are responsible to oversee entities in the public sector, as they are responsible for ministries, departments and agencies. Interviewee 05, Education Specialist at the World Bank's Jamaica Office, who has had considerable experience in promoting development programmes in Jamaica and other Caribbean countries, remarked,

I don't know how feasible it is...It really takes the political will of the Minister for whatever sector...It will require key people to want to make a change.

The idea that key people, such as government ministers and political leaders are essential for the feasibility of the Plan was raised also by the Governor General of Jamaica, the Prime Minister and the Leader of the Opposition in their statements about the Plan (see PIOJ, 2009, p. ix-xii). Evidently, the collaboration of the country's parliamentary leaders is necessary, as they are required to set collective aims, and mobilise actors and resources to fulfil the objectives of the NDP. The support of these leaders is also necessary to ensure continuity among successive government administrations for the duration of the NDP.

Six of the ten participants interviewed in this study on development issues in Jamaica

asserted that a major weakness in Jamaica's political system was the inability of successive government administrations to continue programmes begun by another administration. Most of the interviewees observed that short-term political interests usually interrupt programmes.

Interviewee 20, former government minister, articulated that:

A part of that sense of underachievement is the consequence of early governmental administrations having too truncated a timescale in mind and we have tended both for good reasons and for bad, to become prisoners of the electoral cycle; and not have enough focus on creating enduring institutions which function well and whose benefits can only be realised in a longer sweep of time.

Interviewee 15, social sector consultant at PIOJ, noted that the "partisan approach to development over the years has prevented continuity [in] development". According to Interviewee 20, when there is discontinuity,

It is very... difficult to build levels of trust across the political divide and to sustain policy continuity, because [when] one party loses office, the other party feels an obligation to dismantle some of what it was doing, to show that it wasn't really helpful to the people ... and you therefore get significant policy discontinuities which impacts negatively on development.

Based on the evidence presented, the culture of discontinuity within the political system will have considerable negative effects on the NDP. It limits the ability to support the collective aims required for development; constrains governance measures within society, and reduces the effectiveness of policies.

#### **4.2.2. Harmonisation of Policies**

Another challenge that affects the delivery of the NDP is the difficulty within the public sector to harmonise policies. According to Interviewee 08, Acting Chief Technical Director at one Ministry, government entities are facing numerous challenges because of policy conflicts. The interviewee underscored that:

Sometimes there are policy conflicts between one policy decision...and another...that has been taken and which one takes precedence...over

the other can become challenging.

Conflicts between policies can delay the programmes for development. When policies are disconnected, entities have to take time to assess the appropriateness of the policy and align it to their work. Interviewee 08 remarked:

This is a whole of government issue that we might have in implementing policies. Sometimes something that makes good policy sense on paper may not be easy to implement and so sometimes there is that bit of disconnect...

According to Corkery, Land and Bossuyt (1995) policies are fundamental to a country's social and economic development. The researcher agrees with this statement as the interview data demonstrates that associated government functions, management processes, and the performance of social units require good policy formulation and implementation to reduce disappointments. Rethinking of policy options and programmes is necessary to support development and inform public actions (Sahay, 2004; Patterson, 2000). Policies that lack focus on essential needs are likely to be detrimental for development.

In examples given by Interviewee 20, who has had considerable experience formulating policies, it is evident that policymaking requires careful thought in order to have any real effect. The interviewee explained:

A lot of policymaking takes place...without effective guides. We have the potential to absorb many fads coming out of other...environments without...seriously considering the effectiveness of these...policies...

Even if Jamaica is taking the best from what exists internationally, and fashions it to fit in the local setting, without the resources to carry out the best intentions, the effort is often futile.

Interviewee 20, former government minister, shared the following example:

There is a fad regarding institutional [health] treatment versus treatment in the community. The whole wave has moved towards community-based treatment. That may be alright where the stigma attached to mental illness may not be as intense as the stigma in some places in Jamaica. There are a lot of the mentally ill sent home for

treatment, and they are not treated properly at home. They end up on the streets sleeping because they are homeless...It is one thing if the level of disposable income of the receiving families is such that they can in fact care for somebody who is mentally ill. But if you don't have that income as it may be the case here, then...the person is going to be viewed as a burden; to a greater degree will be fobbed off and left to their own devices, and probably get worse – more ill - rather than being revived.

The concerns raised by Interviewee 08 and Interviewee 20 support the need for evidentially sound policy formulation and implementation. This could help to integrate the needs of the entire population as supported by the NDP. It appears that planners sometimes make policy decisions without good judgement and sometimes without the required information to formulate policies.

Sutcliffe and Court (2006) elaborated on the need for systematic support of evidence-based policy to enable rational decision-making. They suggested that criteria such as accuracy, objectivity, credibility, generalisability, relevance, availability, rootedness and practicality, guide the selection of evidence. Bertin (2005) believed that the sourcing of evidence is a crucial enablement for policy formulation, as evidence-based policy is only as good as the quality of the underpinning evidence. The integrity of the process is also important as it relates to the sourcing of evidence, interpreting information, utilising the knowledge garnered, and having the capacity to understand and adopt the evidence.

The theory of evidence-based policy outlined by Sutcliffe and Court (2006) and Bertin (2005), along with the examples shared by the interviewees above is extremely useful. They provide insight regarding the difficulty to coin effective policies and the steps required to implement them. As Interviewee 20 went on to elaborate:

I suspect that a lot of these decisions were taken - some may be even by me - without the adequate information base about our reality. And people are looking at a lot of data which was either inadequate to our

own environment or was drawn from other environments without enough of a determination as to what we will do here and what is the real effect here.

Policies should reflect what people can achieve with the resources available to them, as the process of development calls for structural changes that will positively affect individuals. However, structural changes require people-oriented designs. If, despite the best of intentions, the formulation of policy employs inadequate information, it may be ineffective in its outcome.

The researcher does not intend to suggest that the formulation of the policies for the NDP has not taken some or all of the above challenges into consideration. However, there are obviously conflicts in the implementation of the policies. As noted in the NDP, "The success of Vision 2030 Jamaica depends on the effectiveness of its implementation" (PIOJ, 2009, p. xxxiv). Hence, it is imperative to address these policy implementation issues so that the progress of the plan is not hindered when the policies are implemented within government entities.

#### **4.2.3. Collaboration of Government Entities**

For the NDP to progress, it will require the involvement of stakeholders from MDAs. As noted by the planners (PIOJ, 2009), the MDAs are necessary to support the monitoring and evaluation system and are the sectoral focal points required to:

1. provide a direct link to the corporate and strategic direction for each sector;
2. identify units within government entities to be assigned monitoring and assessment roles;
3. identify colleagues to interface with technical specialists;

4. efficiently provide data and information on selected indicators and other strategic information;
5. ensure compliance with the data and other monitoring and evaluation requests;
6. be responsible for the timely preparation of sector reports that will culminate into the annual progress report for the NDP.

Substantial collaboration is required among these government entities in order to achieve the above aims. Interviewee 08, Acting Chief Technical Director at one government office, for instance, argued that though "Government has been preaching joined-up government", they must "...start looking at assessing ministries not just in a silo but how well they support each other as well". To illustrate this point, Interviewee 06, Director of Documentation, Information and Access Services at one ministry remarked,

In the earlier days in government, a lot of...activities were together.... Now we have become so fragmented as we have grown so large. We are doing activities in silos and as such we are losing out...We are not speaking to each other. We are not communicating.

According to Andrulis and Hirning (2002), within a siloed operating environment there is "a complex web of interactions among departments that routinely delivers similar services to the same customers" (p.3). Within this environment, processes do not stretch across departments. The policies and rules which are created tend to ease the administrative problems of a particular department and is not generally to support customer service across the enterprise. Furthermore, a culture of isolation and protecting turf and closed technology infrastructures that fail to enable common service delivery exist.

The data suggests that to reduce the silo culture among government entities and support cross-organisational communications among MDAs, it will need additional platforms. For instance, Interviewee 19, who has worked in the public sector for over 20 years, remarked

that in order for Jamaica to advance,

Everything would have to be moving with technology so that it can complement each other. I think in order for us to even impact Jamaica... we all have to be on the same page. In America if a police stops you he can always run your license plate and see everything about you...Think of that in comparison to our police stopping you. You get a ticket because he can't run your license plate and you have to go to the tax office...It is a waste of time.... I think if everybody is on the same page technologically, Jamaica would be moving forward.

Citizens find it challenging to move from one department to another to complete their business in government institutions. The need exists for government businesses to collaboratively support citizens who desire government institutions to provide seamless services without regard for organisational boundaries. To reduce the appearance of organisational boundaries, support the objectives of the NDP and provide for the needs of citizens, interviewees argued that information must become more accessible.

We must have accessible information....so I don't have my little discrete piece here and you have yours there. Everything should come together to form a whole. We need this especially in government departments because they are going to be the ones to make all of these policies (Interviewee 10, Medical Records Manager).

The provision of better service to customers and improvement in decision-making is required in organisational and technical infrastructures to support collaboration. To illustrate this idea, Interviewee 10 shared an experience from the health services:

In our area – hospitals in general – persons are tricky.... I have seen persons, especially those being treated with AIDS, go and get their anti-retroviral treatment elsewhere; however, when they come here, they say they have a skin problem. They are not telling you that is why they have it. It is overtime that you find out that they have AIDS...Now if we had a coordinated system, the doctors could just punch in the information and everything would come up.

By creating the infrastructural foundations, there can be convenient information access and exchange across departments. This would enable practitioners and government to make decisions based on the needs of citizens. According to Interviewee 08, Acting Chief Technical Director at one ministry,

The framework that is there will certainly help to reduce the insularity or 'turfism' of individual ministries, because they begin to see how they fit into the bigger picture as a group together.

Administrators have created thematic working groups to increase collaboration among government entities in Jamaica. These groups represent consultative bodies, which support the improvement of coordination, planning, implementation and monitoring of the programmes and projects for the NDP (PIOJ, 2009). Members of these groups came from different entities. Andrulis and Hirning (2002) asserted that turfism recedes when departments recognise that they form part of a larger government enterprise. Once MDAs recognise this, the staff will then be able to extend their services beyond the limited area of their entities and provide services the way that a customer wants them—not the way that the government wants them.

#### **4.2.4. Adapting to Changes in Work Practices**

As noted in the previous sub-section, to support collaboration in the development framework, government organisations will have to redesign processes; adapt to common rules and regulations among departments; link information processes between departments, and establish cross-enterprise access to data and information. As a result, substantial changes must occur in the work practices within government enterprises. According to Interviewee 15, social sector consultant for the NDP,

Sometimes they are resistant to change. They see something on paper and don't translate it into what needs to be done. They do things the same way nonetheless.

While Interviewee 15 interpreted the unresponsiveness of government entities to implement the policies in the NDP as individuals' inability to translate what is in the policy document, Interviewee 23, Chief Technical Director responsible for implementing critical changes in government entities, emphasised that this is not necessarily the case. Interviewee 23

believed that the introduction of changes in government entities to support the delivery of the NDP had inherent challenges:

One of the challenges that come straight to mind is the ability of the agencies to absorb some of the changes that are happening. It is not that you are stopping the work to do the change; the work has to continue because we still have a service to provide for the public but is changing at the same time.

This remark from Interviewee 23 suggests that administrators of the NDP have not allowed enough time or planning for transitioning entities. In effect, the inability to transition or incorporate the tasks required within entities leaves doubt about its capabilities to implement the NDP successfully. Interviewee 08, Acting Chief Technical Director in one ministry, observed the following:

People will come to the thematic working groups and be quite supportive of the process. Unfortunately, when they go back into their ministries it is not just about the joined-up aspect of government. It is about my ten core responsibilities and how well the ministry has been able to execute them. Those are the areas that the permanent secretary will judge [and] that will make the minister look good.

Administrators must seek to address the needs in government entities and connect the objectives of the plan with the other duties or goals of each entity. In this way entities can balance the needs in the NDP with other duties. Interviewee 23 noted that the answer resides in helping organisations to,

...create a good enough balance and get the work done in a realistic period and not having the department suffer and not providing the service necessary.

Balance between the original work of the entity and that required in the NDP is important. It helps to harmonise the required tasks and assist staff in changing gradually. Interviewee 23 balanced the work in their organisation by aligning their work with the objectives of the NDP as shared in the following excerpt:

The activities and the projects we are doing are aligned to the Vision 2030...If you look at the Vision 2030, it has in it accountability...we are...creating the accountability framework for senior managers and

our public bodies. Last year in our planning exercise...we invited [someone] from PIOJ to come...and ensure that we are on track...and doing what needs to be done to achieve the Vision 2030. We have actually done the proposal; it has been approved, so it is now...implementing it.

Alignment of the policies in the NDP with the work of MDAs is necessary for its success. This alignment will require changes in the duties undertaken by staff in these entities and the way they carry out those duties. It was highlighted in the NDP that "a reorientation of work processes, instruments, procedures and systems development will have to be undertaken; and staffing and institutional arrangements will need to be put in place" (PIOJ, 2009, p. 313) to support its implementation.

#### **4.2.5. Assigning Appropriate Human Resources**

The staff within government entities are required to support the transitional changes in government entities. They are critical to fulfilling the objectives of the NDP. Interviewee 23, Chief Technical Director, noted that despite PIOJ's role in developing the NDP, it is the workers within MDAs who are responsible for its outcome. The interviewee remarked:

You know the Vision 2030 is created by PIOJ but it is not PIOJ that is doing the work to achieve the Vision 2030, it is us the workers. It is all the persons on the ground that are moving towards achieving it.

This observation highlights the instrumental role that the human resources in the public sector plays in the feasibility of the NDP. According to Interviewee 05, education specialist at Jamaica's World Bank Office,

If the Plan does not go well it is because the wrong people are in place... Things will stagnate because of this.

If administrators use the wrong people to support the implementation of NDP policies and programmes, then this decision will negatively affect the outcome and delivery of the NDP. Interviewee 15 acknowledged that administrators did not fully address capacity challenges, and as a result, it has become a major setback for implementing the NDP. According to

Interviewee 15:

Human capital development is...central. Without that no matter what resources we have it cannot be used to our benefit. That's one of the major setbacks. One of the things we have...recognised...is a problem with capacity or the lack thereof in some organisations.

Capacity challenges are evident not only at the sectoral focus points but also among those monitoring the policies and programmes. Interviewee 08, Acting Chief Technical Director at one ministry, highlighted that challenge in the following comment:

In terms of the monitoring mechanism that has been established for Vision 2030, sometimes the representations on these committees are not necessarily the ideal. So you will have a ministry participating, but because the person who comes to the meeting...is not the appropriate person, they may not...influence their larger ministry to take action. That certainly does negatively affect how well you can monitor and coordinate.

Evidently, if administrators intend to meet the objectives of the NDP then they are required to seek to improve the existing capacity to accomplish the required tasks. Also, they should seek to ensure that personnel acting as a representative in thematic working groups are capable to undertake the task. Obviously, the selection of appropriate persons to support the implementation of the policies in the NDP is critical. Planners recognised this as the case and noted that there was an essential need for substantial resources, partnership and long-term commitment to training MDA staff. The intention was to develop partnerships with the Management Institute for National Development (MIND) and other institutions to provide training for public sector staff in areas such as results-based project management and analysis, monitoring and evaluation, and data management (PIOJ, 2009, p. 313).

In the two-year progress report for the NDP, it has been noted that administrators have been making some strides towards capacity development. The report highlighted for instance that administrators have engaged in "capacity development to support the monitoring and evaluation framework for Vision 2030 Jamaica including two one-week training in Results-

Based Management (RBM) for public sector staff" (PIOJ, 2012, p. 13). Other areas of training mentioned above were not discussed but it is obvious that the way staff are prepared for their new roles is integral to the NDPs success or failure.

### **4.3. Function of Information and Records in the National Development Plan**

In the discussion in §4.2, administrators of development projects and programmes identified the need for information to support the delivery of the NDP. In particular, they needed information to support the harmonisation of policies, collaboration in government departments and adaption to changes in the public sector. While interviewees indicated the need for information to support these areas, the underlying issues also suggest their need for records. In this section, an evaluation will be done on: (i) the significance of information to administrators of development programmes and projects; (ii) the need for records to support development programmes and projects, and (iii) the role of records in supporting the delivery of the NDP.

#### **4.3.1. Significance of Information in Helping to Deliver the NDP**

The interviewees demonstrated that the proactive use and sharing of information is essential to support national development. World Bank (1992) concurred with this idea by inferring that where information is unavailable or unreliable, it results in greater uncertainty and risk for decision-making in the development process. This suggests similar perceptions of information noted by Choo (1996) and de Alwis & Higgins (2001). Choo (1996) also added that information supports the management of environmental changes and knowledge generation, making it an intrinsic component of the activities in an organisation. Others also supported the view that information is vital for social purposes such as equality and intellectual empowerment of citizens (Gorman, 2007), economic advancement (World Bank,

1992) and overall development (Meso, Musa, Straub & Mbarika, 2009).

Seven of the 10 participants interviewed in this study about development issues viewed the acquisition, selection and processing of information as an essential aspect of national development. The following transcript from Interviewee 20, former government minister, shows that those integral to the development process in Jamaica believe that having information is central in determining a country's level of development:

If one is to assess the scale of development, should there be one, and rank countries on that scale, the findings would reveal that the more developed are the more informed and the least developed are the least informed... I think the access, acquisition, dissemination, and the availability of information are all vital requirements for development.

For this administrator the ability to access and disseminate information is critical to a country's ability to advance. Where information is unavailable to support the country's advancement, interviewees argued that it is harmful to national progress:

I have been on record many times in and out of government to say that the hoarding of information is harmful to policymaking, for development, and the national interest (Interviewee 03, Former Government Minister).

For these development administrators, information plays a central role in determining how quickly the nation moves from a developing, to a developed country. Information for them is imperative to support policymaking, development goals and the national interest. Table 4.3 highlights further perspectives about the role of information in national development shared by six of the 10 interviewees selected to represent development issues in this study.

**Table 4.3. Information Role in National Development**

Interviewee	Response
IN03 (PS)	Government can't make sound and coherent policies affecting the country, the national interest and the business sector without a disposable kind of information flow that is necessary (Former Government Minister)
IN05	If you have information, you can work from it. Working on hearsay may or may not be true and then you may or may not be doing the right thing. Information is power if used in the

Interviewee	Response
(DA)	right way (Education Specialist, World Bank)
IN08 (MDA)	Information is critical and important to literally anything that government does. It's important to inform decisions (Acting Chief Technical Director, Ministry)
IN15 (MDA)	If information is not available or stored, then there is a problem with accountability and transparency (Social Sector Consultant for the NDP).
IN20 (PS)	Information is critical, central in fact, because you can't make effective policies. It is almost tautologous to say that you can't make informed decisions without information. You can't make effective decisions, can't arrive at effective conclusions, cannot build meaningful consensus unless there is a platform of information that allows judgements, meaningful judgements to be arrived at (Former Government Minister)
IN23 (MDA)	Sometimes delay is the cause of lack of information. You need to do this work, but is the information readily available for you? If a consultant comes in...doing a review of a particular agency...does the agency have the relevant information readily available in terms of studies, policy documents, those kinds of things that you would need? (Chief Technical Director, Public Sector Modernisation)

Key: PS (Private Sector) DA (Development Agency) MDA (Public Sector Practitioner)

Based on the views highlighted in Table 4.3, the word "information" refers to at least two ideas. First, it is the process of informing; and second it aids administrators in learning from some evidence or communication about particular situations. These two uses of the term information are valid as the Oxford Dictionary defines information as "facts or knowledge provided or learned." In this sense, information is viewed as a process (Yeo, 2007). It involves access, selection and dissemination. The gathering of information may be from various sources. This could include media, blogs, personal experiences, books, journal and magazine articles, expert opinions, encyclopedias, and web pages to name a few. However, the type of information source will change depending on the needs that the individual or organisation is seeking to fill.

Table 4.3 shows the extent to which development administrators value information. For the administrators, information is incredibly significant to government decision making. Interviewee 08, for instance, remarked that

Information is critical and important to literally anything that government does. It's important to inform decisions.

Experienced decision makers emphasised very early in the discourse that information is critical, important, and central to their work. Interviewee 05, Education Specialist at the World Bank, noted for instance that:

If you have information, you can work from it. Working on hearsay may or may not be true and then you may or may not be doing the right thing. Information is power if used in the right way

As highlighted in Table 4.3, other interviewees concurred with interviewee 05 that having information is critical. They argued that having information helps to reduce delays and problematic situations in the decision making process. Table 4.3 also shows that administrators of development projects and programmes often require information to support: (i) effective policies making, (ii) timely, informed and effective decisions, (iii) meaningful judgement, (iv) accountability and transparency, and (v) meaningful consensus.

Development administrators generally believe that if they are able to access information then it will protect the fundamental rights of individuals, discourage habits of waste in the public sector, and improve the certainty of government policies (Barnett, 2002; Munroe, 2002). Most records management practitioners interviewed agree with administrators that good governance principles hinge on the availability of information to the public about the conduct of government business. Where this agreement usually ends, however, is whether information, in the general sense, can truly provide the evidence required to support the needs of administrators in all the areas identified. Whereas some are convinced that it can, others maintain that it cannot.

Take for instance the argument put forward by Interviewee 14, Registrar at a MDA, regarding information role in supporting accountability and transparency. Interviewee 14 insisted that information is insufficient to ensure accountability and transparency in the governance

process as illustrated in the following excerpt:

In answering requests from the Office of the Contractor General, he is not only asking for answers gathered from information, he wants to see evidence...For example, if he says he wants to see the procurement of the access for computers, you have to tell him not only the process but he must see every step in the process.

The need to see the steps in the process is critical to support accountability and transparency in government business. In this case, the role of the Contractor General<sup>6</sup> is to ensure accountability and transparency in the contracting process. The Contractor General monitors the award and implementation of government contracts to ensure that: they award contracts impartially and on merit; and the circumstances for awarding contracts do not involve impropriety or irregularity (Contractor-General's Act, 1999). The Contractor General must be able to access the relevant details, which outline the procedures followed, and importantly, the evidence of the transactions undertaken.

By having access to the evidence of transactions, the officer is able to evaluate the efficiency, economy, legality and effectiveness by which responsible individuals or bodies assumed their responsibilities for contracts. Through the Contractor - General's Act, the constitution encourages the provision of accurate and reliable evidence to govern the activities of responsible bodies, to meet the needs of accountability for public resources.

Based on the requirements of the Contractor General, having information is insufficient for providing the evidence required about the efficient management of state resources, accountability, transparency and ethical behaviour. The fundamental challenge here is that one can easily alter information based on the needs of the user. Shepherd and Yeo (2003)

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<sup>6</sup>The Contractor General is an independent, anti-corruption Commission of Parliament. The primary functions of the Contractor General are the monitoring and investigation of the award of Government contracts, licenses and permits. The role was established as a result of the Contractor General's Act in 1986.

explained that organisations design information products to disseminate information and ideas on a particular subject. In Table 4.3, Interviewee 20, former government minister, noted that:

Government can't make sound and coherent policies affecting the country, the national interest and the business sector without a disposable kind of information flow that is necessary.

However, Interview 20 noted in §4.2.2 that in many instances policymaking took place without effective guides. He cited the example of developing a policy for persons who wanted to become naturalised Jamaicans.

You had to live for a certain period in the country. You could apply if you were not a criminal and had no other impediments that would prevent your entitlement to becoming a national. However, that policy was not framed around any information that was gathered automatically, such as: From whence do our applicants come? How many applications were made over the last ten years? How many applications have we had? What is their educational qualification? How have they performed subsequently? Which regions of the world are they from? What is their motivation?

The point highlighted by Interviewee 20 that "that policy was not framed around any information that was gathered automatically" is significant. The comprehensiveness, accuracy and currency of the information gathered for naturalised citizens were defined by the importance that an organisation attached to the issue at the time.

It means then that the fluidity of information in organisations does not always meet the need for consistency required in some instances to support the course of development. If Jamaican society is to keep effective checks regarding accountability and transparency, for instance, it should be impossible to manipulate the content required to support claims. Therefore, while information sharing overall may enable citizen participation in the governance process, more is required to support accountability and transparency. The availability of credibility information is integral to the development process, in that, it helps

decision-makers to answer questions about approaches that they intend to implement; routes that are worth pursuing; and how to meet the needs of society. Although information is important to overcome some of the challenges encountered in the development initiative, it may not always support the needs of development administrators.

#### 4.3.2. Need for Records

While general information plays some role in supporting the delivery of the NDP, the results also show an essential need for records. However, administrators of development programmes and projects hardly made any distinctions between their need for information and their need for records. In fact, development administrators were more likely to use the term 'information' to describe instances where they needed records to support business activities or transactions. This finding is similar to that noted by World Bank and IRMT (2000) that "There is sometimes a lack of clarity about what is meant by 'records' in relation to the more general term 'information'" (p. 15). When asked about the role of records or records management in the national development initiative, eight of the 10 development administrators responded by making a connection with information.

**Table 4.4. Connecting Records Management with Information**

Interviewee	Responses
IN03 (PS)	When I saw it (Letter of Invitation) the first contribution I thought I could make is that... when I worked as a Minister..., in the Cabinet, information was critical to policy design and outcome... (Former Government Minister)
IN05 (DA)	I refer to records management as data...But yes because this is the kind of information that we need. If you have information, then you can work from it. Working on hearsay may or may not be true and then you may or may not be doing the right thing (Education Consultant, World Bank)
IN08 (MDA)	Information is critical and important to literally anything that government does. It is important to inform decisions... of course how you manage your records impacts how easily you can retrieve information whenever you need information to make certain decisions (Acting Director, Ministry).
IN15 (MDA)	There is a need within each sector for them to do records management and data collection. In Ministry of Health for e.g. one of the strategies there is to develop a database that is linked nationally and internationally that will allow ready access of information (NDP Social Sector Consultant Social).

Interviewee	Responses
IN20 (PS)	Anything in any sphere [would allow records management to be incorporated in the process of development] ... having managed a number of ministries –there were many areas where I came up on the inadequacy of information to make informed decisions (Former Government Minister).
IN23 (MDA)	You have to manage these records, records management is not only having the records, but it is storing and retrieval. If you don't have a proper method of storing and proper method of retrieval of information it becomes a challenge. We have found that how we manage our information retrieval and our own records management is important (Chief Technical Director, Ministry).
IN30 (DA)	Of course the broader economic context of compiling economic statistics and how you disseminate that statistics to the public could also be viewed as an aspect of records management but we don't get involved to the aspect of how the government efficiently store, retrieve and manipulate information (IMF Representative)
IN31 (DA)	I have worked in some projects in which what we basically did, we supported the digitisation of records in governments...First of all the quality of the information is important because if you lacked good quality information it was very difficult to proceed on good policies (World Bank Representative)

Key: MDA (Public Sector Practitioner) DA (Development Agency) PS (Private Sector)

As revealed in Table 4.4, development administrators viewed records in some instances as information and at other times as a source of information. Interviewee 03, former government minister noted that when he saw the Letter of Invitation to participate in the research, titled "Records Management in Support of Development Outcomes" noted that first contribution he thought he could make was that during his time as Government Minister "Information was critical to policy design and outcome..." Clearly, he views information and records as the same. Interviewee 08, Acting Technical Director at one ministry, on the other hand, saw records as a source of information:

Information is critical and important to literally anything that government does. It is important to inform decisions... of course how you manage your records impacts how easily you can retrieve information whenever you need information to make certain decisions.

These understandings of records are also evident in the literature. For instance, Penn, Pennix and Coulson (1994) made the assertion that a record "is a distinct category of information" (p.4). Although not everyone agrees with this assertion, the definitions presented in the records management literature often conform to it. To take one prominent example, the ISO 15489 record management standard defines records as "Information created, received,

and maintained as evidence and information by an organization or person, in pursuance of legal obligations or in the transaction of business” (ISO, 2001, p. 3). This definition suggests that a record is a kind of information.

Nevertheless, a closer examination of the ISO 15489 definition reveals that apart from providing information, records also provide evidence of an organisation's or individual's activities. To remove the complication of using the terms *information* and *records* synonymously, individuals have defined records simply as “recorded evidence of an activity” (Shepherd & Yeo, 2003, p. 2). This distinction of records as evidence is necessary to remove any confusion about the information that comes from records and materials produced purely for an informational purpose.

Like Yeo (2007), this study shows that there are contradictory views about the relationship between information and records. However, Roper and Millar (1999) explained that records include all the documents that institutions create or receive in the course of administrative and executive transactions. Nonetheless, since, development administrators perceive information as a process for gathering knowledge; a valid conclusion is that records provide information, which can improve administrators' knowledge. Furthermore, by using records, administrators can gather information required to meet their particular needs.

#### **4.3.3. Role of Records in Supporting the Delivery of the NDP**

In this study, as with others (Cain & Thurston, 1998; Cullivan, Anderson, Austin & Gallagher, 1992; Isaacs, 2002; Roper & Millar, 1999), records help administrators to understand the activities within organisations and provide support for government business. Interviewee 25A, records management practitioner, who has served as a records management consultant in

both private and public organisations for over fifteen years, noted that records are within organisations to:

Ensure that the organisation or whatever entity it is meets all legal and regulatory requirements and by extension [...] ensures accountability and transparency in operations. It is like a glue [...] to ensure that you have some historical references. Your transactions mean something that you entered into at a particular place in time, between particular individuals, and under set circumstances.

Here, Interviewee 25A is indicating that organisational transactions should: (i) reflect the facts about the activity undertaken (i.e., content); (ii) provide supporting information about the circumstance(s) in which they created and used the records (i.e., context), and (iii) reflect the relationships between constituent parts of the records (i.e., structure). The literature often emphasises that the content, context and structure are essential characteristics of an effective record (McLeod & Hare, 2006; Roper & Millar, 1999). In this way, records act as both evidence and a source of information.

As evidence, entities or persons subsequently maintain records to account for business activities and support transactions undertaken. Nonetheless, records typically contain information relating to the parties involved in an activity and the content or subject matter of the activity (Shepherd & Yeo, 2003). As noted in the example by Interviewee 25A, records may also contain information relating to other matters such as the political, organisation or social environment.

While the primary aim of development administrators is to find information to support decision-making, it is important to distinguish between information sources. It is true that a record is an information source, but not all information sources are records and so may not provide the kind of information as records. As concluded by Durrant (1995), "Innovative ways of identifying sources of information...to match needs of users still need to be researched

and tested" (p.7) in the Caribbean Region and Latin America. By effectively identifying the right sources of information, administrators can select the right policy, places and people to get the right results in the delivery of the NDP. It is therefore imperative for development managers to consider how they manage records as an essential information source to support the delivery of the NDP in the critical issues highlighted in §4.2.

#### *4.3.3.1. Using Records to Enable Consensus*

The first area of concern identified by development administrators was the need for consensus building among political administrations. "Consensus building (also known as collaborative problem solving or collaboration) is a conflict-resolution process used mainly to settle complex, multiparty disputes" (Burgess & Spangler, 2003, para. 1). Consensus building is widely used in the environmental and public policy arena in Jamaica, but is useful whenever multiple parties are involved in a complex dispute or conflict. One such conflict or dispute has been the approach required for national development in Jamaica. As emphasised in the discussion in §4.2.1 planners for the NDP have sought to create a plan for national development that is broad-based, non-partisan and inclusive. The process allows various stakeholders, therefore, parties with an interest in the problem or issue, to work together to develop a mutually acceptable solution.

The use of historical records was critical in enabling that acceptable solution for a national development plan. Before embarking on the plan, administrators had to do desk research, which pulled on documentary evidence for all aspects of their planning. This documentary evidence included previous plans and socio-economic policy frameworks as highlighted in the following quotation from interviewee 15, Social Sector Consultant for the NDP:

In terms of the plan itself, we looked at actual documented evidence of plans that were in place before. We found plans dating back to the

1940's, ten-year plans, a couple five-year plans and by the 90's we were looking at the medium term socio-economic policy framework. We looked at all these documents to find evidence of what has been done before. People in the planning agency have to keep plans about the sectors that are developing. They also have documentation about what is currently happening, and what has happened in the past, which we used as a framework for our planning.

Evidently, in order to create the framework of the plan, administrators had to depend upon the availability of and access to information held in records. Since the informational content found in records often extent beyond the reason for its initial creation, they were able to use it to support the broad scope of the NDP. As noted by Roper and Millar (1999), "The records provide a reliable, legally verifiable source of evidence of decisions and actions" (p. 34). Therefore, among the records held by government entities, administrators found the efforts of government administrations to improve the country, as well as the successes and failures that resulted from those activities.

Interviewees working as records management practitioners in government entities noted that records would prevent administrators of development programmes and projects from reinventing information. As highlighted in Table 4.5, records within MDAs would support research undertaken by development administrators, to help them understand what transpired, therefore, providing a frame of reference for development administrators. They then use the information found in the records as a guide to improve the framework for their planning. Hence, records help to support consensus building during the planning phase of the NDP, as stakeholders were able to see reliable evidence of what transpired and make decisions accordingly.

**Table 4.5. Use of Records to Support Consensus-building Process**

Interviewee	Responses
IN06	Instead of reinventing, you will know what took place before. Proper records management allows individuals to research what work went into an idea, concept, and a principle. It

Interviewee	Responses
(MDA)	helps because it documents what cannot work, steps and procedures, and our values, be it financial or historical. It contributes to decision-making bottom line.
IN11 (MDA)	I think this whole matter of establishing precedence and provide information on a timely basis for action.
IN13 (MDA)	Too often we are recreating the wheel or starting from scratch because we are not aware of what happened before. Unless it is something totally new, that hasn't been done in government already, an officer would want to go back to those past records for them to make a more informed decision on what is being done.
IN14 (MDA)	You need to study what happen then. What is there for us to build on? If you have no records, there is no way you will ever find out any information. It will help in decision that will aid the country in terms of its development.
IN17 (MDA)	Primarily our history should be documented. Therefore, if we do not have something to work with it is going to be very hard to make informed decisions. Persons using records can know what went on years ago, and use that information to see where they need to go. What were the mistakes that were made during that time, what is it that we need to do different now? Without records management and properly documenting things we are really at a lost.
IN21 (MDA)	If you put a lot of emphasis on records management, it tells you that you value your history because it is the records that inform people about their history
IN24 (PS)	You provide a frame of reference for when it is needed. You record the information that you need to access, document what you do, and how you do it.

Key: MDA (Public Sector Practitioner) PS (Private Sector)

The data extracts presented in Table 4.5 support the point that records are critical to support the consensus building process because it establishes precedence. To illustrate, Interviewee 06, Director, Documentation, Information and Access Services, remarked:

Instead of reinventing, you will know what took place before. Proper records management allows individuals to research what work went into an idea, concept, and a principle. It helps because it documents what cannot work, steps and procedures, and our values, be it financial or historical. It contributes to decision-making bottom line.

As illustrated by Interviewee 06 and other interviewees, records are essential in helping individuals to evaluate processes and procedures. This kind of evaluation is central in supporting consensus for policies, programmes and projects. As noted by Interviewee 24, Records Administrator:

You provide a frame of reference for when it is needed. You record the information that you need to access, document what you do, and how you do it.

The discussion in §4.2.1 highlighted that further consensus is required for the implementation of the NDP and sustainability among successive government administrations. As noted in

§4.2.1, the implementation of the NDP is a crucial part of the work of elected parliamentary party members who have a responsibility to oversee the entities in the public sector. These leaders are required to set collective aims, and mobilise actors and resources to fulfil the objectives of the NDP. Their support is also necessary to ensure continuity among successive government administrations for the duration of the NDP. Consequently, it is imperative that leaders and those involved in the process of implementing the policies, programmes and projects supporting the NDP are accountable in their roles.

When asked about how the structures for accountability can improve in Jamaican society, Interviewee 20, former government minister, remarked:

I think making parliament more effective as a vehicle for the accountability of the executive... To make parliament a more effective check on executive authority and monitor of executive actions which includes everything like a more effective functioning public accounts committee...and having a more effective and informed media structure.

A part of creating enduring institutions that support accountability is the ability of the country to implement regulations that hold individuals accountable for their actions and public forums, which can inform public actions to support accountability. This requires institutional arrangements to support improvement in the quality of governance, which is central to the delivery of the development initiative. As acknowledged in the NDP, the governance process should incorporate "the traditions, institutions and processes that determine how power is shared and exercised, how decisions are made and how authority responds to issues of public concern" (PIOJ, 2009, p. 111). Some of the NDP strategies for effective governance are to engage in constitutional reform; strengthen public institutions to deliver efficient and effective public goods and services; and strengthen accountability and transparency mechanisms.

In order to accomplish these aims particularly as it relates to ensuring successive governments to implement the policies, programmes and projects of the NDP, recordkeeping is essential. Records and the evidence they contain are instruments by which government administrations can demonstrate an overall commitment to the NDP (Roper & Millar, 1999). Administrators must rely on records to know the exact decisions taken, the procedures followed, the people involved and how decisions are enforced. Interviewee 15, Social Sector Consultant for the NDP, illustrated this in the following quotation,

Every process is documented. To monitor going forward we have what you call thematic working groups and we have records of every meeting... So, for example, for the outcome, Security and Safety, the thematic working group actually works as an oversight committee to look at the progress made in each of the national outcomes. We have a file that is kept with minutes, agenda of meetings and our attendance. So every meeting has an attendance list, it has minutes for the previous meeting, anything that is presented we keep a record of it. This is how we monitor how we are progressing, so we can develop. Then of course, we are working on annual reports that will document those. Each agency presents their report, so we can then see how we are progressing with the plan and that is then added to our reports.

An infrastructure of policies, systems, standards and practices is present to support the delivery of the NDP goals. However, although this structure is present, it is without value if it does not have the capacity to keep and maintain authentic records, required to support the delivery of the NDP programmes and projects. Without the creation of records from meetings and other activities, it is difficult to hold successive government administrations accountable for their role in the implementation of the programmes and projects supporting the delivery of the NDP. Thus, in creating and maintaining records of activities, successive government administrations can prove that they have supported and coordinated efforts geared towards the delivery of NDP.

#### *4.3.3.2. Records and Harmonisation of Policies*

The second requirement identified in §4.2 was the need to harmonise policies. Like Agere,

Lemieux and Mazikana (1999), this study also found that records are critical to the policymaking process. The data extra from Interviewee 08, Acting Technical Director at one Ministry, shows that development administrators require records to design policies:

Certainly as technical officers, we try to use records to shape policy, to design policy, because in government we have moved away from developing policies and programmes because we have a gut feeling and a gut instinct. I mean it is all about now making informed decisions or decisions that are informed by evidence.

This data extract highlights the idea that evidence must underpin sound and coherent policymaking. As noted in §4.2.2, the systematic support for evidence-based policy to enable rational decision-making is often encouraged in the literature (Bertin, 2005; Sutcliffe & Court, 2006). Bertin (2005) argued that the evidence-based policy is only as good as the quality of the underpinning evidence. However, according to Interviewee 20, former Government Minister, this is not always the case in Jamaica:

Where records exist, they are not brought to bear enough... I think the absence...leads to many errors in policymaking and it is costly in straight financial terms to the country. I think that part of what really is needed, and I don't think we are there as a country is to be...evidence-based but it is a work in progress.

As noted in the Public Sector Modernisation Vision and Strategy for Jamaica, one of the public sector's main functions is to evaluate policy options and provide ministers with advice about government policies. However, "Without sound, objective advice Ministers are unable to assess the extent to which sustainable national development is being achieved" (Cabinet Office, Jamaica, 2003, p.10). Nevertheless, this study shows that ministers are not always able to do this assessment satisfactorily.

Interviewees who worked as ministers frequently demonstrated that the information they required to support the policymaking process was not always forthcoming or credible. Take for instance the following example by Interviewee 20 regarding the case of granting

citizenship to individuals who wanted to become naturalised Jamaicans:

You had to live for a certain period in the country. You could apply if you were not a criminal and had no other impediments that would prevent your entitlement to becoming a national. However, that policy was not framed around any information that was gathered automatically, such as: From whence do our applicants come? How many applications were made over the last ten years? How many applications have we had? What is their educational qualification? How have they performed subsequently? Which regions of the world are they from? What is their motivation?

To understand what is happening in the environment, particular facts must be gathered, organised and managed, so that administrators may know the state of affairs before making decisions. Adequate information around those questions highlighted by Interviewee 20 would have been instructive in framing an official policy for becoming a naturalised Jamaican. However, Interviewee 20 pointed out, "That policy was not framed around any information that was gathered automatically" to help develop a sound policy for granting citizenship. As

Interviewee 03, former government minister, explained:

The government cannot make sound and coherent policies affecting the country, the national interest and the business sector without a disposable kind of information flow that is necessary to understand what was happening in the environment. Information is critical to policy design and outcome.

Lack of information on key issues is an impediment for decision makers seeking to take appropriate actions. The information that was necessary to understand what was happening in the Jamaican environment regarding naturalised citizens was lacking and thus absent to support the policy design and outcome. Oftentimes, development administrators encounter challenges in finding the required approaches and courses of action as illustrated by

Interviewee 08, Acting Chief Technical Director at a government ministry:

In the Ministry of Education in terms of the special education policy, we have a policy where all teachers should become teachers of special students and that all schools should have a special resource centre. That's the ideal because you want children with disabilities to be incorporated into the normal traditional schools. But, do we really have the resources to do that? Unfortunately, because we don't have the

resource to do that, we may have a sprinkling of schools around to execute this policy and maybe 10 or 15 years down the line the sprinkling may increase, but it certainly won't be every school that has it. But yet we have a policy speaking to every teacher being a teacher of a special student and every teacher having these sorts of skills and classes...

As explained by Interviewee 08, the authorities may have the best intention regarding the implementation of this special education policy, but sufficient knowledge is also required to understand the suitability of policies in the society to meet the challenges and support students with special needs. According to Agere, Lemieux and Mazikana (1999), "In developing a policy, the challenge is for decision-makers to find new approaches and alternative courses of action which leave room for further initiatives by the actors in the policy process" (p. 6). As noted in §4.2.2, the evidence for the formulation of policies must be based on accuracy, objectivity, credibility, generalisability, relevance, availability, rootedness and practicality.

To support these criteria, administrators depend upon a vast research agenda, information and records (Agere, Lemieux & Mazikana, 1999). However, interviewees highlighted that the weaknesses in the information systems and existing administrative records within MDAs inhibit the required analysis needed by development administrators to support policymaking. Therefore, as stressed in the example presented by Interviewee 20, the quality of the information needed to support decision-making is poor. Often, when they seek to find support for an action, a record with the supporting information required to answer it, is missing.

#### *4.3.3.3. Records Management and Collaboration in Government Entities*

The third challenge that presently impedes the delivery of the NDP is the ineffective collaboration of government entities. There is a critical need for MDAs to support each other in the activities they undertake particularly where services are connected. As noted in §4.2.3,

MDAs often operate within a siloed environment where entities routinely delivering similar services to the same customers hardly connect with each other.

This divide often results in administrative problems, as it does not generally support customer service across the public sector. Thus, the public service often fails to enable common service delivery. For instance, the example shared by Interviewee 19 in §4.2.3 regarding the issuing of a ticket by the police, demonstrates a lack of seamless service to citizens. The examples shared by interviewees also illustrate that government departments need to increase business efficiency and improve knowledge management. Interviewees narrowed the challenge of collaboration to the inaccessibility of information as noted in the following excerpt by Interviewee 31, World Bank Representative:

Well in Jamaica, the whole government is paper-based and unless you digitise the system, when you go for example to do anything, all the ministries may have their own databases but they duplicate the effort, which is a waste. Therefore, they need to start collecting data and use developed systems like in other governments where there are shared systems, for example, in procurement....It will not only generate better information quality but also save in terms of not having to buy things that cannot be maintained later on. Also, the overall recordkeeping is done manually so it is very difficult going through papers to look for information that was done few years ago.

As indicated here, by creating the infrastructural foundations, there can be convenient information access and exchange across departments. A reliable and accessible evidence base is vital for all aspects of government business, particularly the right to information and open data, which are dependent upon the ability to access reliable records.

Well-managed records provide clear and durable evidence of what the government has promised, what it has done, what services it has provided and how it has spent public funds. Weak records controls result in an ad hoc, potentially misleading national evidence base that opens opportunities for manipulation, corruption and fraud; weakens citizens' ability to claim fair rights and entitlements; undermines the ability to plan and monitor policies and services;

and makes open information difficult. The quality of the records, especially new forms of digital records, depends on the strength of the control regime, including laws, policies, practices, structures, and skills as developed through international professional collaboration and defined in international records management standards.

As highlighted by Interviewee 31, managing official records to support collaboration across government is a systemic issue rather than an issue relating to any particular type of records.

Interviewee 31 added:

There is no way they can stay the way they are. There is the issue of the quality of service delivery and usually that is a key issue in many governments. For example, there are constraints in reaching out to the most needy at times because of the cost. But the cost becomes a factor especially in governments that are inefficient because of course the cost for reaching this small group in the middle of Jamaica is much higher. Now, if you can systematise, for a more efficient administration, then you could save millions of dollars every year.

As digital information systems replace paper-based systems, it is essential that records in digital form are capable of providing the evidence upon which governments and citizens depend. Unfortunately, digital records created and held in ICT systems are highly vulnerable, and unless protected, their value as evidence diminishes rapidly from the point that they are created. In particular, if computerised systems do not systematically capture structured metadata (data describing the context, content, structure and management of the records) the information will lack legal value, simply because it will not be possible to demonstrate that it is authentic and reliable. It also is fundamental that digital records and their metadata should be transferred as early as possible to specialised preservation facilities for safe and secure storage through time and technological change.

Inaccurate or incomplete source records result in misleading data that can reduce trust in the government. Moreover, when data and its associated metadata is not protected and

preserved systematically, it can easily be lost, lose its value as evidence or hinder exchange between information systems. As databases are used, changed and updated over a period of years, especially when several authorities maintain them jointly, it is essential to document the context of how they are created and altered to support future sharing, access and long-term management. Records management has been developed internationally to support systematic control through time.

As Jamaica, through the NDP, seeks to become the place of choice to live, work, raise families and do business, citizens are expecting greater service delivery particularly from public entities. With the need for greater service delivery, the expectations of the benefits of information systems are also growing. Consequently, it has become increasingly important to connect public records, data, and the systems used to create and manage them.

#### *4.3.3.4. Role of Records in Enabling Changes in Government Entities*

As discussed in §4.2.4, it is difficult for some MDAs to adapt to the changes required to support the delivery of the NDP. Managers often encounter challenges in implementing the NDP policies and programmes in government entities. Some managers claim that they have little time to prepare for the changes as illustrated in the following excerpt from Interviewee 23, Chief Technical Director for one programme:

One of the challenges that come straight to mind is the ability of the agencies that you are working on – the absorptive capacity of them to absorb some of the changes that are happening. You are not stopping the work to do the change; the work has to continue because we still have a service to provide for the public but is changing at the same time.

It is difficult for entities to implement some the changes required to support the delivery of the NDP while contending with competing priorities. With the competing priorities, it can be difficult for MDAs to implement the policies and programmes in the NDP. As revealed by

Interviewee 08, Acting Chief Technical Director in one ministry:

Some things are not necessarily on the policy agenda of government. So some are still trying to grapple with ensuring that we roll out what is there. We have set up monitoring mechanism through the thematic working groups and people will come to the thematic working groups and be quite supportive of the process. Unfortunately, when they go back into their ministries it is not just about the joined up aspect of government it is about my 10 core responsibilities and how well the ministry has been able to execute its 10 core responsibilities. The Permanent Secretary will judge those areas. Those are the areas that will make the minister look good.

Individuals also found it difficult to adjust their work schedule to incorporate the requirements of the NDP in their entities, as this would infringe on their other roles. However, as interviewees repeatedly indicated, the only way to make the NDP a reality is if MDAs begin to action what is in there. Nonetheless, it is evident that periods of organisational change can be a stressful time for staff. Therefore, employees in MDAs will display some resistance to change:

It is just a few of us here and we need to promulgate the plan across the nation - that is a challenge. Another thing is the capacity within the delivery entities. Sometimes we do not have the capacity to deliver the things we need to deliver and the resources to deliver them. A third thing is - you may not find this happening overtly - but sometimes we are resistant to change. They see something on paper and do not translate it into what needs to be done, they do things the same way nonetheless (Interviewee 15, Social Sector Consultant, NDP).

Administrators of the NDP oftentimes encounter resistance to change because they have limited capacity and insufficient resources within MDAs to undertake their duties. Although resistance to change is normal, multiple sources of resistance often exist. Pardo del Val and Martínez Fuentes (2003) highlighted three sources of resistance to change: (i) individuals having a wrong initial perception of the changes needed; (ii) low motivation for change, and (iii) a lack of creative response. However, these authors found that the more prevalent source of resistance to change is related to the difficulties created by the existence of deeply rooted values in the implementation stage of the change process.

Administrators can proactively address the challenges encountered in the implementation of changes. The administrators of the NDP need to recognise, comprehend, and help leaders manage resistance throughout MDAs. This would require careful planning and preparation. This planning and preparation requires significant support from documentary evidence. Documentary evidence in the form of records is a basic tool of information, which should help administrators of the NDP in auctioning the plan into MDAs.

We use it for decision-making, we use it to look at how we craft an operational plan for the next year. Records are also used for putting together of training plan for staff because the records of the previous year are audited to see our gaps. We use it also to look at pros and cons, in some places it is called gap analysis of the organisation (Interviewee 14, Registrar).

To work effectively, and support the delivery of the NDP in all sectors, records are essential to provide overall strategic direction. Records provide greater awareness within public sector entities as noted in following quotation by Interview 11, Archivist, who has served in both public and private institutions:

Through records you have a feel of what took place already. You don't have to go and reinvent the wheel over and over, and it points you in the right direction.

When reforming the public service, information is necessary to evaluate critical entities (Agere, Lemieux & Mazikana, 1999). The information found in records often includes what these entities are like, the plans they have for change, their overall objectives, how they have behaved in the past, the way they are structured and are supposed to function, what procedures staff are required to follow and identify the staffing and finances of the entity.

Well-managed records provide clear and durable evidence of decisions made and actions taken within MDAs in Jamaica. Interviewee 23, Chief Technical Director for one department responsible for leading changes in MDAs commented:

In our work we create a lot of documents: modernisation plans,

expenditure plans, different studies, reviews and so on. It is important that as a division we have these properly catalogued and stored so retrieval can be done easily. We need to be able to access these information to show the before and the after. Because for what we are doing, there is no blueprint. It is a learning process of what has happened before, and learning from the lessons learnt. We have found that it is important how we manage our own records. We can benefit in here from better records management to inform the way forward.

As indicated by Interviewee 23 and other interviewees supporting changes in MDAs, records are critical to support their work and the delivery of their programmes. A lack of records is likely to result in ad hoc, and often distorted national evidence-base that weakens the ability to plan and monitor programmes. This results in difficulty for effective decision making going forward. One illustration of this challenge was in Lemieux's (2001) doctoral research mentioned in §2.2.2. Her findings emphasised that the failure of Jamaican commercial banks to establish systems of internal accountability and control in the 1990s, obstructed the economic development initiative in Jamaica (Lemieux, 2001). Lemieux reported that one of the crucial bases for internal control and sound decision-making in organisations is effective records accountabilities and controls.

When accountability systems become weak because of ineffective record keeping, management was unable to access the information needed to maintain operational control and make sound decisions. These leave businesses weak and vulnerable to collapse. Thus, when changes were required, they were difficult to implement. Today, even as MDAs are implementing the policies in the NDP, some of these entities face similar challenges.

#### *4.3.3.5. Records in helping Organisation to Assign Appropriate Staff*

As indicated in §4.2.4, in order to deliver the development initiative in Jamaica, MDAs will act as sectoral focal points. These sectoral focus points undertake roles such as linking the corporate and strategic direction for each sector; identifying units within government entities

to assign monitoring and assessment roles; identify colleagues to interface with technical specialists; and timely preparation of sector reports that will culminate into the annual progress report for the NDP. Therefore, it is essential to select the appropriate individuals to support these roles.

The assignment of the appropriate individuals into particular roles is imperative to the success and delivery of the NDP. Interviewee 05, Education Specialist at the World Bank Jamaica Office and Interviewee 08, Acting Technical Director at one ministry, indicated in §4.2.1 and §4.2.5 that human resources governing and implementing the policies in the NDP are crucial to its positive delivery. Interviewee 23, Chief Technical Director, remarked that employees within MDAs are responsible for the positive outcome of the NDP:

You know the Vision 2030 is created by PIOJ but it is not PIOJ that is doing the work to achieve the Vision 2030 it is us the workers. It is all the persons on the ground that is moving towards achieving that.

Interviewees observed that administrators must seek to assign the right people to various roles to support the transitional changes in government entities. Yet, as gathered from §4.2.4 and §4.2.5 some of the individuals assigned to leadership roles in MDAs are not always the appropriate persons to support the policies, projects or programmes for the NDP. One director acknowledged that their department was out of their depth when it came to implementing policies and their corresponding projects and programmes because of the limitations that staff encounters.

Interviewee 15, social sector consultant for the NDP interpreted the attitude of the human resources in the public entities as resistant to change. The interviewee found it rather challenging that those who are supposed to be leading the change in entities, failed to action the plan. However, Interviewee 23 contended that the resistance to change observed in

public entities did not result so much from the inability of the human resources to carry out their functions. Rather, the resistance to change is because of the competing priorities they are required to support.

Thus, the idea that employees have to contend with competing priorities, suggests that administrators of the NDP did not sufficiently assess the roles of those they required to assist with the implementation of the NDP policies. Additionally, administrators have not completely rationalised how the requirements of the policies would complement the prior roles of employees, and in some cases, particular entities. The discussion in §4.2.5 pointed out that the job descriptions, objectives and functions of the human resources in MDAs seem to be either absent or not clearly outlined.

Having a clear understanding of the human resources within organisations and their responsibilities is critical when assigning additional duties to staff. Basic statistical information about the staff and the entities is required to make a quantitative evaluation of the needs of the staff, so that administrators can do the required personnel management and planning (Agere, Lemeiux & Mazilkana, 1999). Without records outlining the clear goals of these entities, it would be difficult to review the conduct or performance of the staff supporting the NDP. The records within the institutions provide a source of information about the institution and their immediate environment as noted in the following quotation by Interviewee 13, Director, Documentation, Information and Access Services:

It is just yesterday I went to a meeting with the public sector transformation team and they were looking at Human Resources functions. Somebody had a bright idea that they wanted to see how records management can impact Human Resources. When all the presentations were made it was said that it is like we have come full circle. A part of records management is communication and bringing information together to the advantage of the organisation. The sad thing is that we have a culture that does not clearly value this

information. In most first world countries, their governments have this kind of information as a pillar. Until we can get to that stage, we are going to be woefully lagging behind.

As indicated by Interviewee 13, records should support improvement in communication and provide information, which would help government public sector transformation programmes by providing directors with a sense of what is happening within entities. All MDAs generate personnel records. "Personnel records play a vital role in providing the information needed by organisations to manage...staff members, plan their workforce requirements and monitor staff performance" (Griffin & Hoyle, 2009, p.1). Personnel records provide a basis for the planning and decision-making required by administrators assigning duties to staff in MDAs to support the delivery of the NDP.

Performance appraisals are currently a requirement in Jamaica's public service. The Government of Jamaica introduced the Performance Management Appraisal System (PMAS) across the Public Sector in 2006 out of a need to transform the public service. The PMAS enables: (i) common understanding of job requirements among staff, (ii) reviews individual performance against mutually agreed Performance Standards, (iii) provide feedback on performance, and (iv) improve communication between managers/supervisors and other staff to foster a more open and participative environment (cf. Cabinet Office, Jamaica). This appraisal helps MDAs to document and monitor the nature and effectiveness of each employee's work.

Consequently, in appointing individuals to support the delivery of the NDP the appraisal process also allows administrators to review and agree specific work objectives for staff. Assessment reports provide one means of monitoring the overall operational effectiveness and continuing development of MDAs as it relates to the NDP. In cases where administrators

consider individuals as unsuitable, performance appraisals can serve as critical evidence of the problems or concerns raised and actions taken.

The evidence presented in this section shows that records have a central role to play in the delivery of Jamaica's NDP. Records support the building of consensus, harmonisation of policy, enabling of collaboration among government entities, adaption to changes and identifying appropriate human resources. Although the first research question was answered by setting out in this section the role of records management in supporting the delivery of Jamaica's NDP in terms of how those involved in the process view the challenges, the researcher has also uncovered some mismatch around the terms information and records.

Therefore, this chapter will end by looking in a bit more detail on the role of records management in supporting national development. Section 4.4 will highlight: (i) the difference in perspectives between the views of the development managers and the records managers regarding records management based on the interview data, and (ii) stories from the press to end with some examples of problems being reported that illustrate the general point that records management does have a role in supporting the delivery of Jamaica's NDP.

#### **4.4. Records Management and the Delivery of the NDP**

Efficient and effective records management within organisations is necessary to enable positive outcomes in the NDP. The findings are generally comparable to those of Yaacob and Hashim (1994). Like Yaacob and Hashim, the findings here show that administrators of development programmes and projects recognise the need for records to support their work. With the importance of records to help them to understand organisational activities and support government business, more administrators of development programmes are recognising its benefits to their work.

Thus, administrators of development programmes perceive records management as important to support their work by providing access to information when it is required and highlight changes that have occurred while undertaking an activity. Additionally, development administrators have noted that records management helps to build the relationship between the government and development agencies as suggested in the follow quotation by Interviewee 30, International Monetary Fund (IMF) representative:

Records management...broadly speaking would play a role to the extent that the government had to be more transparent as to undertake certain governance related procedures that would ensure the dissemination of policy. Take for example the idea of ensuring that the government supplies information to the fund on its fiscal accounts. That would obviously involve records management.

Records management often supports public sector accountability, particularly financial accountability, which is a very high on the priority of bilateral and multilateral aid agency agenda (Barata, Cain & Routledge, 2001). Administrators of development projects and programmes also identified that records management is critical to support financial accountability. Therefore, the government is beginning to identify the need to improve records management systems as part of the wider institutional capacity building and policy reform:

I will agree ... that records management broadly speaking in the ways I have outlined which is data gathering, storage, retrieval and that sort of thing, is absolutely crucial and it is recognised as such...(Interviewee 03, former government minister).

Development administrators accept that records management forms a central aspect of their work. However, while administrators accept that records management is essential to support the delivery of development programmes, records management practitioners doubt administrators' commitment to records management programmes. Practitioners are concerned that the importance of records management is not always evident among administrators as outlined in Table 4.6. Seven of the records management practitioners and one of the development administrators interviewed noted that administrators typically gave insufficient attention to the records management role in the development process.

**Table 4.6. The Value of Records Management in National Development**

Interviewee	Response
IN07 (MDA)	I believe the role of records managers and records management in general is being underestimated. We play a very important role in development in general.
IN11 (PS)	I think they've ignored records management. I don't think that in that whole thing there is mention of the importance of records. I don't think they see any role. I think it is lacking, even in the transformational programme, only now since last week, they suddenly realise that records management is to be looked at. So they don't see the relevance of records management.
IN12 (MDA)	I think the records management and by extension the records management staff in an organisation supports this whole process of development of a people, of a country, of a nation though subtle it might be. It does help the process.
IN16 (MDA)	Yes, I do think so, but it is not seen otherwise. Because often times I wonder for instance, when our ministers go into parliament and they hold this and talk about this, where do they think the information comes from. All of that information is generated from every health records department island wide and if it wasn't for them they couldn't get it, because we are the ones who have to prepare that information to be presented to them. And in planning for disease control for preventative measures and so forth, that is important for development.
IN17 (PS)	In terms of our direction regarding development, records management can significantly impact how we move forward. One way is that we do not repeat the errors of the past. In order not to do so we have to know what we have done. ... You are seeing pretty much the absence of records management in our country
IN18	Right now I don't think it is playing the role that it should.
IN22 (MDA)	The unfortunate thing is that the role that it plays is largely seen by records managers and not by anybody else. We don't sometimes recognise the significance of what we have or the things that are of value to us until we lose them; then we mourn and bewail that loss.
IN23 (MDA)	I am sure you have read the 2030 Vision, and records management is going to be so important. And I found even more in offering good service, records management is so important. You can't do it without having a proper records management programme. It is like the forgotten child, the background child, which drives the organisation.

Key: MDA (Public Sector Practitioner) PS (Private Sector)

These interviewees repeatedly argued that development administrators have been unsuccessful in incorporating records management needs into the framework of the NDP.

Interviewee 11, Archivist, argued:

I think they've ignored records management. I don't think that in that whole thing there is mention of the importance of records. I don't think they see any role. I think it is lacking, even in the transformational programme, only now since last week, they suddenly realise that records management is to be looked at. So they don't see the relevance of records management.

As revealed in Table 4.6, Interviewee 11 is not the only practitioner who describes the records management role in the development framework as being poorly represented. Interviewee 07, Director, Documentation, Information and Access Services also remarked:

I believe the role of records managers and records management in general is being underestimated. We play a very important role in development in general.

Consequently, interviewees described records management role as being ignored, underestimated, subtle, not seen by anyone except practitioners, absent, forgotten or in the background, and unrecognised.

Any valid assessment of the role records management in national development framework might be expected to show the consistency between the opinions of practitioners and the evidence used to judge whether development administrators are able to sufficiently incorporate records management in their plans. The opinion of Interviewee 23, Chief Technical Director for one programme supporting the NDP, validates the point made by practitioners:

I am sure you have read the 2030 Vision, and records management is going to be so important. And I found even more in offering good service, records management is so important. You can't do it without having a proper records management programme. It is like the forgotten child, the background child, which drives the organisation.

This negative perception, mainly by practitioners, of the way development administrators perceive records management may derive mainly from their experience working in the field. It may also be a result of the emphasis placed on the need to manage information generally, and not focussing on the specific need to manage records to support the delivery of the development initiative, as illustrated in §4.3.

However, when asked by Interviewee 15, Social Sector Consultant for the NDP, why records management did not appear in the NDP, he gave the following response:

You wouldn't see records management as a theme in itself except when you need to look at how different areas operate...In terms of the plan itself, we looked at actual documented evidence of plans that were

in place before ...to find evidence of what has been done before.  
...They have to keep a record of what they are doing. Therefore, you  
will see it coming in like that when they do the reports.

While the NDP document does not outline the specific role that records management plays in the delivery of the NDP, both development administrators and records management practitioners believe that records management has a critical role. Nonetheless, the underlying challenge that practitioners in particular have is that since there is no emphasis on records management in the NDP document it is difficult to foster a culture that supports records management, which in turn supports the delivery of the NDP.

Some administrators agree with practitioners that greater focus must be on the management of records to support national development as highlighted in the following excerpt by Interviewee 08, Acting Technical Director, in a ministry:

Certainly in government we need to improve our managing of consultants' records and reports, and studies that are done by the various ministries. In addition, you know in this system ministries change, something that is a subject now is not a subject tomorrow. What happens when subject changes? Who holds this information when subject changes? You know I think it could potentially be a problem, but we need to improve.

While the administrators of development programmes and the NDP set the stage for substantive policy changes throughout government, one real impact will be in changing the culture of how the government manages its records. This change will require that all government employees become familiar with their records management obligations and that agency leaders make records management a priority. Already administrators have created the groundwork for moving the central government out of simply managing paper records and calling for greater integration of systematic information sharing across MDAs.

What we try to do is to recognise that it is a joined up process, it is not just the economy, it is not just the social sector of the environment; it is the interaction of these things in a way that is complimentary that leads to development. Therefore, it is no longer all focus on the economy but

looking at the different parts. Hence, in our operations we have tried to be more joined up that way rather than having them in silos (Interviewee 15, Social Sector Consultant, NDP).

This highlights the requirement for collaboration and the need to manage records. As this new records management mindset becomes routine, MDAs seek to reap benefits from greater opportunities to share information within and across entities. This type of information sharing will inspire a collaborative approach towards government decision making and allow for the development of more effective and cost-efficient policies and practices. Intra and inter-entity collaboration may also lower the cost of agency operations by decreasing redundant efforts and allow for more regular valuations of the effectiveness of programmes. As the NDP seeks to cost-effectively improve Jamaican society, good records management will present an opportunity for innovation through collaboration with internal and external stakeholders. However, the challenges that exists in records management practice suggests that this kind of collaboration is presently difficult to achieve.

#### **4.4.1. Challenges in Records Management Practice**

As noted in §1.1.2, records management is the “field of management responsible for the efficient and systematic control of the creation, receipt, maintenance, use and disposition of records...” (ISO, 2001, p.3). Thus, the way practitioners handle the creation, receipt, maintenance, use and disposition of records is critical to the availability of records when required to support processes in national development. The following subsections highlight some of the challenges practitioners encounter in the management of records in Jamaica.

##### *4.4.1.1 Records Creation and Capture*

Organisations create records to assist them in ensuring that they can adequately account for business activities. However, often practitioners in Jamaican organisations in their responses

illustrated poor practice in records creation. Interviewee 18, who has had over thirty-five years practical experience in records management remarked,

The business enterprise is moving in an electronic world while the records management function is still in a legacy paper system... The challenge is that there is a disconnection between the way we create and accumulate information. The creator of records now has the means to store it and do everything on the computer....The quality of the information is no longer complete...accurate or [can be] identified as records.

When practitioners are unable to link the structure of the record to its content and context, it is difficult for users to understand the record. If users do not understand the records, they cannot effectively serve as evidence of the business process. According to the International Standard for Records Management (ISO 15489-1), which Jamaica has expressed interest in adopting as a national standard, (see discussion in Alexander-Gooding & Black, 2005), records should possess qualities of authenticity, reliability, integrity and usability (ISO, 2001, p.7). However, these qualities are often lacking as illustrated by interviewee 18.

These qualities are lacking because creators of records often do not register records in any formal system, as most organisations lack procedures to do so. In some organisations, the responsibility rests with the staff to create appropriate records, without sufficient guidelines.

...I think it goes back to the individuals who are working in the division, [whether they have] some amount of appreciation for records management....I say this because early last year we did this mini survey to see if persons...filed correspondence, and we found that none of that was happening. Some persons said, I just have it and when I have the time I'll put it together (Interviewee 32, Records and Information Manager).

Sometimes records practitioners rely on staff in different divisions of the organisation to adequately complete procedures for records creation without the necessary guidelines to undertake the task. In such cases, staff may choose to create records whenever it is convenient. They may 'put together' records that are unable to support the organisations'

activities.

The administrative staff would just file the records how they think best based on their limited experience of records management and of course according to the dictates of their bosses. And so, we found several files of similar content but they had different titles [and] different records series - well they didn't even know about records series - so we had to get to work to actually start to resolve that challenge...(Interviewee 21, Records Manager).

While staff create records as a natural part of business activities, the actual management of those records requires the direct intervention of knowledgeable practitioners to support the making of adequate records. As articulated by Interviewee 21, the process of records creation requires individuals who understand the activities for it to be successfully undertaken. The creation of records requires more than simply filing the records. Individuals responsible for the process must be selective in the records created, use appropriate structures, and understand concepts like records series. Understanding these and other essential ideas in the records creation process are necessary to support the authenticity of the records.

Practitioners in Jamaica also encountered challenges in capturing adequate records as well. This is a challenge with both paper and electronic records. Records capture is also imperative, as organisations are required to establish physical and intellectual control over the records. This is required to support the needs of the organisation. According to Shepherd and Yeo (2003), organisations capture records based on three broad areas: business, accountability and cultural purposes. If practitioners fail to capture records to meet these interests, then it is very difficult for organisations to meet both internal and external demands as apparent in the following quotation:

Some persons said, I just have it and when I have the time I'll put it together and then when it comes to preparing a document on behalf of the organisation or just simply replying to a request that has been made, it is difficult because you cannot find the correspondence. They

will have to call back the organisation to have them send another copy of the document that was sent about a month or so before in order for that business transaction to be dealt with (Interviewee 32, Records and Information Manager).

Based on the evidence presented here, practitioners cannot depend on staff to capture records, nor can they rely on other organisations to provide reliable evidence of transactions. While in most organisations employees usually create a file of the work they have completed, there are often challenges with those files:

...We found several files with similar content but they had different type titles, and different records series. So we had to get to work to actually start to resolve that challenge (Interviewee 21, Records Manager).

Often, employees stored multiple copies of files, because they are uncertain about which records to keep and why they should keep them. This uncertainty results in system congestion and unnecessary storage. This practice may become chaotic overtime, owing to the fact that employees usually do not address issues around retention and accessibility.

Additionally, it may not always be the case that other organisations will be able to produce a copy of the record. This practice places organisations at risk by compromising the integrity of the records management programme and records. It is difficult to justify the actions of other organisations and account for the authenticity of their records. Finally, where records are missing, organisations are unable to efficiently and effectively serve customers. In Interviewee 32's organisation, they placed the business activities on hold because the records were lacking. When organisations lack guidelines for records capture, the records captured cannot adequately support the needs of both internal and external customers.

Commonly, staff use information technology tools to generate electronic records. As Interviewee 13, Director Documentation, Information and Access Services, asserted,

While we use PCs, word processing and all of that, everything comes

back to the registry system in a manual format. The electronic records like our e-mails right now unless they are downloaded; they are not captured and managed at all. This is one of the things, moving forward, the public sector really needs to look at. For us in this Ministry... we are just trying to relieve the problem. We have just awarded a contract a few months ago to implement an electronic document management system. You'll notice it is not a records management system yet, but at least we are starting somewhere.

As illustrated by Interviewee 13, their organisation has made provision for an electronic document management (EDM) system to support the capture of electronic records. However, the EDM is evidently a provisional measure because although the system provides some of the functionalities that are required for managing electronic records, it does not cover all the needs for a fully functioning recordkeeping system.

Overall, applications should support the integrity of the records and their continuous management as evidence and an information source. As illustrated by Interviewee 18, the applications often lacked these requirements:

There is no functionality to share information across organisations in an environment that will protect the records. You have a situation where record systems are degraded, [as] the quality of [the] information is no longer complete, because half is going into the electronic system...So it is just unstructured information without the benefit of identifying what is to be kept as a record.

A practitioner's inability to capture electronic records at the time of creation means that they are unable to account fully for the authenticity and reliability of the records. Although practitioners may download and print the records, electronic records are very susceptible to manipulation. While printing a copy of the record seems a logical step, it is inadequate as practitioners need to ensure that the information in the record is fixed and the record is supplement by additional information about the system which produced them, called metadata.

Metadata is necessary to support the context of the record. The records cannot support business operations and meet legal or other regulatory requirements, without high quality metadata. It is important for practitioners to understand the role of metadata in managing electronic records and to develop standard sets of metadata in their organisations (McLeod & Hare, 2006). The challenges highlighted earlier in this section by Interviewee 18, Records Manager, that there is a disconnection between the way records are created and accumulated in some organisations also presents challenges providing the required metadata to provide the context for records.

#### *4.4.1.2. Maintenance and Use*

Decentralised storage is one of the most significant impediments for systematic records management in organisations involved in this study. For example, Interviewee 19, Records Management Coordinator, remarked:

The records in this department are decentralised. We have operational records which is what I am in charge of. It is the largest set of records we have. The different sections like finance, human resource, accounts, trust accounting, and the CEO's<sup>7</sup> office would keep their own records. I am told that I am not only in charge of registry records but the other records, but I don't know how that is going to work because I don't have access to those records.

In a majority of the organisations represented in this study, though a registry or records management department is present, records are held in business units and workgroups. Often, such records are inaccessible and difficult to control. Records regularly used for current business are mainly decentralised, and semi-current and non-current records are transferred from offices to the records management unit. Interviewee 14, Registrar, commented:

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<sup>7</sup> CEO is the abbreviation for Chief Executive Officer.

Active accounting records and active HR<sup>8</sup> records stay in the department. Non-active records of both departments are held in the registry department. In the case of the HR records they form a part of our vital records collection because they will be used later on in life to look at people's pensions or for recommendations.

Even through decentralisation of records is a common practice among the organisations, many practitioners expressed that they were moving towards, or desired to have a centralised system. Centralisation was attractive to practitioners because records can be governed by corporate procedures, and benefit from the specialist knowledge of records staff. However, for those organisations that have changed to a centralised system, it is initially challenging as departmental staff may require constant access to records and would prefer the convenience of local access:

[Employees] don't seem to understand that [it is necessary to] make records, keep a record of the record, and have the record logged somewhere that you can...track it. Some persons in the old system of keeping things hold them and hide them and so you don't have a clue where to find something that is supposed to be recorded. You have to explain to people that they can't do that, somebody needs to know about it, and it is a part of the system that we are supposed to create. It becomes an issue [because] people become paranoid and suspicious about what you are doing (Interviewee 22, Records Officer).

Employees feel a sense of ownership for the records as the responsibility of the records was usually left to the staff of the business units. Interviewee 21, Records Manager remarked:

When we started out we encountered many more challenges than we have now. Some of those challenges had to do with buy in, because some persons were afraid to give up their records; [fearing] that when they need them they would not be able to get them back. But I find that with time the testimony of one department goes around and so some persons who were adamant in not releasing their records started releasing them to us... Once they test the system and they realised that it works, they were more willing to let go off their records.

Evidently, individuals tend to doubt the capabilities of some corporate systems, and seek every opportunity to avoid it. This was the experience of Interviewee 32's organisation:

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<sup>8</sup> HR is the abbreviation for Human Resources.

We are the ones that manage the records, so we do have access to all records in [the organisation]. There are no exemptions, not even for the personnel files as we ensure that these are kept up-to-date.

Yet, though the records management department had access to all the records, Interviewee

32 remarked:

It drives me up a wall. It is not centralised. We do not have just one registry, you have an archives section downstairs, you have a registry here and everybody keep their files all over the place. And so, because there isn't a centralised system, then you just do whatever you want to do. I have to be subtly trying my best to get people to understand; and say guess what, we now have a policy and procedures document for records management, please look at it. We now have a records management programme in place, please listen to us, understand and work with us to see how best we can have one system to make life easier for you.

As shown in this example, when personal records systems are created, they are usually inaccessible to others in the organisation. However, in such cases the work of the organisation is undermined as insufficient procedures are applied in the organisation to control and account for all required records in the formal system. One interviewee asserted:

As far as I am aware there is nobody here that is responsible for the administrative records. Each department, I think, controls their own records. They have an individual there that will file, pull and put back [records], and so that is there, but I don't think there is a records manager or there is a records management programme that they go through (Interviewee 10, Manager Medical Records).

Clearly, despite the location of records, it is wise to ensure that the corporate records management process is unhindered. The same procedures should be applied in decentralised areas as in centralised areas, as all relevant records should be governed by the records management policy of the organisation.

#### *4.4.1.3. Disposition of records*

Semi-current and non-current records from business units are usually deposited in the registry or records management unit. Hence, some records only become a part of the formal

records system when they are no longer needed for day-to-day business activities, and staff want to clear their workspaces. However, the records management unit is often unable to manage these unstructured records. For instance, Interviewee 14, Registrar, shared the example of visiting an organisation where records were left in a dilapidated condition:

I went into their back room [and] I saw things thrown down all over the place. I asked the lady if those things were used. She said, "Yes, when I want something I just go into the box for it". So I said, suppose you have a fire? Do you have somebody that manages the records? She said, "No".

In this situation, it seems that the organisation did not establish records centres for inactive records. As a result, the spaces in business units and registries were taken up with semi-current and non-current records. Many MDAs typically encounter space constraints:

The Government Records Centre, which is part of the whole government records system which should be keeping dormant records, don't have adequate facilities to store most of the government records. As such, government offices are swamped with these dormant records and they are mixed up with the current records and make the system so much more deficient. We have embarked on a project to build our own dormant storage facility (interviewee 13, Director Documentation, Information and Access Services).

Records management units are unable to maintain and provide access to current records, inhibited by redundant records. As Interviewee 10, Manager Medical Records, shared:

The biggest problem we have is space. It creates a problem in terms of our ability to access the records. It is a chaotic situation. The library has not been expanded since the hospital was built. It is the same space [though] we have more patients coming in [and] more services. Sometimes in the midst of that things get lost or it's difficult to find.

In this situation, records are lost or prematurely destroyed. Interviewee 10 continues:

The lack of space severely limits our access to the docket because sometimes in the midst of that things get lost or it's difficult to find.

The challenge of lost or misplaced records was evident during the interview with Interviewee 10, at the hospital. During the interview, a young patient, who had travelled a great distance to get to the hospital, seemingly tired from the journey, entered Interviewee 10's office with an

older person, probably his mother. The frustrated 'mother' explained that for the second time his docket could not be found and so he could not be examined by the doctor. Interviewee 10, also looking perturbed, asked the patient some questions about his experience before being sent to the office. Unable to do anything at the time, Interviewee 10 referred them to another officer who was asked to take the details of the case.

With records management departments experiencing space challenges, some interviewees believed that in order for records to support effective and efficient services, organisations must move away from paper records systems, and implement more automated processes to store and maintain records. As earlier noted by Interviewee 31, the limitations of paper-based records systems in Jamaica's public service, has caused the conversion of paper records to become a main thrust for many organisations.

Nonetheless, in past experiences, when some public organisations embarked on the conversion of paper records to another format, insufficient consideration was usually given to records management procedures. Regularly, incorrect processes were followed in the conversion of records. According to Interviewee 06, Archivist,

A number of major projects were entered into and much of the resources and money went down the drain, because they did not have the experts to classify, catalogue and index, which is really the intellectual organisation of the records.

Often technocrats and records management practitioners do not collaborate to accurately manage the processes in records conversion. On one hand, technocrats typically focus on the storage, dissemination and in some cases parts of access. They are usually unconcerned about areas such as preservation and retention management. On the other hand, the records management practitioners are not usually experts in information technology, and so the information resides on a platform that only the technocrats know about. In the process,

records lose their authenticity, integrity, reliability and usability.

If records lose characteristics of authenticity, integrity, reliability and usability during the conversion process, organisations cannot stand to positively benefit from an electronic system. Negligence in the conversion of paper-based records is costly both in financial terms and to the service of the organisation. If inappropriate procedures are followed, then the initiative will be futile. This is particularly important considering that there is the practice to destroy hard copies of records once they are digitised (cf. Interviewee 06, Archivist). Every effort should be made to apply the appropriate procedures, to get the best quality copy of the record during digitisation.

Since original records are substituted by a copy in the digitisation process, records may have a diminished value as evidence (Shepherd & Yeo, 2003). In Jamaica, by law, certified copies of records may be accepted as admissible evidence. According to §22 of the Evidence Act, updated in 2009,

...official or public document or documents, or proceeding of any corporation... or any certified copy of any document, by law...shall be receivable in evidence...the same shall respectively be admitted in evidence provided they respectively purport to be sealed or impressed with a stamp, or sealed and signed...

However, in practice original records are largely accepted. Interviewee 19, Records Administrator, argued:

[I]t doesn't make sense we automate systems and the courts are not going anywhere. This is the government law firm, we are electronic and we want to sign documents on the computer, we want to press a button and just send it to the courts but the courts are not ready. The courts are still searching through books.

Hence, senior managers working with practitioners must ensure that the correct procedures are followed for conversion and be certain of what are the acceptable legal requirements

before proceeding to destroy original records. Interviewee 21, Records Manager, noted from their experience with conversion that "if incorrect data are entered, then the output will also be incorrect". Individuals may dispute the authenticity of the copy, as the conversion process can be challenged. In events where disputes arise, opposing parties may seek to discredit records, and may argue that the records may have been altered in some way. Accordingly, practitioners should develop better standards to capture records and ensure that they cannot be discredited in the case of a dispute.

Although automation could assist in the efficient management of record services, it is important to develop a simple, effective and efficient manual record service before considering automation. As automation will not solve all the access problems if manual systems are not properly developed and maintained. Nevertheless, records should be easily retrievable, and so retrieval tools should be developed and implemented for records staff and users to identify and retrieve records.

Managing records disposal, even when there are established retention schedules is a task that some organisations handle very poorly. Interviewee 13, Director of Documentation, Information and Access Services pointed out that excessive retention was the most crucial challenge their organisation encountered. The interviewee commented:

We were faced with this massive amount of records. We did some weeding up to a point but we have challenges where disposal is concerned...I don't think we managed that very well; and in terms of retention [we are] still woefully lacking in my ministry, because although you have a retention schedule, persons are still of the view that some things cannot be thrown away and as a result of that we tend to keep things beyond their useful life.

Many practitioners fear that a lack of detailed knowledge may affect the organisation in the future, and so they store away all their records indefinitely, just in case it is needed. While

there are some records which are not destroyed but remain in the organisation for an undefined period, the majority of records do not fall into this category.

Although Interviewee 13 noted that their organisation had a retention schedule, it is obvious that it is ineffective, as was the case for some of the other studied organisations. When organisations are unable to follow retention schedules, it results in an encumbered records management system. The retention of unnecessary paper and electronic records consumes staff time, space and equipment. Consequently, the records management programme ceases to be effective. Interviewee 13 emphasised this point by highlighting:

Government offices are swamped with these dormant records and they are mixed up with the current records and make the system so much more deficient.

Having a system swamped with dormant records, severely affects the ability of records departments and registries in their support of the mission, operations and activities within organisations. It also incurs liabilities in terms of the need of organisations to service information requests such as those made under ATI Act and other legislation. The inability to retrieve records, the rising financial cost to store records and limited storage space are just a few of the challenges encountered when retention policies are not applied. Therefore, most organisations, particularly public ones need to evaluate records disposition challenges.

Records form the foundation of government processes and support the principles of transparency, collaboration and accountability. They protect the rights and interests of people, hold officials accountable for their actions and authenticate a nation's history. Well-managed records can be used to assess the impact of programmes, to improve business processes, to reduce operating costs, and to share knowledge across government. All of these benefits reveal the wisdom of establishing a culture in MDAs that integrate good

records management programmes and practice to support national development.

#### **4.4.2. Effect of Poor Records Management on Collaboration in Government**

Although, administrators of development programmes and projects agree that records management is important to support the delivery of the NDP, records are not always effectively managed in MDAs that are implementing the NDP. Consequently, the findings revealed that where records are required to support collaboration they are generally lacking. In this section, the challenges of collaboration encountered in MDAs will be illustrated by using examples from documentary evidence found in newspaper articles published in Jamaica.

This first illustration is about two social protection initiatives in Jamaica, the Programme of Advancement through Health and Education (PATH) and the National Insurance Scheme (NIS). The incidents with these two initiatives show not only the need for records management to support intra and inter-entity collaboration, but also a severe challenge with governance.

The PATH initiative is one of the on-going social protection initiatives in Jamaica. The programme established in 2002, is a conditional cash transfer programme funded by the Government of Jamaica and the World Bank. It seeks to deliver benefits by way of cash grants that enable free access to school feeding and health services for the neediest and vulnerable in society (Ministry of Labour and Social Security, 2006). However, administrators of this programme have encountered major regulatory and monitoring challenges. Two recent news articles in the Gleaner showed that administrators were unable to ensure accountability and transparency in the programme. In June 2014, Edmond Campbell, Senior Gleaner

Writer, in the article 'Searchlight on PATH' remarked:

The payment of benefits under the Programme for Advancement through Health and Education (PATH) is now under a floodlight of scrutiny after thousands of dollars have been paid to an agent of a former beneficiary up to four years after his death.

According to Campbell's report, the payment to the deceased continued because PATH administrators depended on relatives or the postmaster of various postal agencies to notify them of the deaths of beneficiaries. Though the relatives of the deceased were able to present a copy of his death certificate to the Gleaner, and showed that they received a funeral grant from the Ministry of Labour and Social Security on March 4, 2010, the administrators of the PATH programme, within the same ministry were not privy to this information. Elsa Marks Willis, Project Director for PATH at the Ministry of Labour and Social

Security commented:

The ministry had no other means of knowing that Josephs had died, unless they were informed by the family or agent...Somebody needs to report it to us and once it comes to our attention, then there is an investigation...If he died four years ago, why wasn't it reported to the ministry at that time? (Campbell, 20 June 2014, para. 9-11)

When asked by Campbell whether the Ministry of Labour and Social Security has any system of checks and balances that could trigger within a short period after the death of a beneficiary, the administrator remarked that there is a recertification exercise, which they undertake every four years. It is only then that they remove the names of deceased persons.

Willis commented:

There are a number of ways in which we try to ensure that we reduce the number of persons on the programme that are dead...Investigation is now under way and the cheque sent out in June for the payment period covering July to August for the deceased and his widow has been recalled by the ministry (Campbell, 20 June, 2014, para.13-14).

One major challenge is that the records of the ministry are incoherent and the system at the Ministry of Labour and National Security does not correspond with the Registrar General's Department, which registers deaths. As a result, it is difficult to monitor or regulate activities

and payments. Administrators cannot rely on 'people's honesty' to monitor and regulate the activities in social protection programmes. There must be some mechanism in place to ensure that records are present to support the ministry's activities.

In another article published in the Gleaner on July 20, 2014, there were concerns for not only the administration of funds in the PATH scheme but also the National Insurance Scheme (NIS). According the Ministry of Labour and Social Security's Website, [www.mlss.gov.jm](http://www.mlss.gov.jm):

NIS is a compulsory contributory funded social security scheme, which offers financial protection to the worker and his family against loss of income arising from injury on the job, incapacity, retirement, and death of the insured.

The Gleaner report highlighted that persons employed in both the PATH and NIS welfare schemes have conspired to defraud millions of dollars intended for the neediest in society.

Erica Virtue, Gleaner reporter, wrote:

The Sunday Gleaner has confirmed that the dishonest staff members, who have since been fired, collected cash to keep persons on the programme after their economic standards improved. The cheats also reportedly submitted fake death certificates and collected National Insurance Scheme (NIS) benefits (Virtue, 20 July 2014, para. 1).

In Virtue's report, Denzil Thorpe, a director in the Ministry of Labour and Social Security remarked:

An audit was conducted, but it had nothing to do with NIS. It was a PATH audit, where it was identified that members of staff were collecting monies from beneficiaries to keep their children or relatives on the programme who should not have been there. However, the individuals identified were not all from PATH. There were one or two NIS officers who were involved and they were all dismissed (Virtue, 20 July 2014, para.3).

Both articles suggest that the Ministry of Labour and Social Security has had serious challenges with its administration of the welfare schemes. It is evident that the subdivisions at the Ministry of Labour and Social Security are disconnected. From the articles, it appears that death, pension and social security records were lacking to guide the different processes. For

effective social protection schemes to work, organisations and the government need records to support the protection of entitlements. Interviewee 11, former government archivist, reasoned:

Decision-makers need to ensure that they have a means of getting the best possible information, and that they know precedence. The whole matter of establishing precedence and providing evidential information on a timely basis for action is critical. If records are unavailable then they will not be able to find the required information to take critical steps.

Without records, officials may have to improvise during the decision-making process. Administrators are unable to carry out meaningful audits; administrative actions are not open to review and administrators cannot quickly identify and prove fraudulent activities. Hence, the inability to acquire records will affect the outcome of collaboration and governance.

#### **4.4.3. Records Management and Governance**

Interviewees identified governance as a major obstacle for development in Jamaica. In addition, the NDP places much emphasis on improving the governance process in Jamaica. The NDP notes that the governance process should incorporate "the traditions, institutions and processes that determine how power is shared and exercised, how decisions are made and how authority responds to issues of public concern" (PIOJ, 2009, p. 111). The NDP has outlined multiple strategies to improve governance. These strategies include: (i) reforming the justice system; (ii) engaging in constitutional reform; (iii) strengthening public institutions to deliver efficient and effective public goods and services; (iv) fostering equity in all spheres of the society, and (v) strengthening accountability and transparency mechanisms. According to the World Bank (1992), good governance helps to protect citizens' rights, the public good, and demonstrate accountability and transparency in public portfolios.

As noted in §2.1.2, Myrdal (1974), believed that in order for development to be realised the

entire system must be engaged, as “there is circular causation between conditions and changes with cumulative effect” (p. 735). In effect, where authorities representing public institutions fail to comply with appropriate procedures to ensure accountability and transparency, those actions will affect the conditions in the environment and the resulting changes. As a result, the outcomes of development may be negatively affected. As Myrdal observed, the broad approach to development involves the social reality of the institutions, and the attitudes formed within institutions. Mainstream development organisations such as the World Bank (1992) and the UNDP (2010) have provided some evidence that policies and reforms for development depend on structural and political institutions that seek to bring about change.

Interviewees held that enabling changes for better quality governance in all aspects of the social system is the solution to much of the development challenges that Jamaica encounters. For instance, Interviewee 20, former government minister, commented:

The quality of governance has come to loom very large as a determinant of the country's capacity to develop.

Interviewee 20's assertion indicates that lack of accountability and transparency in the governance process challenged the country's growth in the past. As indicated in §1.1.1, citizens and regulators have indicated dissatisfaction with the level of transparency and accountability in society. Leighton McKnight (2007), president of the Institute of Chartered Accountants and chairman of the Government of Jamaica Audit Commission, noted that:

Jamaica has seen unprecedented demands by stakeholders for better management and accountability of our national resources. Locally, there are constant cries for the elimination of mismanagement, waste and corruption in our public sector, while, internationally, we must improve our image in this area, especially with benchmark rankings

such as the International Transparency Index.<sup>9</sup>

Based on the interview data, accountability and transparency mechanisms around these areas are particularly critical to reduce corruption, which also hinders national development:

...Corruption drains the resources available for development because much of what comes to Jamaica from our development partners and multilateral financial institutions; instead of impacting the targeted vulnerable groups it is siphoned off into pockets... (Interviewee 29, political scientist).

Corruption erodes citizens' rights such as equity and equality. In the 2010 Latin America Public Opinion poll, Powell, Lewis and Seligson (2011) reported that Jamaicans believed that the most negative thing about the country is its level of corruption. The researchers noted that corruption "weakens the institutional foundation upon which economic growth and social justice depends" (p.15). Interviewee 29 added:

The costs of development are inflated because people have to get some money along the route and development isn't done appropriately because those who get the contract do so on the basis of contacts. Therefore, they may not have the skills or expertise to complete the particular project on budget, and on time. Hence the cost is inflated and the development impact is reduced.

Consequently, interviewees noted that institutional improvements for better quality governance are crucial to support development priorities and outcomes. Thus, Interviewee 03, former government minister, noted that Jamaican society is unable to progress:

...Without the platforms and the institutional arrangement [for] legal and cultural changes.

Against this background, the Government of Jamaica has sought to encourage greater accountability and better management of public resources. One way has been to provide greater access to information to the public regarding public sector activities. According to

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<sup>9</sup> International Transparency Index is in reference to the Transparency International Corruption Perceptions Index that ranks countries and territories based on how corrupt their public sector is perceived to be. A country or territory's score indicates the perceived level of public sector corruption on a scale of 0 – 100.

Interviewee 03, former government minister, in the past, the 1911 Official Secrets Act,<sup>10</sup> promoted a culture where government leaders restricted access to some documents, making them unavailable to the public or even other state personnel. Interviewee 03 argued that:

This culture of secrecy prevented information sharing, which hindered development.

As noted in §1.1.1, with the introduction of the ATI Act Jamaica joined other nations, which pledged to increase openness, and erode traditions of secrecy in government. As highlighted in the ATI Act, the main objective is “to reinforce and give further effect to certain fundamental principles underlining the system of constitutional democracy, namely - governmental accountability; transparency and public participation in national decision-making” (Government of Jamaica, 2003, §2). Jamaica’s introduction of the ATI Act was a means to support the building of a culture of accountability, transparency, and public participation.

Interviewee 01, professor at the UWI, Mona, noted of the ATI Act:

We tend to look at it around issues of accountability and transparency, so in that sense we expect to be able to see the benefits or outcomes of what happens in government or in the public sphere.

Hence, for many, the ATI Act represented the kind of cultural change to support openness and participation envisioned for Jamaica. The Act pointed to the need for the availability of information to support better governance. As noted by Interviewee 15, Social Sector Consultant for the NDP,

If information is not available or stored, then there is a problem with accountability and transparency.

Information is therefore essential in the NDP to encourage accountability and transparency in the governance process. As noted in the NDP document, “Timely access to information is necessary to hold officials accountable for their actions” (PIOJ, 2009, p.13). Together these

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<sup>10</sup> After the introduction of ATIA in 2004, public officials called for the Official Secrets Act to be repealed as they believed it contradicted the ATIA.

arguments suggest and corroborate with Mutula and Wamukoya (2009) that the principles of good governance are largely dependent on the free flow of information within government. However, as discussed in §4.3 much of the information administrators seek to support accountability and transparency, is found in records.

To illustrate, the local media has repeatedly reported issues of lack of accountability and transparency in the governance process. For example, in 2007, it was alleged that contracts were being irregularly terminated and replaced by the National Solid Waste Management Authority (NSWMA). In a follow-up story, the Gleaner reported that the Contractor General found several NSWMA contract award breaches. As noted in the report:

The Office of the Contractor General has unearthed irregularities in the way several contractors of the National Solid Waste Management Authority were dismissed. It said the NSWMA committed several breaches of the Government's procurement rules in the award and termination of several contracts by the NSWMA...during the period of 2007-2008 (Gleaner, 01 March 2014, para.1, 3).

Among the irregularities identified were the award of contracts to unregistered contractors and the award of contracts without the requisite approvals from the procurement committee, the National Contracts Commission and the Cabinet. The investigation uncovered that contractors on behalf of the NSWMA, without formal written contracts, were performing services and that some contractors were operating based upon contracts, which had expired. NSWMA also terminated contracts without observing the requisite notification period, and withheld payments for services rendered, based on the contractors' failure to provide a valid tax compliance certificate.

While accountability and transparency are essential pillars of effective governance, as illustrated in the NSWMA's case, they are meaningless without the keeping of proper records. Administrators must rely on records to know the exact decisions that they made, the

procedures followed, the people involved and how they are to enforce the decisions. It would be difficult to probe the case of the NSWMA if records were unavailable. Without records, authorities cannot hold organisations and individuals accountable for not following procedures or for mismanagement of projects.

Records are required to highlight irregularities and corruption in the governance process. Records are crucial to the operation of accountability systems, which provide the basis for internal control and sound decision-making. Interviewees 25A, Records Administrator in a private financial organisation, highlighted that records provide:

Evidence that the entity has met all legal and regulatory requirements as well as to ensure that there is an audit trail of transactions that have been entered into.

This audit trail of transactions is the foundation for constructive criticism and decision-making in the governance process. Records help organisations to operate efficiently and effectively.

For example, Interviewee 15, Social Sector Consultant for the NDP remarked:

When you drill down below accountability and transparency, you begin to see the issues that manifest, if it is that you are not keeping good records. In fact, one of the areas in which we are working on that is in the court system. The absence of good records and handling the crime stats means that we cannot properly monitor what is happening in that area. So we are trying to develop a framework for better recordkeeping in the courts, more speedy documentation and more accurate documentation, where we can avoid also duplication in the system.

Systematically organised and fully utilised records can minimise the exploitation of resources, maximise production and substantially contribute to the outcome of national development.

Although the purpose of managing records may vary according to the priorities of the managing body, the prime objective is to ensure that they are there to support business transactions. MDAs use records generated during the course of business to ensure that they are compliant with regulations. Without good records management, the government is unable to manage resources effectively and to comply with the policies such as those outline in NDP.

However, the results also show that a significant part of the challenge is ineffective records management practice in MDAs.

## **Conclusions**

This chapter has provided an answer for the research question, *what is the role of records management in supporting the delivery of Jamaica's National Development Plan?* Through the use of interview data from development administrators, the terms in which they see development challenges were identified. By identifying what development administrators viewed as development challenges, the researcher, in this chapter, was able to set out how records management might have a role in addressing development challenges.

In the process of evaluating how records management might assist in helping to address development challenges in Jamaica, other issues arose. First, it seems that some confusion exists around the terminology of information and records among development administrators. Second, records management practitioners had a very different perspective from development administrators in terms of the perceived connection between national development and records management. Practitioners generally focus on a detailed picture of the problems they encounter in doing records management within their contexts; rather than the more general idea that information/records does have a role in supporting the delivery of Jamaica's NDP.

Whatever the specific context of the support for records management in Jamaica, the chapter has demonstrated the role of records management in supporting the delivery of Jamaica's NDP in the general terms of those focused on that delivery, but the discussion also uncovered, in the more detailed terms of those focused on doing records management, that

records management is not being implemented as well as it could within the public service. By implication, this brings into doubt records management's ability to play the roles to support the delivery of the NDP that have been demonstrated in this chapter. To examine this issue in more detail, the researcher must consider the records management capacity and capability present in Jamaica. This evaluation is done in the next chapter.

## CHAPTER 5: AN ASSESSMENT OF RECORDS MANAGEMENT CAPACITY AND CAPABILITY IN JAMAICA

It pleased Darius to set over the kingdom an hundred and twenty princes, which should be over the whole kingdom; and over these three presidents; of whom Daniel was first: that the princes might give accounts unto them, and the king should have no damage. *Daniel 6: 1-4, King James Version*

Undoubtedly, King Darius was wise in his undertaking. His actions show the necessity of having the required staffing capacity and capability to support the government's administration. It is essential when undertaking a task to estimate the number of staff needed to accomplish required tasks, and evaluate whether the staff that is available are able to effectively undertake their roles and responsibilities.

The previous chapter demonstrated *the role of records management in supporting the delivery of Jamaica's National Development Plan*. In the general terms of those focused on the delivery of the NDP, it was established that well-managed records are critical for policy formulation, implementation and evaluation, identifying appropriate human resources, enabling changes in government entities and supporting all NDP goals. The management of public sector records is steadily growing into a recognised area which addresses human and social needs in Jamaica. In turn, records management significantly contributes to national development.

However, the discussion in Chapter 4 also revealed that records management principles and practice may not be implemented as well as they could in Jamaica's public service. The ineffective management of records brings into doubt records management's ability to play the roles demonstrated in Chapter 4 to support the delivery of the NDP. The aim of this chapter

is to evaluate: (i) whether the public sector has the required staffing capacity and capability in records management to support Jamaica's NDP; and (ii) the ways in which records management capacity and capability can be improved in Jamaica. This chapter will address the second and third research questions:

RQ2: What records management capacity and capability is there in Jamaica?

RQ3: How can records management capacity and capability be improved in Jamaica?

To answer RQ2, this chapter begins by briefly providing an overview of the records management practitioners in Jamaica's public service. It then goes on to look at two critical areas affecting capacity and capability: (i) Recruitment and status of records management practitioners, and (ii) Roles and responsibilities of practitioners. To answer RQ3, §5.4 evaluates the methods of preparing practitioners for their roles and responsibilities. The section evaluates: (i) Preparation through on-the-job training; (ii) Preparation through off-the-job training, and (iii) Preparation through academic qualification.

### **5.1. An Overview of Records Management Practitioners in Jamaica's Public Service**

Records management staff, working as part of the wider public service team, play a critical role in securing high quality service and excellent outcomes for national development. However, to provide the required support and gain the desired outcome, the records management service requires adequate and efficient staffing capacity and capability. According to Vincent (2008), capacity is about 'amount' or 'volume', while capability is "a collaborative process that can be deployed and through which individual competences can be applied and exploited" (n.p.). Both the 'amount', in terms of the number of staff present within an organisation, and the competence of staff to perform required tasks will affect the

outcome of an organisation's work.

There are established and evidenced links between the outcomes of national development programmes and records management services having the right people, with the right knowledge and skills, in the right place, at the right time. Yaacob and Hashim (1994) emphasised the importance of getting this right. In their research on the effect of records management education and training in Malaysia's development, they made the following recommendation:

Records management courses should be made compulsory because it helps to enhance the administrative machinery and upkeep national heritage and the public and private agencies should be sensitive towards records keeping and employ records managers (Yaacob & Hashim, 1994, p.883).

Yaacob and Hashim asserted that the external forces in the development environment make it imperative to make internal provisions in the public sector to support records management services. In more recent research, Kemoni and Ngulube (2008) linked effective records management and enhanced public service delivery in Kenya. They discovered that limited training opportunities and the use of the records management area as a dumping ground for unproductive and indisciplined officers contributed to the poor state of records management in ministries. Nengomasha (2009) in her review of the management of public sector records in Namibia also highlighted the risks to the national programme when the issues of staffing capacity and capability are not paramount. The research highlighted that the shortage of skilled staff to manage records and the absence of formal training for records management professionals hindered the implementation of Namibia's records management programme.

This research sought to collectively present the expectations regarding records management staffing capacity and capability in Jamaica's MDAs, which are required to support the

implementation of the NDP. The discussion in the two sections that follow focusses on the provision for building institutional capacity for records management in Jamaica's public service and outlines the mandated responsibility for practitioners. This background is necessary to frame the ensuing discussion on whether MDAs have the right people, with the right knowledge and skills, in the right place, at the right time to support the delivery of the NDP.

The Civil Service Establishment (General) Order, which lists the established posts in the public service in Jamaica, was used to evaluate the number of records management practitioners in Jamaica's public service. As noted in §1.1.2, these practitioners are assigned to the Public Information and Documentation Group (PIDG). Up to 2012, there were three series for records management practitioners under PIDG: Archives and Records Management (AR), Health Records (HR), and Records and Information Management (RIM) (Government of Jamaica, 2012). However, in April 2013, the records management series was expanded through the addition of the Health Records Administrators (HRC/HR) and the Health Records Clerks/Technician (HTAC/HRT) series (Government of Jamaica, 2013).

As reflected in the names of the series, each supports a particular group of practitioner. The Archives and Records Management series is reserved for practitioners who manage historical and national records such as the Archivists, Records Management Analysts and Records Centre Clerks employed to JARD (Government of Jamaica, 2012). The three Health Records series support health records practitioners who are employed by the Ministry of Health to manage medical records (Government of Jamaica, 2013). Finally, the Records and Information Management (RIM) series supports those practitioners managing public records in MDAs. The PIDG/RIM series, "covers work that is involved with the processing

transactions and management of records and documents in an organization's information and records system" (Cabinet Office, Jamaica, 2002, p. 3).

**Table 5.1. Number of Practitioners in the Five Records Management Series**

<b>Series</b>	<b>No. of Practitioners</b>
Archives and Records Management (PIDG/AR)	31
Health Records (PIDG/HR)	108
Health Records Administrators (HRC/HR)	3
Health Records Clerks/Technicians (HTAC/HRT)	0
Records and Information Management (PIDG/RIM)	1211
<b>Total</b>	<b>1353</b>

Source: Government of Jamaica (2013)

The data shown in Table 5.1 highlights that majority of records management practitioners in the public sector are employed to the PIDG/RIM series. Consequently, the practitioners interviewed for this study were drawn mainly from the PIDG/RIM series. Nonetheless, the views of practitioners from the PIDG/AR and PIDG/HR series, as well as practitioners working in the private sector, were also included, though to a limited extent. This was deemed necessary to gain a balanced view and an overall understanding of the records management culture, challenges and needs within the Jamaican setting. However, no practitioners from the HRC/HR and the HTAC/HRT series were involved. As reflected in the table, only three practitioners are shown under the HRC/HR series and none under the HTAC/HRT series. It seems that at the time of the study, the reclassification process in the health service was incomplete.

As mentioned in §1.1.2, the PIDG/RIM series was introduced in December 1997 to provide a structured career path for records management practitioners in Jamaica's public sector. As shown in Table 5.2, the PIDG/RIM series supports a career path which ranges from the most

junior level (Records Clerk) to the most senior level (Records and Information Manager) positions in the profession.

**Table 5.2. Records Management Career Path for PIDG/RIM Series**

<b>Levels</b>	<b>Main Titles</b>
PIDG/RIM 1	Records Clerk
PIDG/RIM 2	Records Officer 1/Leave Clerk
PIDG/RIM 3	Records Officer 2/Senior Records Officer
PIDG/RIM 4	Records Administrator/ Information Administrator
PIDG/RIM 5	Records and Information Manager

Source: Cabinet Office, Jamaica (2002, pp.6-17)

JARD worked closely with the Standards and Monitoring Division of the Efficiency and Reform Directorate to develop the new standards and job descriptions for personnel within the PIDG/RIM series (Creed-Nelson & Williams, 1997). The roles of these practitioners were outlined in a Cabinet Office, Jamaica (2002) publication and are described below.

The first two levels of practitioners, the Records Clerk and Records Officer 1/Leave Clerk are at the entry level of the profession. The Records Clerk typically performs routine tasks such as the initial processing of incoming information, documents and correspondence, sorting and classifying material for integration into the organisation's information system, retrieving and/or referencing information for users and maintaining logs and indices to provide status of information and records. The minimum educational requirement for practitioners at this level is graduation from a secondary institution with 4 CXC or GCE O' Level subjects including English language, and a numeracy subject plus on-the-job training in records and information management.

The Records Officer 1/Leave Clerk on the other hand is responsible for the preliminary development of the agency's subject classification system and the implementation of approved subject file classification systems. Their duties also include liaising with the appropriate officers on matters relating to the management of semi-current, non-current and vital records and developing records retention and disposal schedules for the agency. For this position, practitioners should graduate from a secondary institution with 4 subjects at the CXC/GCE O'Level including English language and a numeracy subject, plus a minimum of 3-4 years' work experience at Level 1 or the equivalent academic training and experience.

The Records Officer 2, also commonly referred to as Senior Records Officer (SRO), is a mid-level practitioner. This practitioner is responsible for overseeing the operation of a segment of the unit, such as the Registry or Records and Information Unit. Their function includes scheduling and supervising the work of Records Clerks and Records Officer 1 and handling all incoming requests for information and retrieval of data. Additionally, the SRO assists with the in-service training of staff and is a member of the team which develops organisational procedures and policies. This practitioner should be a high school graduate with 4 CXC/GCE O' Level subjects including English language and a numeracy subject. They should also be trained in Records and Information Management systems, procedures and practices and automated technologies as it relates to records management and or the area of operation. In terms of experience, they require 5 or more years' experience in the field.

The Records Administrator's or Information Administrator's duties include the supervision of the information and dissemination centre of an agency. The main objective of the work of this practitioner is to provide information or records in a timely manner through the effective and efficient management of staff and operations in the unit. These practitioners are required to

provide high quality information storage and retrieval service for the agency.

The minimum educational requirement may be one of the following: (1) Graduation from a recognised institution with a certificate/diploma in records management and two years relevant experience; (2) Training in library science and/or archival procedures from a recognised institution and three years of experience in the field or a similar environment; (3) High school graduation with 4 subjects at the CXC or GCE O' Level including English Language and a numeracy subject and training in Records and Information Management Systems, procedures and practices and automated technologies as it relates to records management and/or the area of operation or; (4) They may have any other combination of training and experience that would yield the necessary skills needed at this level.

The Records and Information Manager (PIDG/RIM 5) carries the responsibility for all the administrative and professional functions of the library, registry and/or information unit. This includes the acquisition, organisation, maintenance, utilisation, dissemination, storage and retrieval of information resources and the effective application of these resources to meet the information requirements of the organisation. Their work also entails implementing proper records management procedures and instituting appropriate methods and procedures for the preservation of material of archival value.

The minimum qualification or experience for professional staff is: (1) Graduation from a recognised university with a degree in Library or Archival Studies, plus training in computer information systems, with at least five years of experience in the field; (2) First degree and post-graduate diploma in Library or Archival Studies, 7 years of experience in the field and training in computer or information systems, or (3) Any other combination or training and

experience, which would yield the necessary skills needed at this level.

At this point, much will not be said about the responsibilities and education requirements for records management practitioners as this will be discussed later in §5.3 and §5.4. Rather, of note from this section is that the PIDG/RIM structure makes provision for capacity-building among records management practitioners in the public sector. First, with the PIDG/RIM structure, records management departments in MDAs should be able to appoint at least five practitioners to support the service. Second, practitioners have specific roles and responsibilities required to support the records management function. Third, each practitioner should be prepared in some way to support their roles and responsibilities, guided by their requisite qualification and experience. These three areas will serve as a guide for the evaluation of the findings from the interview data regarding the capacity and capability present in Jamaica to support the NDP.

The semi-structured interviews provided rich information for probing the issues around the capacity and capability available in Jamaica to support the NDP. In the sections that follow, the interview data will be used to assess issues around: (i) the recruitment and status of records management practitioners, and (ii) the roles and responsibilities of records management staff. The interviewee data is presented through the use of verbatim quotes to illustrate key findings in one instance. In other cases, it is presented using content-analytic tables to condense the data, and to compare the respondents' statements regarding the issues around the themes.

## **5.2. Recruitment and Status of Records Management Practitioners**

The findings of this research show that the number of records management practitioners

appointed to Jamaica's public sector significantly increased over the last decade. One interviewee, who has worked in the public sector for many years, commented:

I think over the years they have been growing. There are far more records managers now than 10 years ago. I see a continual growth in this area (Interviewee 11, Archivist).

In this regard the findings here are broadly similar to those of Creed-Nelson and Williams (1997) and Aarons (2005). They noted an increase in the number of records management staff appointed to MDAs since the introduction of the PIDG/RIM series. This suggests similar perceptions that the PIDG/RIM series encourages growth in staffing capacity among records management practitioners in Jamaica's public sector.

**Table 5.3. Records Management Practitioners in Jamaica's Public Service**

<b>Levels</b>	<b>Main Titles<sup>11</sup></b>	<b>No. of Practitioners</b>
PIDG/RIM 1	Records Clerk	443
PIDG/RIM 2	Records Officer 1/ Leave Clerk	650
PIDG/RIM 3	Records Officer 2/ Senior Records Officer	107
PIDG/RIM 4	Records Administrator/ Information Administrator	8
PIDG/RIM 5	Records and Information Manager	3
<b>Total</b>		<b>1211</b>

Source: Government of Jamaica (2013)

Although the PIDG/RIM structure is there to support and build records management staffing capacity in MDAs, the findings also revealed that the structure is ineffectively utilised in appointing practitioners. The information from the Civil Service Establishment (General) Order (2013) and the interview data suggest a disparity in the appointment of staff at the lower and upper levels of the records management profession.

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<sup>11</sup> Here the official titles are used, but in the Civil Service Order practitioners at the different levels are known by various titles. For example, those at PIDG/RIM 3 are also called Senior Records Officers/Registrars and those at PIDG/RIM 4 are mainly listed as Registrars. Thus, the calculation here is made based on the number of practitioners classified under PIDG/RIM 1 – PIDG/RIM 5.

As shown in Table 5.3, the majority (90%) of the practitioners are employed at the entry level (levels 1 and 2). Mid-level practitioners (level 3) account for 9%, while the professional staff (levels 4 and 5) comprise just 1% of the total number of practitioners. The table highlights that there are 11 practitioners at the professional level. From those 11 practitioners, only three are employed as Records and Information Managers or in an equivalent post.

Also of note is that the listed professional level practitioners are mainly concentrated in the Ministry of Finance and Planning, which has two practitioners employed at PIDG/RIM 4 and two at PIDG/RIM 5. Conversely, it is highlighted in the Civil Service Order that one of the two PIDG/RIM 5 positions "will be abolished when it becomes vacant" (Government of Jamaica, 2013, p. 50). Apart from the Ministry of Finance and Planning, only the Ministry of Agriculture and Fisheries had a practitioner at PIDG/RIM 5 (Government of Jamaica, 2013).

It is natural for fewer practitioners to be employed at the higher level of the profession. Nonetheless, these findings highlight a strange disparity between those appointed to the higher and lower levels of the records management profession in the public sector. Although only three practitioners are presently appointed at PIDG/RIM 5, the evidence from the data and literature suggest that the number of Records and Information Managers appointed to MDAs significantly increased over the last two decades. Creed-Nelson and Williams (1997) noted that in May 1997, five ministries had appointed the equivalent of a Records and Information Resources Manager. John Aarons, Government Archivist, noted that in 2005, there was growth in the appointment of professional staff within government entities. The number of professional staff increased from one Records Manager at the Ministry of Finance in 1996, to 16 Records and Information Managers in all ministries that existed in 2005 (Aarons, 2005).

Assuming that the claims of Creed-Nelson and Williams and Aarons are correct, it is strange that Table 5.3 is now showing a decrease among practitioners appointed at the professional level. As noted in §1.1.2, JARD recommended that there should be a Records and Information Resources Manager or equivalent practitioner within each public entity. Creed-Nelson and Williams (1997) asserted that the appointment of a Records and Information Resources Manager or equivalent practitioner was of critical importance to the successful records and information management programme in MDAs. They emphasised that, "This individual would be charged with the responsibility of spearheading the records management programme in government departments" (Creed-Nelson and Williams, 1997, p. 6). With the introduction of the PIDG/RIM series it was expected that there would be an increase of records management staff at the professional level.

It seems that for a time the number of practitioners at the professional level increased but the momentum to improve the capacity in records management waned in the last decade. In that case, the question that stands out is why has the staffing capacity at the professional level declined? Based on the interview data, various factors have contributed to this decline within MDAs. The reasons for the decline of staffing capacity at the professional level stands at the heart of interviewee comments listed in Table 5.4 regarding the ability of the public sector to support these positions.

**Table 5.4. Staffing Capacity in the Public Sector**

Interviewee	Response
IN13 (MDA)	Government recruit at a very low level and at an entry level, where these personnel are concerned.
IN25A (PS)	Low status is attached to records management...because it is the deaf, the blind and the dumb that you assign or somebody who is giving trouble, so you send them to the records.
IN17	A lot of times I recognise that the capacity is not there...I think the reason for that is really due to remuneration. In the RIM series, persons at that level are paid at a very low salary.

Interviewee	Response
(MDA)	Therefore, you will find the beginners coming into the system and this is where they start - records management.
IN08 (PS, E)	The organisation is not necessarily appointing people at the correct level... I don't think we are large enough to sustain the number of positions at an ideal level of say Records Manager. The openings are just not there. You still have the Director position, but what they do is employ a Records Officer...
IN12 (MDA, E)	I challenge my colleagues to not to be very gullible about the people they put in our departments...I find that people who are for want of a better word, not so educationally competent – these are some of the people you want to tend to push in records and information management.

Key: MDA (Public Sector Practitioner) PS (Private Sector Practitioner) E (Educator)

The interview data presented in Table 5.4 suggest that the decline of staffing capacity at the professional level in MDAs is as a result of the recruitment practices in government, where records management practitioners are mainly recruited at the entry level. As Interviewee 08, Records Manager, noted:

The organisation is not necessarily appointing people at the correct level... I don't think we are large enough to sustain the number of positions at an ideal level of say Records Manager. The openings are just not there. You still have the Director position, but what they do is employ a Records Officer...

Since practitioners are recruited at a low level, or as Interviewee 08 noted persons are not appointed at the correct level, practitioners generally lack the educational competence to perform their role and are also poorly remunerated. Table 5.4 also highlights that the records management function is also accorded a low status in many government entities.

Interviewees serving as practitioners both in the public and private sectors, as well as records management educators stated that records management on a whole is not prioritised in MDAs.

We lack the resources - human and other resources...The decision makers are not sold on the concept of records being vital to decision making (Interviewee 06, Manager at JARD).

Therefore, practitioners representing both the private and public sectors commonly used the term "low" to describe what was happening within the records management profession in

MDAs. For example, Interviewee 25A remarked:

Low status is attached to records management...because it is the deaf, the blind and the dumb that you assign or somebody who is giving trouble, so you send them to the records.

Apart from a low status being attached to records management within government entities, interviewees also noted that government recruits at a "low" level:

Government recruits at a very low level and at an entry level, where these personnel are concerned (Interviewee 13, Director Documentation, Information and Access Services).

By virtue of being accorded "low" status within entities and being recruited at a "low" level, practitioners are often paid "low" salaries. This opinion shared by practitioners inside MDAs and those observing the situation from the outside, implies that the actions of senior management in MDAs often serve to devalue the records management function. Take for instance the experience of Interviewee 32, Records and Information Manager:

I was annoyed at what I saw happening here...in terms of records management. It was just brushed aside. It was like one of those if it happens, it happens. There was really no priority for records management.

The priority senior management gave to the records management function was evident in how crucial activities and issues were handled. From the interview data, this is evident in the way practitioners are recruited, the status they are accorded in their work environments and the remuneration they receive for their services. All three issues are connected to the decline of the staffing capacity at the professional level in the records management profession in Jamaica and are discussed in greater depth below.

Like Nengomasha (2009), the findings from this research reveal that records management staff are recruited at a low level. The interview extracts in Table 5.4 demonstrate that individuals may enter the records management service through unconventional circumstances. On one hand, Interviewee 25A and Interviewee 12 highlighted that

administrators 'push' or transfer individuals who are oftentimes incompetent and lack the required knowledge and understanding to work in records management services. On the other hand, Interviewee 08 noted that MDAs do not appoint staff at the correct level, as the public sector is unable to sustain the ideal number of positions at the Records Manager level. In such cases, administrators will appoint someone as a director of the unit and employ Records Officers to support the records management function.

These findings suggest that in general practitioners appointed to support and govern the records management service are not sufficiently qualified for these roles. This has been illustrated by interviewees who argued that since the public service is unable in all cases to employ a Records and Information Manager, they employ a Records Officer (i.e. a Records Officer 1 (PIDG/RIM 2) or the Records Officer 2 (PIDG/RIM 3)). The Records Officer referred to here is likely the Records Officer 2. As a mid-level practitioner, this officer is responsible for overseeing the operation of a segment of the unit, and supervising the work of the Records Clerk and Records Officer 1. As shown in Table 5.3, 107 Records Officer 2s serve in the public service.

Based on the job description and educational qualifications of the Records Officer 2 and the Records and Information Manager set out in §5.1, they are expected to undertake different functions and possess different capabilities. The roles have two great differences in expectations. First, while the Records Officer 2 is normally responsible for overseeing the operation of a section, the Records and Information Manager carries the responsibility for all the unit's administrative and professional functions. Second, the Records Officer 2 should: be a high school graduate with 4 CXC/GCE O' Level subjects, complete training in Records and Information Management, and have 5 or more years' experience in the field. The Records

and Information Manager should at the minimum completed a first degree, have five years' experience, and completed training in records management. The main difference here is the practitioners' educational background, where one should be a high school graduate and the other a university graduate.

Despite the difference in the functions and capabilities of the Records Officer 2 and Records and Information Manager, administrators are willing to allow the former to do the work of the latter. In essence, although the PIDG/RIM standard clearly outlines the responsibilities of records management practitioners, these guidelines are often not adhered to. One possible reason could be that senior management is really not in touch with the various functions associated with the records management service (Bryan, 2003):

There is something with government. It gives us a higher profile yes, but you might be in a job in government now and that's what the requirements are and they are looking at the basic requirements that you need to function in a job like that (Interviewee 13, Director, Documentation, Information and Access Services).

The comment, 'a job like that', suggests that the qualification requirements of records management practitioners is taken lightly and seen by administrators as non-essential. Consequently, this indicates that senior management takes little time to identify appropriate practitioners for records management roles, indicating that 'anyone' can fill the position and so appoint at a lower level:

What you'll find in government organisations is that after the gardeners, artisans and the attendants, the next level up is what we use to call the clerical assistance but now they have changed to the records and information officers...Government recruit at a very low level and at an entry level (Interviewee 13, Director, Documentation, Information and Access Services).

The practice to recruit at a lower level within the public sector may be based on the old perception that records management is a clerical, rather than managerial function (Bryan, 2003). Therefore, one of the themes to emerge from these comments is the ability of

practitioners to sufficiently advance and feel fulfilled in their career. Take for example the evaluation made by Interviewee 07, Director of Documentation, Information and Access Services, in the following quotation:

As it is now, persons just come in records management as a start-up. You get the feeling that they are not really interested. They say, "We don't find any interest in this thing, there is nothing in records management to hold us."

So, although more than a decade has passed since the introduction of the PIDG/RIM standard, records management practitioners are still raising the issue that they are unable to meaningfully advance in their profession. Since practitioners are unable to advance in their profession, some felt that they should not over extend themselves. In that case, they perceived that taking steps such as gaining additional qualification in records management was a disadvantage to them.

You might be in a job in government now and that's what the requirements are...so acquiring additional education, it's an added plus to you and to your employee in terms of what they can get from you, but in terms of the job and what it requires this is what they will abide by. So, it's not gonna do much for you, they'll exploit you (Interviewee 13, Director, Documentation, Information and Access Services)

At present, parameters are in place for practitioners at the different levels of the PIDG/RIM. Once practitioners have reached the educational threshold there seems to be no need to advance beyond the set requirement. As noted from the above quote by Interviewee 13, practitioners fear exploitation.

Even though some practitioners had a fear of being exploited as they would not be compensated for their qualifications, majority argued that improving the educational qualification of practitioners would be beneficial in recruiting staff who are capable in undertaking records management roles. Interviewee 07, Director, Documentation, Information and Access Services argued:

In order for you to attract persons with a certain level of qualification, something has to be done where the posts are concerned, in terms of upgrading and all of that. As it is now, we won't be able to attract competent staff to work.

Interviewees are confident that once the bar is raised, practitioners will be required to be more competent and qualified.

**Table 5.5. Preparation for Records Management Responsibilities**

Interviewee	Response
IN03 (DA)	There are many things that needs to be done, there are different skills requirement and I think that is where the teaching institution become critical because people want to know what they can do from there, how do they build the capacity.
IN20 (DA)	Yes. What I said before highlights the need for us to have available to us and for the state to make provision for even how it hires people and who it hires for the routine collection of information. There is a lot being done, but I think there is a lot more to be done in this regard.

Key: DA (Development Administrator)

Based on the views presented in Table 5.5, the employment of adequate and competent records management staff is crucial to any transformational process which is occurring in MDAs. Interviewee 20, former government minister, when asked about the need to prepare records management practitioners for their roles commented that there is:

The need for us to have available to us, and for the state to make provision for even how it hires people, and who it hires for the routine collection of information. There is a lot being done, but I think there is a lot more to be done in this regard.

For interviewees, competent practitioners are needed to undertake records management duties, which are essential to the success of the service. This was evident in the approach taken to train personnel when various records management related initiatives were introduced in the public sector as illustrated in §1.1.2. Cook (1981), noted the importance of professional education to prepare practitioners to occupy positions commensurate with their qualifications and with the functions they are undertaking in their jobs.

Indeed, interviewees believed that it is only when practitioners are sufficiently prepared for their roles can they be effective in undertaking their duties. Take, for example, this quotation by Interviewee 07, Director, Documentation, Information and Access Services, describing the level of preparedness required among practitioners supporting records management services:

In order for our leaders and executive managers to make informed decisions, we need persons who are qualified and competent to manage our records...This information forms the corporate memory of the organisation and therefore you need competent and qualified individuals to manage it properly.

Records management practitioners have an essential role to play in supporting managers, which influences national planning and development (Cook, 1983; Kemoni & Ngulube, 2008). As seen in Chapter 4, records have a central role to play in supporting policy formulation, implementation and evaluation; for identifying the appropriate human resource to support the NDP; enabling changes in government entities, and supporting the NDP goals in various sectors.

In Table 5.6, interviewees argued that the records management profession needs practitioners who are skilled, trained and qualified to support records management services. These practitioners are required to help maintain records overtime so they may be available to support MDA objectives, particularly the Public Sector Modernisation Programme.

**Table 5.6. The Need for Education**

Interviewee	Response
IN01 (E)	The skills that they need, the broader picture of what the records can do, what are vital records and all of those things need some study and understanding. In terms of the areas that you want to cover, it certainly requires some study, some understanding, and some reading up of alternatives and so on.
IN03 (DA)	There are many things that needs to be done, there are different skills requirement and I think that is where the teaching institution become critical because people want to know what they can do from there, how do they build the capacity.
IN10 (MRP)	Certainly with the education we see a better output.
IN11	If you are going to cope effectively then you need to have this training to give the

Interviewee	Response
(PS, E)	confidence to go forward and also to speak with authority with people who you come in contact with. When you talk to some of the students on the records management course they tell you how they are treated in their ministries. People have no regard for them and the programmes. You need to have this knowledge to promote the programme, so they definitely need training.
IN13 (MDA)	I think a formal course will give them a greater appreciation for what needs to be done and should be done. On the job training is more of practical type learning. But in terms of theory and the whole appreciation for what you are doing this can only be brought out in a formal setting. There has to be a scholarship to it.
IN14 (MDA)	If you have trained professionals, they would know the importance and would ensure that they are properly managed.
IN16 (MRP)	I think that it will help them to better appreciate the functions of the...records department. And it will help them to understand why you have to do things in a certain way.
IN21 (MDA)	When you are employing somebody, you want to know that you are employing somebody that is qualified. So, if you have records to manage then you want to employ somebody who is qualified in records management so you get the best value for your money. In Jamaica not many persons seem to put a lot of value on how they manage their records and so you can be qualified and yet you cannot pick up a job in the area, so it depends on the culture.
IN31 (DA)	I don't think it is a matter of choice, it is a must. First of all, records management would fit under public sector modernisation programme, as it cannot be carried out in isolation... They would need to hire specialised people as they cannot just train at this point.

Key: E (Educator) DA (Development Administrator) MRP (Medical Records Practitioner) MDA (Public Sector Practitioner) PS (Private Sector Practitioner).

Table 5.6 highlights that education is critical to support the improvement of practitioners' understanding of records management principles and practice as illustrated by Interviewee 01, educator in Information Studies:

The skills that they need, the broader picture of what the records can do, what are vital records and all of those things need some study and understanding. In terms of the areas that you want to cover, it certainly requires some study, some understanding, and some reading up of alternatives and so on.

Understanding of records management principles and practice is critical in preparing practitioners for their roles. The lack of well-prepared records management professionals can hinder the effective implementation of development initiatives as illustrated in the following quotation by Interviewee 11, educator and practitioner:

If you are going to cope effectively then you need to have this training to give the confidence to go forward and also to speak with authority with people who you come in contact with. When you talk to some of the students on the records management course they tell you how they are treated in their ministries. People have no regard for them and the programmes. You need to have this knowledge to promote the programme...

As discussed in Chapter 4 and concurred by Akotia (2006) and Kemoni and Ngulube (2008), when good records management practice is lacking, it encourages various mishaps in the public service. Mishaps such as ad hoc decision making, the inability of government to find precedence for decisions, waste of limited resources and the powerlessness to prove fraud as authorities are unable to complete audit trails are usually found in such circumstances. For these reasons the argument is put forward that the capability of practitioners must be improved in order to effectively support records management services in MDAs.

Already, as discussed in §5.1, there is limited accessibility in terms of the number of practitioners at the higher levels of the profession. Thus, there are challenges in deploying or applying the require competencies for records management in some MDAs. Therefore, the question that must be answered in evaluating the capabilities of records management practitioners in Jamaica is, how to get done what needs to be done in records management? For the implementation of the NDP, the consultants believed that capacity building was essential. Interviewee 15, Social Sector Consultant, explained the provisions for capacity building in this way:

Capacity building is a process that has to go on. It is built into the plan, we have assistance from international development partners and so we get resources from them to build capacity in organisations and of course subject to the availability of funding. We do have MIND, which is charged with the responsibility of upgrading the skills of public sector people.

For those interviewees who shared their views regarding the capability of practitioners, it was commonly noted, as indicated in Table 5.6, that in order to have effective records management services within MDAs, practitioners needed to be both qualified and competent. According to the Compact Oxford English Dictionary, 'qualify' means to "make someone competent or knowledgeable enough to do something". Competent is defined in the same source as "having the necessary skill or knowledge to do something successfully". It would

seem from these definitions that the terms *qualified* and *competent* are somewhat synonymous. However, interviewees have clearly separated the two terms, which suggests that there is more to them than what the dictionary offers.

Some useful definitions of qualified and competent, which seem to fit the ideas that interviewees had, is given by Reichle Associates (2007) and Vincent (2008). According to Reichle Associates (2007), a qualified person has a recognised degree or professional certificate and extensive knowledge and experience in the subject field. In the following quotation, Interviewee 19, Records Management Administrator, for instance, noted the need to have a recognised degree in records management to support practitioners:

There is no records management degree in Jamaica...but records management I think should stand alone because it is very involved.

Here emphasis is placed on the need to make provisions for academic qualifications to support records management practitioners in Jamaica. Interviewee 31, World Bank Representative, noted when asked about the role of education in preparing practitioners for their roles:

I don't think it is a matter of choice, it is a must. First of all, records management would fit under public sector modernisation programme, as it cannot be carried out in isolation... They would need to hire specialised people as they cannot just train at this point.

This is not a new position. In §1.1.2 the World Bank (1996), in one of its report on the restructuring of some public sector entities, noted the need for academically qualified staff to support efficient and effective records management services in Jamaica.

Educators interviewed in this study who have interacted closely with these practitioners in educational programmes are convinced that they are unable to sell the records management service in their organisations. Interviewee 13, Director, Documentation, Information and

Access Services argued:

How are they going to solicit the backing of managers if they can't represent themselves?

The main point brought out by Interviewee 13 is that those practitioners who are expected to manage the records management service are unable to represent themselves. In §1.1.2 it was noted by Rumbolt (2006) that within public organisations, staff in general distrusted the competence of Records Officers, who failed to act as good stewards of the records they were responsible for. In this study as well, there has been evident challenges with practitioners' ability to undertake their roles. As an illustration, Interviewee 14, Registrar and Chair of one Records Management group, shared the experience of his visit to one organisation:

I went into their back room [and] I saw things thrown down all over the place. I asked the lady if those things were used. She said, "Yes, when I want something I just go into the box for it". So I said, suppose you have a fire? Do you have somebody that manages the records? She said, "No".

As noted in §2.2.3, the quality of any records management programme will be directly affected by the staff who operate it. Both among interviewees and in the literature, it has been indicated that practitioners are needed who understand the value of records management in an organisation, and who are able to follow and implement best practices in records management. As noted from the description of the Records and Information Manager's role discussed in §5.1, practitioners serving in this and similar roles are required to setup frameworks that enable consistency in practice and standardisation to ensure that the records management service achieves the required results. For this reason, Interviewee 18, one of the local educators in records management, was able to express the following:

There are still ministries and a number of the entities that are being managed by supervisors and registrars who are not fully trained. And even if they have done some training...they are not at the level to fully appreciate the course work, so they struggle. And then on the job they are not able to transform their organisation.

Interviewee 18 noted here that an essential need within ministries and other entities is to

ensure that practitioners have completed adequate training before being placed in a supervisory role in records management. Furthermore, as noted in the following quotation by Interviewee 23, Records Management Administrator, exposure to knowledge in records management builds the confidence of practitioners:

Yes, it is extremely necessary because in that way the staff will see the things that they do on a daily basis, but they will not see it as just going through the motions.

Therefore, knowledge in records management helps to transform practitioners from being passive onlookers to active practitioners, working to transform their organisations. Knowledge of records management principles and practice is critical in helping practitioners to rationalise records management processes. They are able to understand why it is that they do what they do, and see their service as important to their organisations. This point was illustrated by Interviewee 10, Manager, Medical Records, who argued that education is necessary:

To teach people so they do not just fling things together. We see it coming in especially with the new staff, because they do not have an appreciation of the discipline.

It is important for practitioners to have sufficient knowledge and understanding that will help them to connect both practice and theory in records management (Webster, 1999). Records management is not only a recognised profession but also a scholarly discipline (Webster, 1999). Naturally, practice and scholarship are expected to be complementary as demonstrated in the following quotation from Interviewee 22, Records Management Officer,

It is always good...to have the theoretical background...I think that it is crucial because unless you have the theory, you cannot necessarily appreciate the practical applications. You need to understand why, how, when, (and) what, in order to really apply that in the workplace.

Here, Interviewee 22 is highlighting a need for practitioners to gain an understanding of the theoretical background for records management, so that they may understand the practical work that they are currently undertaking. The method through which practitioners are

prepared for their roles is critical in supporting both the immediate and long-term needs in the records management profession (IRMT, 2004; Katuu, 2009).

As discussed in §1.1.3 it is crucial to evaluate the need to make provisions to prepare and support records management practitioners in Jamaica, through education and training programmes. Creed-Nelson and Williams (1997), for instance, argued that the establishment of on-going diploma and degree courses in records and information management at UWI, and other tertiary institutions is critical especially for those persons who hold responsibility for records and information management. These authors also pointed out that there should be an expansion of training courses for registry staff. Since this proposal, others have highlighted similar requirements or steps that have been taken to meet some of the needs identified (Bryan, 2003; Compton-Smith, Duff & McDonald, 2007). In that case, it is necessary to evaluate the current provisions available in Jamaica to prepare and support practitioners in records management roles. This analysis is done in §5.4.

While interviewees acknowledged the improvements within MDAs to support the appointment of better qualified records management practitioners, they have argued that more is required to sufficiently elevate the profession in the public service:

They are still a bit better off than before but you are not able to take your organisation where it needs to go. The organisation is not necessarily appointing people at the correct level so it is a chicken and egg situation (Interviewee 18, Records Manager).

Therefore, the tendency to recruit practitioners at a lower level might be a shortcoming for the profession in the public service and a disadvantage to the organisations. Interviewees are indicating that senior managers need to have a clearer understanding of the function of records management in the public sector in order to appoint practitioners at the correct level:

I would like them to look at the job descriptions. The way central

government does job description now is more from an operational point of view and my concern is about competencies. Government has a core set of competencies which broad brushes everybody and sometimes they really do not relate to the job (Interviewee 13, Director, Documentation, Information and Access Services).

This suggests that although there are some guidelines, the public sector has not adequately planned for the records management service, so that it correctly administer responsibilities and meet the needs required for staffing capacity at the professional level:

As with other professions, from the initial stage of recruitment, you should have certain things set down, certain guidelines. If you are going to be employing a Records Officer, this person must meet the minimum qualification bar along with having some formal training in records management. I think that could be one of the first moves (Interviewee 07, Director, Documentation, Information and Access Services).

It is indicated here that currently the public sector is deficient in workforce planning which has resulted in the employment of individuals with limited knowledge, skills and experiences. Interviewees are suggesting that effective workforce planning systems be established to determine the immediate staffing needs and help to ensure that sufficient numbers of records management practitioners are prepared to meet the demands of the records management service.

In this study, as with others (Kemoni & Ngulube, 2008; Nengomasha, 2009), the underlying issue in appointing appropriate staffing for records management is connected to the organisational culture and estimated value placed on the function in organisations. The following excerpt provides a clear example of practitioners being appropriately employed because of the interest of administrators in the records management service:

The organisation started in 2001 and even in 2006, there was not a records management structure. It was just one person, a records officer who did all of this work. The records management function fell under the purview of the Human Resource Manager. Now, I have to glorify that because since 2006, a lot of strides have been made in terms of establishing a records management department to the point that we

are the largest... and actually set that tone to the point where we get the recognition of other departments in the organisation (Interviewee 12, Records and Information Manager).

This extract is an interesting case in which the records management department was initially placed under the Human Resources Department, but later placed elsewhere. Whatever prompted the change, it encouraged growth in the records management service. By scanning the Civil Service Order, it is evident that the placement of records management services varied in MDAs. The records management function may be placed under the Human Resources Management Department, twinned with Information Technology and other information areas, or blended with other organisational units. However, some placements are evidently more advantageous than others in terms of resources that will be allocated to records management. The resources allocated to records management services is likely to determine how well it advances and the status of the unit:

What you find in a lot of government ministries is that...records management...is poorly placed. I know in some ministries it is placed under Human Resources (HR) and I don't see how HR can supervise such an activity. For some it is placed under Property and Office Services – this is how they see records management. Fortunately for us in this Ministry it was twinned with Information Technology and Public Relations...This placement...is ideal because...I have the benefit of working with Information Technology and working with other persons in the information field to strengthen what we do (Interviewee 13, Director, Information, Documentation and Access Services).

Wherever records management is placed in the organisation, there will be some advantages and disadvantages (Saffady, 2011). Placement under Human Resources (HR) for instance may aid recruitment and support the records management service in training events. However, the HR manager may not fully understand the needs of the section and unable to adequately support the service as illustrated by Interviewee 12 and Interviewee 13. This is not to say that the records management function could not do well under HR. Based on the data, the success of the records management service largely depends on the interest of administrators and the perception of employees regarding the service.

Even a placement with information-related fields can have its disadvantages. Take for example, the common practice noted in §1.1.2 to have an Information Resources Division in MDAs where all information-related areas are placed together. As noted by Interviewee 13, this kind of placement is ideal because those in the information-related fields can work using an integrated approach that would likely strengthen records management work. Nonetheless, there is another side to this placement, which also encourages low status in records management.

In the proposal to develop an Information Resources Division, it was agreed that areas such as the registry, library and records management unit would be united under one head – currently the Director, Documentation, Information and Access Services (DDIAS):

We have what is referred to as the Director of Documentation, Information and Access Services. What happens at this level is that this person is required to manage the library, the records in government and also Access to Information in each government entity. So this person really wears three hats and it can be intense (Interviewee 06, Archivist).

These findings suggest that it is a challenge for the DDIAS to prioritise all the roles. One possible reason for this is that most practitioners in DDIAS positions are librarians (Aarons, 2006). Consequently, some functions may be marginalised, which some interviewees strongly believe is usually records management:

Because it is twinned with library...sometimes what happen is that one suffers and usually it is records management (Interviewee 18, Records Manager & Educator).

When a librarian who has more experience in that field has the responsibility for both librarianship and records management, it is easy to overlook records management and concentrate on those activities which are familiar. Interviewee 21, a librarian who was appointed as a Records Manager by senior managers in her organisation, remarked:

The emphasis was always on library. When I was asked to take over

records management I thought it was a demotion. When you think of records, you think of dust...

Sometimes practitioners transitioning from library to records management have a poor perception of records management. Where practitioners are placed in positions to manage multiple information-related areas, they may be more inclined to their area of strength or interest. If for instance, librarianship is the practitioner's area of expertise, then that is likely to be the focus of the unit unless there is some stimulated interest in records management, which some practitioners doubt:

A lot of persons see librarianship as being on a different level from records management, so they want to manage records from behind a desk rather than get their hands dirty with records (Interviewee 18, Record Manager & Educator).

With these challenges in mind, some interviewees concluded that sufficient differentiation of the information-related functions is required in the public sector. Presently, the processes do not necessarily align themselves with the way the structures in the organisation have been developed over the years.

Presumably, wherever records management is placed will either provide support for or neglect of the records management function. The placement of records management is largely determined by the perceptions about the function:

I think that depends on the records manager's status... and where the records management programme is in the organisation. Some...have a lot of influence in the organisation because they are very central to the whole process. It depends on the programme within the organisation and the kind of support it gets from administration (Interviewee 11, Archivist).

The records management function is supported and elevated in organisation when senior management views it as essential. Therefore, senior managers must look holistically and strategically at the placement of records management in the organisation if they desire to derive substantial benefits from the function. Organisational culture is key to ensuring that

staff feel supported and enabled to fulfill their role to their best potential, and are able to raise concerns where necessary. Employees who have a positive working relationship with their direct supervisors and co-workers are likely to stay at their jobs. Those with line management responsibilities need to ensure that staff are managed effectively, with clear objectives, and constructive appraisals carried out, resulting in a workforce that feels valued.

Concerns regarding low remuneration for records management staff also chimes with the findings of Nengomasha (2009) who reported that records management practitioners are among the lowest paid in the public sector in Namibia. Oftentimes, the low salaries paid by government do not attract the few trained records management professionals to the profession.

If you were abroad, for instance in Canada, when I was exploring some time ago, records managers were among the highest paid professionals there. Not in Jamaica. In Jamaica if there was some economic crunch and they were to make people redundant the records managers...would be the first ones they cut (Interviewee 21, Records Manager).

Interviewees often compare the records management situation in a developing country to the culture in Jamaica. They generally conclude that outside of Jamaica, records management is seen as important and therefore practitioners within the field are highly paid. However, this is not the experience in Jamaica. Rather, should the organisation be restructured, the records management professional would be the first to be dismissed. When the records management function is devalued, insufficient effort is made to support those working in the profession.

How can you have...persons managing your information and paying them at very low levels, while the persons who are dependent on the information are being paid at a very high level? We need to set the bar and recruit at higher levels or redo the job description to ensure that we attract more competent and qualified individuals so that we can pay them, and we need to pay them to stay (Interviewee 13, Director, Documentation, Information and Access Services).

Records management practitioners are dissatisfied with the compensation they receive for

their work. One of the key determinants of satisfaction — or dissatisfaction — with compensation, is how employees feel their pay package compares to others (Card, Mas, Moretti, & Saez, 2011). Interviewees feel that when compared to others, the compensation levels for records management practitioners is very inadequate. The transcript extracts show that practitioners feel that they are inadequately compensated for the work they do — in other words, they are underpaid. As a result, practitioners often feel unfulfilled in their roles.

Persons need to get this feeling of fulfillment, you know - that you are working, you are compensated and everything is at a certain level, so you are basically on par with other units. You don't feel as if you are less or inferior to other persons. Then, I think, there would be some major improvements to records management (Interviewee 07, Director, Documentation, Information and Access Services).

As noted from this excerpt, practitioners feel unfulfilled in their roles because they are: (i) inadequately compensated; (ii) not at the level that they desire to be, and (iii) not on par with practitioners in other areas with comparable qualifications. In fact, they sometimes feel inadequate and inferior to their colleagues with whom they should be on a comparable level. Consequently, practitioners will join the records management service as a startup but will leave soon thereafter.

If you come in at the basic level and even if they come in and are at Level 2 they are still encouraged to qualify themselves. If they remain to be qualified, they don't remain soon thereafter because remuneration is not compatible to the volume of work. Remuneration is based on perceived value (Interviewee 06, Archivist).

Inadequate compensation for the work undertaken by practitioners often result in frequent staff turnover. This confirms the findings of World Bank (1996) and Creed-Nelson and Williams (1997). They noted the need to stem frequent staff turnover and the attrition rate among records management practitioners. In general, interviewees concur with these authors that within the records management profession there need to be low staff turnover to maintain consistency in the work force and develop more skilled employees. However, these authors did not make the connection between compensation and the frequency at which

practitioners left the profession.

Additionally, staff turnover is encouraged as practitioners do not have room to advance in their career. Where the ability to advance is lacking, practitioners feel they cannot move up in their careers if they stay in the organisation. Interviewee 07 asserted that this structure is not working in favour of the practitioners or the profession as there is the feeling that practitioners are not on a comparable level with their counterparts and they do not feel fulfilled in their roles. Both the inability to advance and the lack of fulfilment appear to have resulted in disinterestedness among practitioners to remain in the field.

Nevertheless, it is evident that high staff turnover, particularly at the professional level is financially costly to the organisation and will also limit the staffing capacity present in MDAs. As noted by World Bank (1996) it is common practice for MDAs during the restructuring of their records management services to spend time and resources filling the position and training new employees. High turnover can also make the remaining employees more stressed out because they have to fill in the gaps until a new employee is hired and trained. In addition, high turnover can lower employee morale and cause a flood of people to leave because they see their peers doing so.

A lot of times I recognise that the capacity is not there...I think the reason for that is really due to remuneration in the RIM series, persons at that level are paid at a very low salary (Interview 07, Director, Documentation, Information and Access Services).

An organisation that pays well, compared with others offering similar jobs, is likely to see low turnover. An organisation with low turnover is generally quite productive. This is because the employees know and trust each other and are better at their specific roles than a group of employees that sees more turnovers would be. Low turnover makes it easier for MDAs to focus its time and energy on the business at hand rather than adapting to new staff. If senior

management takes an interest in records management services and its personnel, then practitioners are more likely to take pride in their work. As a result, they reciprocate the benefits that have been bestowed on them in the organisation.

Where both parties receive adequate benefits from the relationship, there is a feeling of mutual obligation to reciprocate. According to Coyle-Shapiro and Shore (2007), social exchange between employees and organisations involve a series of interactions that generate obligations to reciprocate. In this social exchange, one party often bestows benefits on another. Over time, the relationship can be characterised as one where the exchange partners trust each other to reciprocate benefits received. Certainly, where there is mistrust, there is no obligation to reciprocate whatever benefits were provided.

When organisations make an effort to support the records management department by taking an interest in its needs, they encourage staff to work at their optimum and seek to improve the services offered by their departments.

In terms of finance, we really don't have that challenge. We are fortunate maybe because we are the central bank and the managers see the need for proper records management. Whatever we need to improve the programme and the services they give it to us, once we can convince them of the importance of it (Interviewee 21, Records Manager).

If senior management takes an interest in the records management service and its personnel, then practitioners will take pride in their work. Consequently, they reciprocate the benefits that have been bestowed to them in the organisation. However, within the majority of organisations in this study, particularly those in the public sector, that mutual trust between employers and practitioners was lacking. Consequently, there were no reciprocated benefits. On one hand senior management lacked confidence in the work practitioners were doing, and so did not reward practitioners adequately. For many practitioners there is a lack of

respect for the work that they do in organisations. From the illustration here, this is a result of incompetence among practitioners.

I assume that we need the commitment from government. We need the financial commitment. We need to have the financial support and also to really expand the programme – they need to invest in a programme at the university (Interviewee 06, Archivist).

Employees are likely to be more loyal to the organisation and more willing to devote their personal energy to the job if they see the benefits of doing so. It is disadvantageous to MDAs when practitioners are not well-compensated. Popoola and Oluwole (2007) in their evaluation of Career Commitment among Records Management Personnel in a State Civil Service in Nigeria found a significant difference in the career commitment of records management personnel based on their level of education. They noted that higher levels of education provided the likelihood of better jobs, while low educational qualifications may force personnel to have a stronger commitment to their present occupation. Likewise, in this study, practitioners who have had more experience in the field and who are considered as being better qualified are likely to leave the public sector for better paying jobs. This may also explain why so many practitioners are at the lower level of the profession and so few at the higher level.

The calibre of staff that an organisation has depends on the support of senior management in improving the status of practitioners and the influence of the records management service. Thus, the calibre of practitioners improves if their work is valued. Consequently, the culture within organisations must change and become directed towards an understanding of the true objectives of a records management service, and employ practitioners to meet those objectives.

While some provision was made through the introduction of the PIDG/RIM standard to

support capacity and capability building in records management almost two decades ago, the culture in records management has not significantly changed. In most MDAs practitioners are recruited at a low level, the records management function is not prioritised and the remuneration is also low. Consequently, those serving in records management functions are often underqualified or unqualified for the roles and responsibilities they are undertaking.

The discussion in this section demonstrated that the themes of low level recruitment, low status and low remuneration cannot be seen as separate issues. The tendency in MDAs to recruit practitioners who are either unqualified or underqualified, limit the advancement of practitioner or under compensate them for their work has repercussions for the profession and organisations. On one hand, when practitioners believed that the work of the department was a low priority and their roles were devalued, they were often inefficient and ineffective in their work. In such situation, practitioners felt that if they gained higher qualifications in the discipline they would be exploited as they would be inadequately compensated. On the other hand, practitioners who felt that they were supported by their organisations sought means of improving their knowledge and cultivating their professional capabilities to support their functions and responsibilities. In all areas, it was evident that the way practitioners were prepared for their roles was paramount to effective operation of records management services.

### **5.3. Roles and Responsibilities: Management of Records Management Services**

Already the findings of this research show that practitioners are oftentimes placed into roles and undertake responsibilities, for which they lack the required competence. This suggests similar findings to those of Nengomasha (2009). Nengomasha found in the case of Namibia that senior management who had responsibility for the registry usually assign very junior staff to registry roles.

Interviewees speaking about the roles and responsibilities of records management practitioners referred to their performance within the organisation and their overall professional performance. At an organisational level interviewees had mixed views about the ability of practitioners in fitting their roles and undertaking their responsibilities. For overall professional performance, interviewees believed that practitioners were underperforming in their roles and responsibilities.

**Table 5.7. Challenges in Undertaking Records Management Responsibilities**

Interviewee	Response
IN13 (MDA, E)	How are they gonna solicit with the backing of managers if they can't represent themselves? So it is not just about knowing what to do in terms of records management but can you walk it through. I think it is when your colleagues in the organisation respect what you do, that you are gonna get by.
IN014 (MDA)	I would say collectively we are performing at 30%. There is a lot to be done. We have persons working in some critical areas within the field, they lack passion. I guess because some people don't believe they are managers, they don't manage.
IN18 (PS, E)	I don't think we are large enough to sustain a number of positions at an ideal level of say ...Records Manager at that director level. The openings are just not there. Because of the fact that it is twinned with library they want a two for one and sometimes what happen is that one suffers and usually it is records management. So you still have the director position but what they do is employ a Records Officer that is down there.
IN22 (MDA)	Yes, I think I am blest in that I have a very competent cadre of officers and we work as a team. The relationship that we have it is very good. In terms of persons being knowledgeable with their functions and responsibilities, yes, I don't have a problem with that. Most of the members of staff are qualified to a masters level.
IN32 (MDA)	It is not possible for me to spread my wings in all areas. What you'll find is that I am now micromanaging, when there are so many other little things that ought to be done. So simple things like even file management, and finding that the person managing the files understand why they are doing this, what it entails, nobody can be bothered, and it is important.

Key: MDA (Public Sector Practitioner) E (Educator) PS (Private Sector Practitioner)

As outlined in Table 5.7, on one hand Interviewee 22 commended the work of the staff she supervises in undertaking their responsibilities by noting that her staff were competent in their functions and responsibilities. The interviewee emphasised that required capabilities were present among her staff, who generally received support from senior management, shared a healthy relationship with colleagues and had higher education qualifications. On the other hand, Interviewee 32 encountered a different kind of reality, as she had to micromanage staff.

She observed that her support staff were unfamiliar with simple records management tasks they were required to complete as part of their roles. Interviewee 32 remarked:

I don't find the competencies here. What I have found since taking office is there are a number of things that you need to get streamlined. Our Registrar is not library trained from UWI. The highest level I think from UWI is with the Certificate programme.

It is debatable whether library training is the appropriate requirement for a Registrar or recordkeeping practitioners. The interviewee may be guiding her perception of the required qualification on the predefined notion that the highest qualification required by records management practitioners is a library studies degree from UWI. Nonetheless, an essential point to note here is that Interviewee 32 is connecting the ability of the practitioner to work well in the records management service with his/her level of education. From the excerpts of Interviewee 22 and Interviewee 32 it is evident that a certain level of qualification is needed among staff, for them to work well in their roles.

The level of qualification among practitioners is significant when it comes to practitioners undertaking their roles on responsibilities. In one organisation records management is a priority for senior management, while in the other it is given little support. The support received from senior management as well as adequate knowledge and skills among practitioner are critical areas which enable practitioners to serve well in their roles and carry out their responsibilities.

Overall interviewees felt that practitioners were underperforming in their roles and responsibilities. As already established, most MDAs do not appoint a Records and Information Manager or an equivalent practitioner to support the records management programme. However, as noted earlier by Interviewee 18, "You still have the Director position." In this quotation, the 'Director position' refers to the DDIAS.

As noted in §1.1.2 the Archives Advisory Committee at JARD proposed to the Government of Jamaica the need for an Information Resource Division in each government department. The government partially accepted the recommendations and merged the registry and library operations into one unit. The head of the unit was initially called Systems and Information Resources Manager (Creed-Nelson & Williams, 1997) and later the Director, Documentation, Information and Access Services (Aarons, 2007). In the initial plan, the person who serves as Systems and Information Resources Manager or in an equivalent role was required to play a supervisory role for the units, and support the integration of the management of information resources within organisations.

However, the interview data revealed that the role of the DDIAS has somewhat shifted. In many MDAs the DDIAS now has less of a directing role for the unit and more of an operational role. This person is responsible for the day-to-day operation of both the library and records management functions as demonstrated in the following quotation by Interviewee 06, Archivist:

We have what is referred to as the Director of Documentation, Information and Access Services and what happens at this level is that this person is required to manage the library, the records and also Access to Information. So this person really wears three hats and it can be intense.

As indicated by Interviewee 06, the DDIAS has multiple roles, and is often required to spearhead these services. Interviewee 13, one of the DDIAS interviewed, commented:

I straggle three positions in the ministry because I am responsible for ATI, Records Management and the Library function.

While practitioners have supported the integration of the information-related areas in the public sector, some have noted that it is not without its disadvantages to the records management service. As noted by Interviewee 18 in Table 5.7:

...They want a two for one, and sometimes what happen is that one

suffers and usually it is records management.

With the DDIAS covering the Records and Information Manager's role, administrators may overlook the need to appoint a Records and Information Manager. Let us assess this situation by evaluating the experience of Interviewee 07, another DDIAS. When asked to share a bit about her background, Interviewee 07 remarked:

I have been working at this ministry for the past nine years, two years out of that nine I was assigned to the library and the remaining within the records unit. I worked as Registrar for five of those years and then promoted to this position that I am in.

Interviewee 07 outlined one of the ways records management practitioners in Jamaica's public sector progress in their profession. Most practitioners often enter as Librarians, then move into records management by first working as a Records Officer (PIDG/RIM 2), then promoted to Registrar (PIDG/RIM 4) and then Director of Documentation, Information and Access Services. While to some extent this shows a level of career progression, there is at least one critical flaw in this advancement. As outlined in Table 5.2, after PIDG/RIM 4, the next position in the career path should be Records and Information Manager (PIDG/RIM 5). In this case the Records and Information Manager position is skipped, and the practitioner progresses to DDIAS.

The DDIAS position is currently one of the highest positions for those engaged in the professional, technical and/or clerical work regarding recorded knowledge in the public sector. However, the DDIAS position was not mentioned in §5.1, which outlined the provisions for records management capacity in Jamaica's public sector. The simple reason is that this role is not classified under the PIDG/RIM series or even within the PIDG group. The role is classified under the General Management Group – Senior Executive Group (GMG-SEG) series, further confusing the career progression framework.

In cases where a DDIAS is employed, as indicated by Interviewee 18, a Records Officer is employed to support the DDIAS. As noted in §5.2, within MDAs in Jamaica, Records Officer 2 are commonly assigned to Records and Information Manager roles and are expected to undertake the core responsibilities of that role. However, interviewees have demonstrated that when senior management takes this action, it has consequences for the provision of an effective records management service.

I guess because some people don't believe they are managers, they don't manage. When you call them Senior Records Officer they act like officers. Although you are known as a Records Officer, you are managing records (Interviewee 14, Registrar & Chair of a Records Management group).

In this narration, 'Senior Records Officer' is in reference to the Records Officer 2 position. Naturally, as part of the records management team, the Records Officer 2, would also be managing records. Therefore, the inference here is not specifically highlighting the activity of purely managing records. Rather, it is in reference to the title of the role and the expectations of these practitioners in undertaking their duties. A Records Officer 2 assigned Records and Information Manager responsibilities would be undertaking duties beyond the scope of work they should have been assigned. Interviewee 14 is indicating that those employed to a Records Officer 2 role but who assume the responsibilities of a Records and Information Manager finds it difficult to 'manage'.

It is common for practitioners serving as Records Officer 2 to assume the role of a Records and Information Manager. However, as outlined in §5.1, the job description and educational requirements of the Records Officer 2 is significantly different from that of the Records and Information Manager. As gathered from the introspective feedback already shared by the interviewees, one significant challenge is the inability of a Records Officer 2 to perform adequately in a Records and Information Manager's role. Both practitioners and educators

argued that a Records Officer 2 lacks the capability to undertake the responsibilities of a Records and Information Manager. In fact, as indicated by Interviewee 14 in Table 5.5, practitioners in such situations are performing at about 30%. While this ratio regarding the performance of practitioners is unsubstantiated by research, it is often admitted among practitioners and educators interviewed that persons assigned to these roles are underperforming.

The limitations that are contained within the Records Officer 2's role and the seemingly unfair expectation of persons assigned to the role is central to Interviewee 14's point. Even though practitioners are employed for one role, they are required to take on significantly greater responsibilities. In truth, these practitioners have not been appointed as Records Managers but as Records Officer 2s, and so it would only be natural for them not to perform well.

This practice to employ practitioners at a lower level but expect them to assume significantly greater responsibilities may explain some of the challenges encountered in professional practice in the recent past. In §1.1.2, Rumbolt (2006) pointed out that senior management distrusted the competence of Records Officers to undertake and support critical records management activities and act as accountable stewards of records. The employment of unqualified individuals in records management positions became a hindrance to professional practice and weakened many records management related services in the public sector. Therefore, the Archives Committee directed public authorities to establish an effective records management programme to support improvement of records management practice in Jamaica's public sector.

Practitioners who are unqualified for their roles cannot be accountable stewards of the

records management service because they simply do not understand the role they have been bequeathed or lack the capabilities to undertake the required responsibilities.

I don't think we are totally there in the public sector; we have a long way to go...because a lot of the practitioners are not records managers per se (Interviewee 13, Director, Documentation, Information and Access Services, Educator).

Inherent in Interviewee 13's statement is the idea that those appointed in managerial positions in records management in the public sector are ill-equipped to undertake their duties. It should be stressed here that this challenge is not simply a case of heavy workload. Both educators and practitioners acknowledged that some individuals assigned to Records and Information Manager or equivalent positions do not always meet the criteria for the role. Take for instance the following excerpt by one supervisor describing the requirements to serve as a Records Manager:

Well there is no Records Manager as such. I am a supervisor here and Records Management Coordinator but expected to manage all the records. In order to be a Records Manager, you can either have a library degree with records management training, or you can have a normal degree with records management training. But there is no records management degree in Jamaica... Records management, I think should stand alone because it is very involved (Interviewee 19, Records Management Coordinator).

Although Interviewee 19 stated that she had the required qualifications in librarianship, and served for many years as head of the records management service, she still did not profess to be a Records Manager. The reason given for her not accepting the title of Records Manager was the lack of higher qualifications in records management. Ordinarily many practitioners would have met the local requirements to fill the records management role. However, practitioners and educators have acknowledged that the qualification they possess did not always equip them for the responsibilities they were assigned.

Interviewees generally argued that practitioners should possess the competence to apply

records management principles within their work environments. In the following quotation Interviewee 18, Records Manager and Educator, noted that at times when practitioners lacked sufficient knowledge it affected the records management service:

A number of the recordkeeping areas were managed by persons without any knowledge of records management, so they did not have the confidence to implement a records management programme.

Interviewees often indicated that it is generally difficult to find qualified and competent practitioners to manage records management services in Jamaica. Therefore, unqualified individuals are often employed which weakens records management services and hinders professional practice. Lemieux (2001), in her research revealed that one of the impediments to business viability and accountability was the lack of required competence among practitioners to carry out records management functions in Jamaican organisations she studied.

The point is being raised here is that the qualification and competence of practitioners affect their performance and the functionality of records management services. On a whole, the lack of academically qualified staff and incompetence among records management practitioners in Jamaica present significant challenges in how practitioners are able to support their roles. Take for example this account shared by Interviewee 11, Records Management Educator:

When you talk to some of the students on the records management course, they tell you how they are treated in their ministries. People have no regard for them and the programmes. You need to have this knowledge to promote the programme.

Having the required qualification and competence is critical to support practitioners in their work (Procter, 2005). The more knowledge practitioners have of records management, the better able they are to improve and promote the records management service. As indicated in §1.2.1 and §4.4, practitioners were unable to undertake critical records management

activities such as records appraisal, retention and disposition. The challenges have inhibited retrieval and preservation of records and weakened compliance units.

Thus, interviewees have called for a restructuring of the records management function in the public service so that there can be adequate records management staff, particularly at the professional level, to support records management services. Central to this restructuring is the need to improve the competencies of those assigned to records management roles, particularly at the supervisory level. Cook noted in his second report prepared for CARIBICA that "...there is a wide and growing acceptance of the view that a supply of trained manpower...will materially improve the development of...the management of government records" (Cook, 1983, p. 19). Based on the findings in this section, it is likely that practitioners really do not possess the required ability to complete the tasks they have been assigned.

In the final analysis, the PIDG/RIM series is ineffectively being utilised to support the appointment of practitioners to the records management services. Records management practitioners were not always equipped with required capabilities to take the records management service forward. The evidence points to the fact that capability improvement is central to support practitioners in acquiring the needed skills and know-how in records management as required in MDAs. While MDAs should be employing individuals who are competent in carry out their responsibilities, this is not always the case. Nevertheless, these practitioners are expected to speak on records management issues and guide their organisations where these issues are concerned. Where practitioners are ill-equipped and ill-prepared for their roles, they are likely to fail in their responsibilities. Thus, they are unable to "sell the programme" to senior management and colleagues, consequently, receiving limited support for the records management service.

The discussion in §5.1-5.3 has answered the second research question, What records management capacity and capability is there in Jamaica? The discussion will now move towards answering the third research question - *How can the records management capacity and capability be improved?* Section 5.4 begins by examining how records management capacity and capability is currently improved through mechanisms of on-the-job training, off-the-job training and academic qualifications, and during the discussion makes suggestions for improvement.

#### **5.4. Preparing Records Management Practitioners for their Responsibilities**

The discussion in §5.3 demonstrated that practitioners, particularly those serving in Records and Information Manager positions generally lack the capability to adequately support their records management services. As found in Nengomasha (2009) research, and depicted in local literature (Bryan, 2003; Creed-Nelson & Williams, 1997; Rumbolt, 2006), records management practitioners are poorly prepared for their responsibilities. They have few opportunities for training, and academic programmes offered locally are not very strong on records management content. Consequently, practitioners who matriculate to programmes, even with electives for records management, are not well-prepared to take up responsibilities in the profession.

In this research, three main methods were identified for preparing practitioners for employment in records management, namely: (i) preparation through on-the-job training; (ii) preparation through off-the-job training, and (iii) preparation through academic programmes. These methods will be discussed consecutively below.

### 5.4.1. Preparation through On-the-Job Training

As discussed in §5.1, all support staff under the PIDG/RIM series are required to have some form of training in records management as a prerequisite for entry into the profession. However, as highlighted by Interviewee 13, DDIAS, although this requirement is outlined in theory, in practice, it has become a norm to recruit individuals without the requisite training:

You find that these people come in with no experience. At that level you don't expect them to; you expect them to be taught on the job.

As the requirements are often not adhered to or enforced in some public sector entities, support staff, in particular, are mainly groomed for their roles through on-the-job training.

On-job-training is a behavioural method type of training, which allows trainees to practice behaviour in either real or stimulated environments (Alipour, Salehi & Shahnava, 2009). As posited by Alipour, Salehi and Shahnava (2009) this kind of training "stimulates learning through behavior which is best for skills development and attitude change" (p. 64). The need to develop critical skills and change the attitude of support staff is usually a necessary step taken by supervisors in records management services in Jamaica as evident from the excerpts in Table 5.8.

**Table 5.8. On-the-Job Training Needs**

Interviewee	Response
IN06 (MDA)	There is that process of encouraging individuals to qualify themselves if you come in at the basic level and even if they come in at level 2 they are still encouraged to qualify themselves.
IN13 (MDA)	I don't think most of those practising records managers have been exposed to a formal training in records management at the university level, that can really inform them as to their role and function. Basically what they know of that is some short courses or seminars, and their perception of what they should be doing in the organisation.
IN14 (MDA)	The norm for advertising for a job is just 5 CXC's is not helping the system.

Key: MDA (Public Sector Practitioner)

Records management supervisors often complain that support staff lack the required competencies needed to support their departments. Take for example this comment made by Interviewee 32, Records and Information Manager:

I don't find the competencies here. What I have found since taking office is there are a number of things that you need to get streamlined. Simple things like even file management, and finding that the person managing the files doesn't understand why they are doing this and what it entails.

While entry level staff are in their roles, it is usually the case that their skills in records management require improvement and some amount of attitude change regarding the profession. To make the required improvements and adjustments among entry level staff, supervisors usually depend heavily on on-the-job training. On-the-job training, also referred to as workplace learning may include activities such as induction, excursions or visits, rotations or exchanges, instructions in new systems and informal learning (Hoy, 2004). However, in organisations evaluated for this research, it seems that on-the-job training mainly focusses on informal learning. Here managers or experienced colleagues coach or teach staff as highlighted in the following quotation by Interviewee 25A, Records Administrator, within a private organisation:

[At] the operational level, we work with them every week, so we...have weekly meetings. It is more like workshops so to speak. So, you are trying to do some just in time programmes along with bringing over what it is that you want to get done.

While senior staff in the private sector mainly direct on-the-job training programmes, as illustrated by Interviewee 25A, managers within MDAs may also solicit assistance for on-the-job training from JARD. For instance, Interviewee 32, Records and Information Manager, remarked:

What we did earlier this year and will continue to do is to have JARD come in and do a two-day workshop with us.

JARD is responsible for instituting standards and procedures for the management of official

records in public sector entities. They provide consultancy services and training in records and information management to government ministries and departments.

In general, where practitioners entering the profession are deficient in their understanding of records management principles and practice, the records management department typically provides some form of on-the-job training. As underscored by Interviewee 24, Records Administrator, on-the-job training is critical to ensure the required outcomes within a records management service:

I had a staff member inputting some series, and it wasn't until it was being used later that we identified that it was not done correctly. I had to explain to the staff member how this would impact the work.

Evidently, for on-the-job training to be effective, there are some imperative steps that should be included in the process. The programme should include: (i) means for reinforcement during learning; (ii) timely feedback on trainees' performance; (iii) simple breakdown of tasks, and (iv) encouragement of positive transfer from training to the job (Alipour, Salehi & Shahnava, 2009). Taking these steps should help to enhance the knowledge, skills, attitude and behaviour of trainees.

As is clear in the following excerpt from Interviewee 31, Records and Information Manager, reinforcement during learning helps to determine the capability of trainees to complete their tasks.

You will find that some of the people working in the registry, don't have any CXC subjects, or just at CXC level...and so you are not finding that level of understanding. Though the information is shared, [and] they have the files with the information, it goes through one ear and comes out through the other. I don't think they understood...

Interviewee 32's excerpt illuminates the behaviourist approach to learning which centres around the belief that appropriate behaviour can be taught through constant repetition of a

task combined with feedback from the facilitator (Alipour, Salehi & Shahnava, 2009). The reinforcement approach can work in both positive and negative ways. In the case highlighted, reinforcement for some reason seems to work in a negative way, as trainees showed little motivation to learn.

The behaviourist approach is also based on the view that there is one right way, one truth that the student needs to learn, and that knowledge is the same for all learners. Take for instance the experience of Interviewee 32, Records and Information Manager, who noted some of the ways their organisation employ on-the-job training:

You have to take and mould this person and give this person a skill to work with... The staff need to be educated as to why, what, how we do this. How it will impact on them? How it will help them to improve as they deliver in terms of their work?

The excerpt from Interviewee 32 emphasises teacher or trainer control. The trainer employs external reinforcement to motivate and encourage trainees to reach the stated objectives. However, while on-the-job training should be used to enhance the capabilities of practitioners and help to improve their performance (Tüzün, 2005), supervisors in records management services often take it a bit further. Note that in Interviewee 32's experience, on-the-job training goes beyond merely enhancing the knowledge, skills, attitude and behaviour of practitioners. Supervisors feel that they are required during on-the-job training to provide the skills practitioners need to work in the profession and educate them. This suggests two things, either that on-the-job training is ineffective as a method to prepare practitioners for their roles or that the method is being used ineffectively. The findings from the interview data highlight challenges in both areas.

Obviously, entry level practitioners will have very limited understanding of records management principles and practice upon entering the profession. Accordingly, due to the

limited experience of entry level staff, supervisors are generally required to provide a greater level of reinforcement. Unfortunately, as asserted by supervisors, even after on-the-job training, entry level staff fail to grasp records management concepts required to work in their assigned positions. Under these circumstances, it may be concluded that on-the-job training is an ineffective method to prepare practitioners for their roles. As indicated by interviewee 32 and others, persons enter the records management service with basic qualifications, in this case, CXC subjects. In fact, interviewees have suggested that oftentimes these individuals are pushed into the records management service as illustrated in the following quotation,

We don't want to prohibit anybody but we know what it is that we want to make of the discipline...I find that people who are, for want of a better word, not so educationally competent – these are some of the people being pushed in records management. I think we need some of the brighter people as well (Interviewee 12, Records Manager and Educator).

Once practitioners enter the records management service, there is great dependence on on-the-job training to equip them with the required knowledge and skills in records management. However, as indicated in the experiences of supervisors, on-the-job training is time consuming:

I also try not to take in anyone without some form of basic training. Here we use to have a lot of people coming in, not even having a clue of what records management is (Interviewee 06, Archivist).

While supervisors may provide employees with opportunities to learn and to perform more effectively, they cannot fully provide the knowledge and skills required to work in the records management profession. Trainee characteristics such as self-efficacy and prior experience with the task are critical to ensure positive outcomes in on-the-job training (Klink & Streumer, 2002). The records management department role is to conduct programmes to familiarise staff with specifically situated knowledge and skills (Anderson, 2007). Having such great dependence on on-the-job training to equip entry level practitioners with the knowledge and skills required to work, strains records management services. It may be wiser to admit only

those that have the requisite skills to the profession:

One of the things I challenged my colleagues not to do is to be very gullible about the people they put in our departments - people who don't have the requisite skills, competence and knowledge level to operate in the records management area. I always tell them, when the recruitment is happening, please ensure that you are on the selection or recruitment committee. That way you know exactly who you are recruiting, and you have that choice to say listen, this person is not a good fit for records management (Interviewee 12, Record Manager and Educator).

At present, supervisors take insufficient steps to ensure that those entering the records management service possess the requisite skills, competence and knowledge level. It is suggested here that records management administrators are not very involved in the recruitment process. Additionally, records management supervisors need to be more assertive in the recruitment process. Supervisors noted that greater steps should be taken within MDAs to ensure the right people are recruited:

I strongly believe that as with other professions, from the initial stage of recruitment, you should have certain things set down, certain guidelines (Interviewee 07, Director, Documentation, Information and Access Services).

Moving forward, a good practice would be to ensure that those entering the records management profession possess some level of professional competence. This reduces the pressure on records management supervisors to provide the competency required.

One should not overlook the idea that challenges may also arise because trainers within organisations may be ill-equipped to impart training.

[Our] Senior Records Officer has some amount of understanding but what I find is that in many of the registries within Jamaica, you are working within records management and you alone have that information in your head. That can't be something beneficial (Interviewee 32, Records and Information Manager).

While trainers, who are generally supervisors or experienced staff members, may be good at performing or managing their own work, they may not possess the skills to conduct training.

Some may not even feel confident to do so. Lemieux (2001), indicated from her research on recordkeeping practices in Jamaica, that when clerical staff were unable to undertake duties assigned to them such as the creation of initial source documentation for financial transactions, they were not aided by supervisors. Further, although staff demonstrated little appreciation of the process required to support internal accountability and control, the supervisors were unable to insist on accuracy and completeness. Lemieux concluded that supervisors were ignorant of the result of poor documentation on internal accountability and control.

To ensure positive outcomes in on-the-job training will not only require the co-operation of trainees but also trainers and senior management. The level of support received from managerial staff may also be a powerful predictor for the effectiveness of training offered within organisations (Van der Klink & Streumer, 2002). On-the-job training can be fairly labour intensive and makes significant demands on co-operation. It must be a collaborative process where from the outset; measures are in place to ensure that entry level staff process the requisite qualification for their roles.

When recruiting for their records management services, supervisors must be certain about the type of individuals they are seeking, and what level of skills, competence and knowledge they desire. By having some established criteria about the skills, competence and knowledge required, it is easier to exclude unsuitable candidates from the selection process. Guidelines may include a professional capabilities framework for records management, an evolving career framework, and regulatory requirements that govern records management. From these guidelines, employers can develop a summary of what the various records management roles involve, the appropriate duties, specific knowledge and skills required,

and the qualifications and experience needed for the post. This process will help to formalise the qualifications and processes for entry into the profession and improve the knowledge-base of those who are already in the field. It is also important to ensure that the records management agenda is embedded in organisations.

The complications that practitioners, particularly those who serve as supervisors and managers, encounter in professional practice suggest that strategic decisions about learning provisions are a critical need in Jamaica. Hoy (2004) in one learning model suggested four strategies to encourage practitioners to cultivate their professional capabilities: *competency-based learning, workplace learning, reflective learning and self-directed learning*. This learning programme could be presented through a common curriculum, which is layered appropriately for each level of the profession. Having such a learning structure in the profession could provide a learning continuum for practitioners and remove much of the confusion and challenges encountered in the recruitment process.

#### **5.4.2. Preparation through Off-the-job Training Programmes**

Apart from on-the-job training, training is also completed outside the organisation. This kind of training is referred to as off-the-job training. Off-the-job training is offered by local training providers. This kind of training has also been a central method used to prepare practitioners in Jamaica for their roles in records management. As is clear in the following excerpt from Interviewee 13, practitioner and educator, off-the-job training often takes precedence in preparing practitioners at various levels of the records management profession for their roles:

...I don't think most of those practicing...have been exposed to formal education in records management at the university level. Basically what they know...is from some short courses or seminars...

Interviewee 13's excerpt illuminates the idea that practitioners' knowledge is developed mainly outside of formal university education and through short courses or seminars. Training

programmes often take the format of short courses or seminars (Anderson, 2007). This explanation provided by Interviewee 14, Registrar, highlights the point that training builds new skills to support changes which ordinarily affect the profession:

Training is very important. Even the professional within the organisation needs to get training because trends and issues change. Probably the way we managed something in 1999, the legislation probably changed, so we have to keep abreast of what is happening.

Interviewee 14's quote reveals that training is predominately used to build and strengthen the competency of practitioners. Training includes a wide range of task-based activities which are aimed at providing new skills quickly and are usually very short (Anderson, 2007). This method of learning usually emphasises instruction in actual processes which are efficient, aptly designed and effective for their purpose (Cook, 1990). Majority of the practitioners from the public sector who were interviewed for this research completed training at the Management Institute for National Development (MIND).

**Table 5.9. Provision of Off-the-Job Training at MIND**

Interviewee	Response
IN11 (PS, E)	Promotion to that level is often dependent on the completion at MIND as well as the certificate course. They often ask for that before you can move up. You must pass certain levels at MIND.
IN14 (MDA)	You need to have at least the MIND certificate which is the MIND introductory course to records management...that would not even prepare you for the job, but at least you would have some theoretical knowledge to come in and try to match it practically.
IN17 (MDA)	Once you have entered the system the only other requirements I know about is getting some formal training at MIND and that's where it stops.

Key: PS (Private Sector Practitioner) E (Educator) MDA (Public Sector Practitioner)

MIND is an Executive Agency of the Government of Jamaica, accredited to provide tertiary level training for public sector management. They provide training for continued professional development. Based on the evidence provided in Table 5.9, the records management fraternity within the public sector depends on MIND courses. The courses are used to prepare practitioners for their roles, help them to gain promotion and used for continued

professional development.

Practitioners indicated that MIND had one of the few programmes they were aware of that supported professional development in records management. For instance, Interviewee 19, Records Management Coordinator, remarked:

MIND offers an advance records management programme that I have completed...That is the only thing I know that exist outside of the course within the library degree.

At the time of this research, MIND offered two training courses in Records and Information Management, one at the basic level and one at the advanced level. According to MIND's course description for the basic level course, Records and Information Management, it is:

Designed to equip persons with the knowledge, skills and expertise to undertake Records and Information Management functions effectively and efficiently and increase the value and importance of this area of management to strategic performance outcomes.

The course is designed to provide a quick introduction of the records lifecycle and records management systems, and has two modules, which cover the following areas:

Module 1:

- The importance of a good records management system
- Classification and indexing system
- Trends in records management

Module 2:

- The management of filing and information retrieval systems in any media
- The maintenance of public information records in a manner that facilitate access as required by the Information Act
- The computer and its uses and abuses in records management
- Records retention schedules – what are they? Why do we need them?
- Environmental issues and information records

Each module is completed over two days. Interviewee 27, Course Coordinator, provided the following description regarding the structure of the course:

There is a field trip in the second module. However, it is mostly classroom instructions, using multimedia, looking at documents, discussions, (and) people sharing their experiences...

Based on the course outline, this course attracts registry, administrative and library professionals, and clerical officers. It is also a prerequisite for the advanced course.

The advanced course, Advanced Records and Information Management, was introduced to enable practitioners to further improve their knowledge of the discipline. The instructor, who designed the course, explains how the course was introduced:

...I sat down and I looked at some of the deficiencies and I said "You know what I have the knowledge and I also think I have the skills to develop a course" and I did...Going and doing those facilitations, I've found it useful in terms of helping people to bridge the gap and to see into the future.

In an effort to bridge the gap in the programme and improve practitioners' understanding of records management concepts, the facilitators sought to introduce the following key features in the advanced course:

- Effective management of Records and Information Management programmes
- Effective management of the receipt, distribution and utilisation of records
- Records facilities, supplies and technology
- Storage and retrieval of records utilising systems
- How to appraise, retain, protect and dispose of records efficiently

According to Interviewee 12, there were deficiencies and gaps in the MIND programme that administrators tried to bridge in recent years. Nevertheless, while learning providers at MIND sought to improve the programmes to meet the increasing needs of practitioners, practitioners have indicated that there are still limitations in the programme. It did not adequately prepare them for their roles.

Consequently, it is necessary to assess the effectiveness of the training programme offered

at MIND. Based on the result of the interview data, the effectiveness of the programme may be assessed by evaluating the satisfaction of participants in the programme, the appeal of the programme to those enrolled and on-the-job performance.

**Table 5.10. Interviewees' Perception of MIND's Programme**

<b>Interviewee</b>	<b>Satisfaction of Participants</b>
IN07 (MDA)	Even though there is some level of training in records management, I think it is inadequate... I know that a lot of the records management training takes place at MIND but I think it is too theoretical and more practical components should be added...
IN13 (MDA)	Government does do a minimal amount of training at their institution MIND, but that in itself is really an introductory course to the appreciation of records management.
IN14 (MDA)	Training is basically introductory...That would probably assist them or develop their appetite of wanting to become a Records Manager.
IN24 (PS)	They have all done...external workshops which last between 1-2 days. When they return from the workshops however, they report that it was too much for that short period. The workshops are done with INFOSERV and MIND.
IN25A (PS)	When I think of educational programmes I think of MIND.... They have an on-going records management programme. At MIND, they call it an introductory level, so you don't get a rounded idea of what records management is really like.
<b>Interviewee</b>	<b>Programme Appeal</b>
IN09 (MDA)	Everything would have to be budgeted...hence you have to look at the demand and slate the training accordingly.... For instance, this training that is done every year, if everybody has already done it, then it means we will have to look in other directions for training and that is what we don't have... Maybe after 4 or 5 years you might send somebody who went 5 years ago, just to make sure they keep abreast.
IN19 (MDA)	Finances, I find that training for records management is so expensive. Even at MIND the cost has sky rocketed that it is difficult for my department to send persons for training.
IN27 (CC)	... We have not been able to attract the number of responses we would like to see and that would result in rescheduling of the programme from time to time...
<b>Interviewee</b>	<b>On-the-Job Performance</b>
IN07 (MDA)	From time to time I will send my staff on records management training and they will come back and say to me that they haven't really learnt anything in order for them to function day to day on the job.
IN11 (PS, E)	Supplying the Records Manager with more training provides more awareness on what he or she can do in an organisation, and possibilities...to be equipped for their jobs...
IN25A (PS)	You just get the basic to work with and hope that you go and get some on-the-job-training to get a better feel of what records management is all about.

Key: MDA (Public Sector Practitioner) PS (Private Sector Practitioner) CC (Course Coordinator) E (Educator)

#### 5.4.2.1. Participant's Satisfaction

The majority of the records management supervisors interviewed who have enlisted their staff on the MIND programme reported dissatisfaction with the programme as noted from the following excerpt:

Even though there is some level of training in records management, I think it is inadequate... I know that a lot of the records management training takes place at MIND but I think it is too theoretical and more practical components should be added... (Interviewee 07, Director, Documentation, Information and Access Service)

This supervisor believes that the MIND programme is inadequate because it is too theoretical and more practical components are needed. On the other hand, three supervisors noted that the MIND programme was introductory and one that it was too short. Consequently, the programme was viewed as inadequate as it did not provide practitioners with a rounded view of what records management is about.

At MIND, they call it an introductory level, so you don't get a rounded idea of what records management is really like (Interviewee 25A, Records Administrator).

The views of practitioners highlight their expectations of the MIND programme. Evidently, the training programmes which practitioners attended did not fulfil their expectations. Interviewees who have attended the courses and those who supervise attendees believed that the MIND programme is inadequate as it did not meet the needs of practitioners. Training providers were unable to provide the breadth and depth of knowledge and understanding practitioners sought.

For many practitioners, both within the public and private sectors, the MIND programme is perceived as the paramount education programme for records management as noted by Interviewee 25A, in Table 5.10.

When I think of educational programmes I think of MIND.... They have an on-going records management programme.

With this in mind, it is difficult for some practitioners and even training providers to recognise that MIND's programme is in fact a training programme. As gleaned from the course descriptions highlighted earlier, it seems that MIND is over extending its offering. By seeking to address all the deficiencies in knowledge that they have observed, the programme failed

to meet the objectives of a training programme and fulfil the expectations of participants.

It is impossible for the MIND programme to adequately cover all the outlined content within the time allowed. Moreover, to seek to equip individuals from such diverse backgrounds with the knowledge, skills and expertise in records management in such a short timeframe is very ambitious. Training by nature is usually more pragmatic than theoretical (Katuu, 2009). Therefore, training programmes are not designed to provide practitioners with adequate theoretical principles which inform their professional practice. It is a common tendency within developing countries to use training programmes to support the theoretical and methodological processes that inform professional practice in records management (Katuu, 2009). Yet, it is important to realise that there is a need for more in-depth programmes to improve the competence of practitioners.

One of the challenges in seeking to improve the competence of practitioners is identifying the difference and making a deliberate distinction between training and education needs. What is classed as 'training' and 'education', varied among practitioners and educators. Some spoke of 'formal training' when making reference to university programmes, but also used the term as to refer to recognised training programmes. This variation stemmed from a number of contextual factors, including the learning organisation, the workplace, and the specifics of each programme offered.

This contextual variability was coupled with a sense that training is used to support both the improvement of skills and more in-depth knowledge among practitioners. However, since the aim of training programmes is to develop a particular skill or operational efficiency, practitioners cannot depend solely on training programmes to attain adequate knowledge

and understanding of records management principles and practice. Training is unable to support this need.

#### *5.4.2.2. Programme Appeal*

As depicted in the previous section, some interviewees shared their dissatisfaction with the training programme offered at MIND. The reports which supervisors received regarding the programme are not always encouraging. Supervisors have also observed that the training is repetitive, and inadequately covers the different facets of the discipline as often expected. If the programmes are not meeting their intended aims for continued professional development among staff, then they are required to take decisive actions:

Everything would have to be budgeted...hence you have to look at the demand and slate the training accordingly.... For instance, this training that is done every year, if everybody has already done it, then it means we will have to look in other directions for training and that is what we don't have... Maybe after 4 or 5 years you might send somebody who went 5 years ago, just to make sure they keep abreast (Interviewee 09, Acting Records and Information Manager).

Since supervisors have to be decisive regarding departmental budgets, they may choose not to enroll or support their staff in the MIND training programme because their needs are unfulfilled. Supervisors will opt to send staff for training after 4-5 years of completing the MIND training or seek other avenues for training, which will help staff keep abreast of the changes in the field. Consequently, as indicated by the programme coordinator, oftentimes they were unable to attract the number of responses for the programme and inadvertently had to reschedule the programmes in some instances.

#### *5.4.2.3. On-the-job Performance*

Interviewees agreed that training is important to provide practitioners with more awareness of the on-going issues in their profession and help to equip them for their roles and

responsibilities. Training is necessary to meet the short-term needs of the profession (IRMT, 2004) but rarely equips practitioners long term (Katu, 2009). Based on the discourse so far, practitioners do not always find the training at MIND fulfilling their long term needs. Although training should focus on the acquisition of knowledge, skills and attitudes needed to help practitioners perform more effectively in their current role, interviewees have indicated that the training they have attended at MIND did not help them to function in their day to day activities at work.

According to Interviewee 25A, MIND provides practitioners with the basic to work with, but it is the practitioner's on-the-job training which provides the hands-on with regards to what the course content is about. These findings indicate at least two challenges. First, it suggests that the course content which MIND provides is inadequate, and so practitioners have to supplement that knowledge with work experience. It also suggests that MIND may not be in touch with the needs of the organisations or programme attendees.

In order to achieve consistently high quality outcomes for stakeholders, practitioners must have and maintain the knowledge and skills to establish effective services in a range of agencies and settings. It is crucial to establish guidelines for the components and scope of learning programmes, as well as ensuring that the instructors are competent to impart the curricula. Structure is important in order to build these professional capabilities. This will help to ensure that a competent practitioner pool is developed in Jamaica.

#### **5.4.3. Preparation through Academic Qualification**

Generally, practitioners at the professional level of the PIDG/RIM are required to have some form of academic qualification. In the case of a Records and Information Manager, that person should complete a degree programme in librarianship or archival management, with

records management training and years of experience. They may also have “any combination of training and experience that would yield the necessary skills needed at this level” (Cabinet Office, Jamaica, 2002, p.18). The research findings show that practitioners at the professional levels mainly have a background in librarianship although a few were drawn from other disciplines.

**Table 5.11. Qualifications of Practitioners at Professional Levels**

Interviewee	Response
IN02 (MDA)	I am currently the Director of Records and Information Management. I have a Bachelor in Computer Science and Management. I am currently pursuing a Master in Business Administration. I basically just came up through the ranks. I started in the customer service management team, and then I became the manager of that team. I am here now.
IN06 (MDA)	I am trained in librarianship. Both degrees in library and information studies. When I went into special libraries, I found that my focus is not on library, but I was called to focus on records.
IN07 (MDA)	I currently hold the position of Director, Documentation, Information and Access Services. I attained a Bachelor degree in Library and Information Studies at UWI, currently pursuing the MA in the same field. I have been working at this ministry for the past nine years, two years out of that nine I was assigned to the library and the remaining within the records unit.
IN10 (MRP)	I have a first degree in Library Science. I have a second degree in Business Administration. I have a Certificate in Records Management and I am completing a LLB.
IN12 (MDA, E)	When I entered records management, I knew absolutely nothing, I actually never heard of this thing...They enrolled me to the records and information management programme here at UWI, I started to do my own research about what records and information management was and I never turned back. My first degree is in Human Resource Management.... I have two masters degrees, one of them is in Management Information System.
IN13 (MDA, E)	I started out as a librarian in the Jamaica Library Service. After that I did various diplomas and I did my Masters in Public Sector Management. I was sent to England to do a short course in records management and I have been exposed to short courses outside of that.
IN14 (MDA)	<i>And your degree is in library?</i> Yes, both at the undergraduate and postgraduate levels.
IN17 (PS)	I did my masters in Library and Information Studies at UWI. I am doing my Law degree.... I have worked at almost all kinds of library: public, school, academic, special libraries.
IN18 (MDA, E)	My first degree is in Library and Information Studies, Diploma in Management, Certificate in Personnel Management, Certificate in Records Management and Masters in Business Administration.
IN19 (MDA)	I came here with a library certificate and records management training.
IN21 (MDA)	I wanted to go to university...library studies was there so I registered... (and) got in. I was here working as the librarian for almost fourteen years when management saw it fit to merge library with records management and decided they wanted me to be in charge of it.
IN 22 (MDA)	I did a degree in history and tried to find a job but couldn't and then I decided to go to library school. I came down here in 2003, started in the library, and it was definitely on-the-job training.
IN23 (PS)	I am a trained librarian. I have diverse working experience setting up libraries in small businesses, working with reference library in news media department.

Interviewee	Response
IN25A (PS)	I am kind of multi-focus but most things having to do with records management at some level or the other
IN25B (PS)	Basically, educational training is library studies.
IN32 (MDA)	I am the Records Information Manager, since this year. I have completed the BA in Library Studies in 2007. Presently I am doing the MA in Library and Information Studies at UWI.

Key: MDA (Public Sector Practitioner) PS (Private Sector Practitioner) E (Educator) MRP (Medical Records Practitioner).

Of the 16 practitioners highlighted in Table 5.11, 13 have a background in librarianship. Of that 13 with librarianship background, three have mixed academic experiences.

I did a degree in history and tried to find a job but couldn't and then I decided to go to library school. I came down here in 2003, started in the library, and it was definitely on-the-job training (Interviewee 22, Records Administrator)

My first degree is in Library and Information Studies, Diploma in Management, Certificate in Personnel Management, Certificate in Records Management and Masters in Business Administration (Interviewee 18, Records Manager)

I started out as a librarian in the Jamaica Library Service. After that I did various diplomas and I did my Masters in Public Sector Management. I was sent to England to do a short course in records management and I have been exposed to short courses outside of that (Interviewee 13, Director, Documentation, Information and Access Service)

These excerpts highlight that of the interviewees with mixed academic background, one completed a first degree in History and two complete masters in other areas (Public Sector Management and Business Administration). The two practitioners without librarianship experience had a background mainly in Management Studies (Human Resources Management and Management) and Information Technology (Management Information Systems, Computer Science):

I am currently the Director of Records and Information Management. I have a Bachelor in Computer Science and Management. I am currently pursuing a Master in Business Administration. I basically just came up through the ranks. I started in the customer service management team, and then I became the manager of that team. I am here now (Interviewee 02, Acting Records and Information Manager)

When I entered records management, I knew absolutely nothing, I actually never heard of this thing...They enrolled me to the records and information management programme here at UWI, I started to do my own research about what records and information management was and I never turned back. My first degree is in Human Resource Management....I have two masters degrees, one of them is in Management Information System (Interviewee 12, Records Manager).

Therefore, majority of practitioners had degrees in librarianship. This finding confirms that of Aarons (2006), who observed that majority of those directing the records management programme in MDAs are librarians.

It was highlighted in §5.1 that practitioners at the managerial levels required qualifications in librarianship or archival studies. While locally UWI, Mona offers the Library and Information Studies degree, at the time of the study, archival studies was not offered. Since librarianship is generally more accessible to practitioners, majority of them have been educated in that area, and have transitioned to records management. The section that follows evaluates the effectiveness of preparing practitioners for their roles through librarianship qualifications.

#### *5.4.3.1. The Effectiveness of Preparation through Librarianship Qualifications*

The findings regarding practitioners' preparation through librarianship qualifications are broadly similar to those of Nengomasha (2006). Nengomasha reported that Namibia had limited education programmes for records management, where the Department of Information and Communication Studies at the University of Namibia offered a four-year degree in Library Science and Records. However, the records management component of the programme was not very strong. Consequently, the programme inadequately prepared graduates to take up records management responsibilities.

**Table 5.12. Preparation of Practitioners for Records Management Roles**

Interviewee	Response
IN02 (MDA)	What I find is that a lot of organisations use persons who have been trained as librarians to fill records management roles. I think more structured training programmes need to be established for records managers, certified accredited programmes...so we can have a wider pool of persons from which to pull Records Managers.
IN11 (MDA, E)	I keep telling them that this is an introductory course because for records management overseas, you have 4 or 5 courses. Here it's just one course that touches the various areas. It has to be more in-depth. One course can't cover everything. We need more specialised courses in this area.
IN12 (MDA, E)	Broadly, I think the unavailability of the specific course to study in the discipline becomes a challenge...I think [a degree in Library and Information Studies] is positively filling a gap. It is better they have it in Library and Information Studies than to have it in a very far-fetched discipline.
IN13 (MDA, E)	We need a formal educational programme, as I said what is at the Department of Library Studies is a start but not adequate to cover our needs.
IN19 (MDA)	But there is no RM degree in Jamaica, I don't know if it exists anywhere. You would have to go and do a component of the library degree, but records management I think should standalone because it is very involved.
IN25A (PS)	UWI tend to have theirs with the library because it is a part of the Library Studies course. But basically there are no institutions in Jamaica that provides training for records management. You are to have a standard programme like you have for Library and Information Studies. There is not a programme set up for records management in that aspect.

Key: MDA (Public Sector Practitioner) PS (Private Sector Practitioner) E (Educator)

Generally, interviewees (both practitioners and educators) admitted that the current degree programme in Library and Information Studies is inadequate to prepare practitioners at the professional level for their responsibilities in records management.

I keep telling them that this is an introductory course because for records management overseas, you have 4 or 5 courses. Here it's just one course that touches the various areas. It has to be more in-depth. One course can't cover everything. We need more specialised courses in this area (Interviewee 11, Archivist, Educator).

While some interviews believe that the limited records management content in the librarianship programme did not adequately prepare practitioners for their roles, other believed enrolment in the library programme was advantageous. One interviewee who is both a practitioner and an educator believed that a librarianship background is the best prerequisite at the moment for those working in the records management profession. This comment from Interviewee 12 is interesting, given the consideration that this interviewee is

one of the three practitioners without a librarianship background. Interviewee 12 made the assertion based on the idea that a degree in Library and Information Studies would be more closely aligned to records management than other areas of studies encountered.

However, the points raised by Interviewee 02, another non-librarian, may counter that of Interviewee 12. Interviewee 02 noted that despite the practice to use Librarians to fill Records Manager positions, a more structured programme is needed to build the capabilities of practitioners in records management. Other practitioners and educators with backgrounds in librarianship concurred with Interviewee 02's opinion. Under those circumstances, the issue that must be addressed here is the extent to which a Library and Information Studies (LIS) qualification in Jamaica is beneficial or inadequate for records management practice.

### **Connection between LIS and Records Management Practice**

LIS has been defined as an interdisciplinary or multidisciplinary programme. It is dedicated to the application of theory and technology to the creation, selection, organisation, management, preservation, dissemination, and utilisation of collections of information in all formats (Tumuhairwe, 2013). As an educational discipline, LIS is typically extended to support professional practices in information management, librarianship, archives, records management and allied professions (Quality Assurance Agency for Higher Education, 2007). These professions are allied because of their concern with the systematic analysis and control of recorded information in various forms.

Over the years, the Department of Library and Information Studies (DLIS) at the UWI, Mona has acknowledged the need to transition and become more inclusive in its educational provisions. According to Ownali Mohamedali, former Head of Department at DLIS, the department has recognised the need to:

Accelerate the process of curriculum change to ensure that the courses that are offered provide the most appropriate education and training to equip... information professionals, with the skills and abilities they need to perform effectively within the emerging information society in the Caribbean (Mohamedali, 2004, p. 107).

One reason for the integration of these allied professions under a LIS programme at UWI was to widen the perspective of practitioners within the Information Studies field. For instance, records management courses were added to the curriculum to:

Complement the library courses with the expectation that over time students would graduate with the interdisciplinary knowledge and skills required to address a range of information intensive issues (Compton-Smith, Duff & McDonald, 2007, p.303).

Thus DLIS intends to change its focus from being purely a regional library school to support information professionals as a whole (Department of Library and Information Studies, UWI, 2014).

The case can be made that exposure to librarianship courses 'fulfils a positive gap' for records managers because both fields are allied. The conceptual knowledge structures for both librarianship and records management include things such as classification schemata, taxonomies, thesauri and ontologies. Both fields also facilitate the logical ordering of collections through cataloguing and metadata construction. Further, practitioners in both professions must undertake processes including the selection, acquisition, disposal, storage, display, preservation and conservation of materials in their collections (Quality Assurance Agency for Higher Education, 2007). Hence, records management practitioners can benefit from having a theoretical understanding of the concepts in a library science programme. It familiarises them with terminologies which are also used in records management.

#### Challenges with a LIS Qualification to Prepare Records Management Practitioners

The main challenge that interviewees have pinpointed with the DLIS programmes, is that

they are still too steeped in librarianship traditions. For instance, in the Bachelor of Arts degree in Library and Information Studies, which is the most popular programme offered by the department (Mohamedali, 2004), there are 22 courses. Of these courses, only one focuses on records management. The courses that are offered are not very strong in other fields, which records management practitioners find challenging.

The Records Management: Principles and Practice, is offered as a free elective in the third year of the programme (Department of Library and Information Studies, 2014). This means that students do not have to complete the course. In that case students who complete a degree in Library and Information Studies may not necessarily have undertaken any records management courses. Consequently, when they are employed as a records management practitioner, they may not necessarily have any exposure to records management. This goes back to the point made in §5.2 that a number of the recordkeeping areas were being managed by persons without any knowledge of records management. As Interviewee 13, DDIAS noted,

Librarians, yes, bring certain skills to that job...but we need to go beyond that, because how you run a library is not how you run a records centre or records management unit. Therefore, they will require some exposure to records management, so that when they go to the organisation, they can perform.

Although librarianship and records management have some similarities, both disciplines have distinct characteristics, methods and objectives which must be acknowledged.

Librarians and records managers, can work together but you still need the training for both. When you are trained to be a librarian [you are] organising [and] distributing publications not preparing evidence. So, training in library studies [will require] on-the-job training for records management (Interviewee 25A, Records Management Administrator).

Although some concepts are common to both librarianship and records management, they are approached from different perspectives. Librarianship is mainly concerned with the

acquisition, control and dissemination of materials acquired from external agencies such as authors, publishers, cooperate institutions and government, though it may sometimes include internal reports (Schwartz & Hemon, 1993, p. 2). It is important to realise, as discussed in Chapters 2 and 4 that records management focuses entirely on materials generated or received internally, during the course of business. These materials include things such as invoices, personnel files, contracts, policy documents and so on.

Although practitioners may gain a theoretical understanding of concepts in library science, it is often difficult for practitioners to transfer their library science knowledge in a records management setting. To illustrate this point, an evaluation can be done using the implementation of a classification scheme for both fields. In librarianship the process is subject-oriented and emphasis is placed on the content of materials. There is a focus on subject access, description and indexing (Schwartz & Hemon, 1993, p. 2). In records management, classification "is based on the context of a record's creation and use, rather than on the content of the record itself. This means the record will be classified according to why it exists – therefore, its function – rather than what it is about – therefore, its subject" (National Archives of Australia, 2003, p.7). Interviewee 01, Educator at DLIS, commented:

The question of the classification system is certainly different from that used by a library. In a library you decide which system to use and use it. In records management people have to develop a classification scheme.

While in librarianship there are standard classification schemes, in records management, practitioners normally have to develop their own. Aarons (2007) noted that this is a major challenge in many public institutions in Jamaica as there is no standardised system for classifying records. Because records are classified based on their functions in an organisation, practitioners must undertake their own preliminary investigation. They are required to analyse business functions, processes and activities to develop a classification

scheme (Shepherd & Yeo, 2003). Classification is just one of the differences in approach undertaken within the two fields. There are myriad of other processes which are different in librarianship and records management. For example, Interviewee 14, Registrar remarked:

Librarianship and records management are not the same. You manage a record from the inception to the destruction; a book is catalogued and probably you will not touch those books again until you are ready to weed it from the shelf. You have to follow the life of the record.

Disposal of records is in some ways a similar process to weeding a library collection. However, in some respects the approach taken to weeding a library collection and the disposal of organisational records are quite different. While librarians can remove a book because it appears dated, records cannot be removed for the same reason. Numerous criteria are required to dispose of records properly.

In the records management profession, records disposal or disposition is used to refer to the processes involved in implementing decisions regarding the retention, destruction or transfer of records (ISO, 2001, p. 3). Records management units need to dispose of records on an occasional or regular basis once they have reached the end of their retention period. The record management unit must apply retention decisions to all records, regardless of the medium in which they are held. The retention period and decisions regarding how records should be disposed of should be set out in a retention schedule.

Managing records disposal, even when there are established retention schedules, is a task that some organisations handle very poorly as noted from the interview data. Interviewee 13, DDIAS pointed out that excessive retention was the most crucial challenge their organisation encountered. The interviewee commented:

We were faced with this massive amount of records. We did some weeding up to a point but we have challenges where disposal is concerned...I don't think we managed that very well; and in terms of

retention [we are] still woefully lacking in my ministry. Although you have a retention schedule, persons are still of the view that some things cannot be thrown away and as a result of that we tend to keep things beyond their useful life.

As noted also in §4.4.3.3, many practitioners fear that a lack of detailed knowledge may affect the organisation in the future, and so they store away all their records indefinitely, just in case it is needed. While there are some records which are not destroyed but remain in the organisation for an undefined period, the majority of records do not fall into this category. Although Interviewee 13 noted that their organisation had a retention schedule, it is ineffective, as was the case with some of the other organisations. When organisations are unable to follow retention schedules, it results in an encumbered records management system. The retention of unnecessary paper and electronic records consumes staff time, space and equipment. Consequently, the records management programme ceases to be effective. Interviewee 13 emphasised this point by highlighting:

Government offices are swamped with these dormant records and they are mixed up with the current records and make the system so much more deficient.

Having a system which is swamped with dormant records severely affects the ability of records departments and registries in their support of the mission, operations and activities within organisations. It also incurs liabilities in terms of the need of organisations to service information requests such as those made under ATIA and other legislation. The inability to retrieve records, the rising financial cost to store records and limited storage space are just a few of the challenges encountered when retention policies are not applied. Therefore, most organisations, particularly MDAs, need to evaluate records disposition challenges.

Evidently, some librarians with records management responsibilities were uncertain about this process in the records lifecycle. Therefore, many of them simply kept all records. This resulted in severe challenges for space and an unsatisfactory records management service,

which inadequately met the needs of organisations. Often, librarians who manage records management departments find that they are not fully equipped to undertake the required tasks. The ability to demonstrate accountability, integrity, protection of materials, meeting compliance requirements, and enabling transparency in operations were new to librarians as well. It is important to understand concepts from the two viewpoints, if practitioners are to perform at their best.

### Marginalisation of Records Management Content in DLIS Programmes

Another contention that interviewees have is that the records management perspective is not usually offered in a degree programme that is dedicated to Library Studies. Interviewee 12, Records Manager and Educator, although an advocate for preparing practitioners through a librarianship degree, noted:

One of the things I have seen though, in terms of going through librarianship and library studies is that some of the basic principles and concepts of records management are not taught.

Even though DLIS made the decision to offer two courses in records management, one at the undergraduate level and one at the graduate level, it was still unsatisfactory. Interviewee 06, Archivist, remarked:

Records management is just a small component within the entire degree. In the entire three-year programme, students might do one course in records management. If students do the masters programme, they have to do six courses and one of them is records management. How much can you gain within that sphere?

Interviewees believed that for one to serve in a supervisory or managerial role in records management, it requires more than the completion of a few courses in records management. Interviewee 14, Registrar, who completed the records management courses at DLIS, puts it this way:

Well, the Registrar, who happens to be me, has studied up to the masters level but I could say my records management theoretical training would need some more boosting, because I would have only

done two records management courses. One in the master's programme and one in the degree programme.

Both instructors for the records management courses at DLIS are of the view that a complete programme is required to capture all areas in the field. One Educator concluded:

One course is not enough really. We need a whole [programme] in records management itself.

Evidently, the theoretical content of the current curricula to support records management in the DLIS programme is limited. Cook (1981) in his initial evaluation of the training needs for recordkeeping professionals in the Caribbean region, advocated that educational preparation of records management practitioners should be placed in an academic setting. Cook believed that this placement was essential "to share the knowledge and skills already present" in the discipline, and also "to provide the students with the experience of sharing in the process of research and the handling of specialised information" (Cook, 1981, p.9). This academic setting would not only enhance the individuals' knowledge in the discipline, but would provide a platform for a shared and equivalent understanding of records management principles and practice among practitioners.

Records management courses need to be equal to those offered in librarianship to minimise the challenge of marginalisation in the DLIS programme. As Harrison (1990) noted, the syllabus within a library and information studies setting "can harmonise provided the sovereignty of each profession is observed' (§3.5). Learning institutions must ensure that courses are at the appropriate level, to complement the abilities of the target group. For instance, the instructors at DLIS, UWI, often experience challenges in imparting the course content to students because of the different levels of experience. One of the course instructors (Interviewee 13) remarked:

The persons who...pursue the...course are not prepared...They need some prerequisites because we are not starting at the fundamentals.

Half of them within their organisations are not doing records management. It is something they are now appreciating in that it can propel them forward and it is something that they need to acquire.

Many of the students that enrol for records management courses are not working in a records management environment. They are normally librarians, who find it difficult to grasp the records management content. Hence, a major challenge which the department overlooked was the need for prerequisites, such as previous experience working in the field or completion of lower level courses to prepare practitioners for the advanced level. Another instructor at DLIS (Interviewee 11) found a similar challenge with students in the undergraduate course:

There was a lot of theory in it and the students could not follow. We reduced the theory part of it. It is far more practical, and we have more discussions.

The fact that course coordinators had to remove some of the theoretical content of the course suggests that it was too robust. A course should offer enough content that can be reasonably covered over the allotted period for the course. Course coordinators must also ensure that the courses are balanced with both theoretical and practical components. When all the desired components cannot be accommodated in one course, it is best to split the course into more manageable components, so that adequate time can be spent on each area. Interviewee 25A, former student of DLIS, remarked:

It does provide a more lifecycle kind of approach, but it skimmed it. If you are to educate me in something, you ought to be able to tell me something about the history of it, its benefits and disadvantage, the processes and the procedures.

Instructors noted that they have tried to help students to grasp the course content by making it more practical. One course instructor (Interviewee 13) commented:

It is basically records management... (but) I realised also, in my years of experience teaching, [that] many of the students cannot quite grasp what is a record item so I bring them up to the archives.... It is important that they know the end results of the record.

Practical experience seems essential in these courses. Therefore, another course instructor (Interviewee 11), argued:

Remember it's a profession we are training for. It is an emerging profession, and like any other profession there has to be that practical aspect to it. Nobody wants to be trained in theory and when you go out you don't know what to do.

While the practical element of the programme is necessary, careful thought must also be given to the kind of practical experience practitioners acquire. The introduction of a records management student to archival records does not necessarily provide the kind of practical exposure they need. The experience in an archive is likely to be different from that in a records management department. The way archival records are handled is also quite different from active records. If the course or programme is a combination of archives and records management, the appropriate balance must be reflected.

The appropriate balance must also be reflected in the theoretical and practical components of the course or programme. Instructors must not reduce the theoretical aspect of the course to accommodate the practical. An education programme for records practitioners in any area require exposure to the underlying principles of records management. Learning institutions can work in collaboration with organisations to arrange practical placements for students.

Often, practitioners and educators noted that the challenge in presenting a complete learning programme for records management is the inability to find competent teaching staff locally.

As Interviewee 18 remarked:

Some good work is coming out at different schools but (locally) when you look at the text and you pick up the comments, the quality of it is questionable. We have some shining lights in Australia, Canada, America, and the United Kingdom. There are several areas...where they have restructured their programme to look at records management in a different light.

Thus, some interviewees believed that Jamaica should begin to recruit instructors from those countries with more experience and understanding of records management. Interviewee 06, Archivist, remarked:

We are so far behind - we need to leapfrog. My feeling is that if we are going to leapfrog we need to have some intense programmes, and we will have to get individuals who are experts in the field, who are out there than who are here, because they would have had far more knowledge and experience than we do...

While individuals outside of Jamaica may have the expertise in the field, in many ways it is difficult to recruit these persons. The two records management courses at DLIS, UWI, were initially taught by instructors from Canada as the initiative was funded by the Canadian International Development Agency. After the funding concluded, local instructors were recruited. These instructors worked in the public sector for many years, with experience in librarianship, archives and records management. Much of their qualification and experience in records management was gained from short courses and on-the-job training and for one instructor through the completion of studies in archives in the United Kingdom. Thus, there are a few local practitioners who have been considered capable of contributing to learning programmes.

Nonetheless, even with the practical experience of some instructors, students believed that in some areas of the programme instructor were not well-informed. Interviewee 26, records management student remarked:

I think there are some big gaps for the courses I have been to. I find that they are experts in some areas but there are some strange gaps. I think we need to find somebody who understands all the aspects. They will be there and going on really well and another time you come back and you go like 'what?' It is completely strange and you realise that this is not this person's strong area.

Thus, those instructing records management programmes need to have complete understanding of the content they are delivering. Education not only enhances the

individuals' knowledge in the discipline, but also helps them to apply that knowledge.

Interviewee 06, Archivist, added:

Education helps individuals to see greater value in what they take for granted and see greater possibilities.

Educators should be able to contribute to the learning, support, supervision and assessment of students.

#### *5.4.3.2. Varying Areas of Specialisation*

As noted earlier, practitioners from various disciplines may join the records management profession. Some interviewees found that this approach may be advantageous to the profession as it builds the skills set of practitioners. Given this point, practitioners and educators alike have indicated that records management practitioners need to have a greater understanding of some discipline other than records management to develop other critical skills. Note for example the following quotation by Interviewee 17, Coordinator, Records and Information Management, outlining the need for practitioners at the professional level to embrace other subject matters:

We have to sell records management and if you can't employ the marketing strategies you are somehow at a lost. Another thing that we also have to do is the interpretation of the law. It also transcends some areas under information technology. You have to know what the trends and issues are, so it is no longer knowing just records management. You have to embrace other subject areas outside of records management.

The idea of embracing other subject matters to improve the skills set of records management practitioner has already been raised in the discourse for improving records management practice in public sector entities in Jamaica (Creed-Nelson & Williams, 1997). The need to incorporate subjects such as information technology and interpretation skills has been identified as a valuable aspect of the core knowledge required among records management practitioners (Procter, 2005). In fact, DLIS, UWI saw the need to prepare graduates for the

new information-based organisations evolving in the Caribbean by equipping them with multidisciplinary skills and knowledge (Compton-Smith, Duff & McDonald, 2007)

Although it may be true that practitioners should be exposed to other subject matters which affect the records management profession, interviewees expressed concern for the level of capability in records management when this approach is used. As gathered from the following excerpt by interviewee 12, Records Manager and Educator, this approach presents significant disparity in the knowledge-base of practitioners:

What I have found...is that because there are no records management programmes at the higher level... there is disparity in terms of the knowledge base of persons in the discipline.

With the varied backgrounds of practitioners at the professional level, there seems to be a difference in the understanding of records management concepts. Interviewee 12 explicates the idea that some common method or approach is required to support a common understanding of records management concepts among practitioners:

The challenge of the Records Manager is to be able to understand...There is a level of individualism that comes in here as some people grasp the concept of records management quicker than others. You see those results coming out in terms of how people are able to understand the whole principle of records management and also apply it into the organisation.

Naturally, not all practitioners will learn at the same pace. Therefore, some practitioners are likely to be ahead in their understanding of records management principles than others. However, the practice of a common method or approach which ensures that certain activities and processes are carried out ensures consistency, at least at the level of what needs to be done (Best, 2002). Nonetheless, while a standard programme supports consistency in terms of what practitioners ought to do, it is not necessarily the case that each practitioner will undertake the task in the same way. Regardless of this possibility, with a standard programme, the touchstone of good practice is always present (Best, 2002). This approach is

auditable independently of the organisational setting in which practitioners are employed.

Without adequate educational standard in records management there will be greater dichotomy in the understanding of records management concepts (Ngulube, 2001). Therefore, it is not strange for practitioners and educators alike to stress the need for records management education programmes to be introduced to support the profession. Interviewee 11, Archivist and Records Management Educator, remarked:

It is a profession like any other profession, and if you are going to cope effectively then you need to have education to give the confidence to go forward. You need to have this knowledge to promote the programme.

Records management is largely accepted as a profession in Jamaica, as illustrated through the introduction of the PIDG/RIM series. The experience of the United Kingdom shared in §2.3.2 illustrated that once records management was recognised as a distinct profession, there was an expansion of education programmes to meet the needs within the profession. For this reason, practitioners and educators forthwith called for the introduction of academic programmes at a higher level to support practitioners at the professional level. Interviewee 11, Archivist and Records Management Educator, added:

They actually need a good basic education first. A degree, that's a good start. I think having a degree gives you a certain understanding at a certain level. It helps you greatly. Having a degree in records management, that's a basic thing.

Thus, interviewees argued that having at least a first degree in records management is an important qualification for those assigned to managerial positions in records management. Having standard education programmes is important to improve the knowledge-base of practitioners and promote the profession (Nengomasha, 2009). A good knowledge base serves as a unifying element and a means by which power may be accumulated within a profession (Bastian & Yakel, 2006). Through an appropriate educational framework,

parameters for professional work can be set. The range of the profession can be defined, a gateway and barrier for entry to the profession is raised and a foundation for career expansion developed (Shepherd, 2006b). Education at the degree level encourages a satisfactory level of professionalism and improvement in the competence of practitioners.

#### *5.4.3.3. Certificate in Records Management*

Interviewees acknowledge that the common qualification in records management among supervisory level staff is a Certificate in Records and Information Management. As indicated by Interviewee 12, the Certificate in Records and Information Management is a common programme completed by practitioners. As noted in §1.1.3, the Certificate in Records Management is offered at UWI, Mona, as a biennial programme done over two summers. Students pursuing the programme ordinarily complete assignments and examinations for four modules. These modules include: Introduction to Records Management; Managing Active and Inactive Records; Administering Records Management Programme, and Records Management Technologies. Each module is taught for two weeks.

The modules cover the basic concepts and functionalities of records management, records management programme development and implementation, electronic records management and other records management issues like access to information and governance (Interviewee 18, Programme Coordinator). Interviewee 01, Educator at DLIS remarked:

[The certificate programme] enables people which are assistants in records management units to learn the techniques that they need to support the development of such programmes in organisations...

The Certificate in Records Management ordinarily is geared towards those who assist in the records management units. However, Interviewee 12 indicated that those at the supervisory level, who have a degree in other areas, tend to complete this programme as well. As was highlighted in this research, some practitioners complete this qualification after employment,

as was the case of the students in the focus group, while others were unaware of its existence as indicated by Interviewee 19, Records Management Coordinator.

As noted in §1.1.3 the Certificate in Records Management programme is one of the standard programmes available to support records management practitioners. Nevertheless, it is obvious that since it is geared towards those who assist in records management services, it is not at a sufficiently high level to support practitioners at the professional level. As was highlighted in §1.1.3 the single certificate course barely 'scratches the surface' of the present needs in records management profession (Creed-Nelson & Williams, 1997). Records management practitioners require more opportunities to prepare for their roles.

With the evidence that the way practitioners are prepared for their roles is critical, the methods of preparation were assessed in this section. Practitioners are prepared through on-the-job training, off-the-job training and academic programmes at the university level. Practitioners primarily depend on training programmes, both on-the-job and off-the-job, to equip them for their roles and responsibilities in records management. Many who came up through the ranks, from entry level to supervisory roles have used these avenues. However, those who serve as supervisors are often required to have academic qualifications. For most, this qualification is a degree in Library and Information Studies.

Qualification in Library and Information Studies generally fail to meet the need for a more in-depth programme in records management as the programme is steeped in librarianship traditions and enough time is not given to the records management components. For the two records management courses which are offered, the courses are often too robust, as administrators include too much content.

While some education and training programmes exist in Jamaica, it is not done as a continuum which links the various levels or methods of learning. Thus, in order to support the delivery of the NDP, there ought to be a set framework that guides the learning programmes in the records management discipline. This framework should highlight some of the basic learning requirements and the common principles practitioners ought to learn to work effectively in the profession.

The establishment of effective partnerships with higher education institutions, training providers, professional bodies and organisations is central to building the required structures for preparing records management practitioners. Employers, practitioners and learning organisations can benefit from having a structure to guide them in recruitment and work practices, choosing a professional path, advancing in the profession and organising programmes to meet the needs of practitioners at different levels.

## **Conclusions**

This chapter has provided the reader with answers for the two final research questions: (1) What records management capacity and capability is there in Jamaica? and (2) How can the records management capacity and capability be improved in Jamaica? First, §5.1-5.3 assessed in detail: (i) records management in public sector organisations in Jamaica; and (ii) the structures and numbers of practitioners in selected organisations. This assessment, which was based on the interview data of those involved in records management, demonstrated a number of problems with records management capacity and capability.

Second, §5.4 provided an answer to the final question by identifying, based on the interview data with records management practitioners and in some cases also educators, how records

management practitioners are prepared for their roles. The section also highlighted the challenges encountered in on-the-job training, off-the-job training and academic programmes and the differences between training and education. The understanding gained through this analysis was used to make suggestions for the improvement of records management capacity and capability in Jamaica's public service. Some of the suggestions mentioned were:

- i. Each practitioner must be appropriately prepared to enable them to support their roles and responsibilities, guided by their requisite qualification and experience.
- ii. Ensure that practitioners have and maintain the knowledge and skills to establish effective services in a range of agencies and settings.
- iii. Establish guidelines for the components and scope of learning programmes.
- iv. Ensure that the instructors are competent to impart the curricula.
- v. In order to support the delivery of the NDP, there ought to be a set framework that guides the learning programmes in the records management discipline which must be done as a continuum which links the various levels or methods of learning.
- vi. The educational framework should highlight some of the basic learning requirements and the common principles practitioners ought to learn to work effectively in the profession.
- vii. The establishment of effective partnerships with higher education institutions, training providers, professional bodies and organisations is central to building the required structures for preparing records management practitioners for their roles.

The next chapter will highlight the main conclusions of this thesis.

## CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

Any enterprise is built by wise planning, becomes strong through common sense, and profits wonderfully by keeping abreast of the facts.  
*Proverbs 24: 3, 4, Living Bible Version*

The research and various issues presented in the body of this thesis were generated through wise planning. Undertaking this research study has been an invaluable learning experience. The researcher gained some understanding of the nature of research and of the cyclical, sometimes untidy, nature of the research process. It became evident, for example, that things do not fit neatly into categories, as one may have expected at the outset. Indeed, research can be infuriating and tiresome, yet at other times greatly gratifying and even exciting. The latter became evident when the main findings were revealed.

Therefore, this thesis would be incomplete without a presentation of the facts to: (i) reaffirm the thesis statement; (ii) discuss the critical issues highlighted, and (iii) reach a final judgment about the findings of the research. The primary aim of this research was to investigate *the role of records management education in alleviating challenges in Jamaica's development initiative*. This investigation was done through an evaluation of the connection between records management education and national development by identifying and evaluating the role that records management plays in supporting the delivery of Jamaica's development initiative.

This study was necessary as the general theoretical literature on this subject, specifically within the Jamaican context, is inconclusive or non-existent. This thesis set out to answer the following questions that would aid in greater understanding of the subject:

- Research Questions**
- (1) What is the role of records management in supporting the delivery of Jamaica's National Development Plan?
  - (2) What records management capacity and capability is there in Jamaica?
  - (3) How can records management capacity and capability be improved in Jamaica?

Section 6.1 presents the limitations of the study. The challenges which arose during the study are highlighted in §6.2. A synthesis of the findings as answers to the research questions are identified in §6.3. The implications of the findings are discussed in §6.4. The contribution of the study to knowledge is noted in §6.5 and finally, the recommendations are presented in §6.6.

### **6.1. Limitations of the Study**

It should be borne in mind that the study has a number of limitations:

- This study has been primarily concerned with the issues encountered in the delivery of the Vision 2030 Jamaica: National Development Plan (NDP). Therefore, the study did not delve into all the development challenges Jamaica may be encountering.
- This analysis has concentrated on the role of records management in supporting MDAs in overcoming some of the issues identified as hindrances to the delivery of the NDP.
- It should be made clear that the experiences of practitioners outside of the public sector was deliberately not used unless they were making specific reference to the general practices in records management in Jamaica. Only the role of practitioners in the public sector was addressed because of the view that the NDP will be actioned and mainly supported by those practitioners in the public sector.
- The findings of this study are restricted to a single context, Jamaica. It provides little

basis for generalisation. The intention of the study was to provide better understanding of the issues surrounding the research questions in Jamaica. Nonetheless, the conclusions and recommendations may be instructive in other environments. The study, however, seeks to make no assertions that the results in the Jamaican context are generalisable to other societies.

## **6.2. Problems Arising During the Study**

The study has offered an evaluative perspective on the *role of records management education in alleviating challenges in Jamaica's development initiative*. The study highlighted the connection between records management education and national development by identifying and evaluating the role that records management plays in supporting the delivery of Jamaica's development initiative. It was conducted through a qualitative research approach using mainly semi-structured interview and documentary evidence methods. As a direct consequence of this methodology, some challenges arose during the data collection and analysis. A greater understanding of the challenges encountered in the study can be used to inform future research in the area.

The first challenge was with the scope of the study. As the research was being conducted, it became evident that the scope of the study was wider than initially anticipated. Hence, where necessary adjustments were made to ensure that relevant topics were included in the study and less important subjects were merely mentioned or omitted entirely. As discussed in §3.4.1 some of the research questions were too wide. To address this issue, the researcher sought to reduce the number of research questions and finally settled on three main ones.

The second challenge was balancing the application of the semi-structured interview and documentary evidence methods. At the outset of the study, much focus was on collecting

data through the semi-structured interview which was used as the primary method, supported by some documentation. However, later in the process it became clear that additional documentary evidence was needed to support the study. Thus, the planning required for the documentary evidence technique was left until late in the research process. Greater planning from the outset may have improved the results. Nonetheless, with the time permitted, sufficient documentary evidence was gathered and analysed.

The third challenge was encountered with the content analysis of the interview data. The goal was to interview thirty individuals which could meet the aims of the study. Even though it was a semi-structured interview with prepared questions, because the study is multi-layered, the scope of the answers given by the 34 participants was extensive, which made the analysis time consuming. The data was subdivided into forty-two general codes. This was further broken down and discrete codes assigned to subtopics. This took a long time to synthesise. Nonetheless, the data was eventually arranged in a manageable format.

The final challenge was that although through the methods used for the study much data was generated and the research questions were answered, other methods could have been employed to support the findings of some aspects of the research. The method of observation may have been particularly useful in assessing records management practice in organisations.

### **6.3. Findings of the Study and Relationship to Previous Research**

The main findings are generated from the discussion of the research questions within the respective chapters: *Chapter 4: Supporting the Delivery of Jamaica's National Development Plan: The Records Management Role* and *Chapter 5: An Assessment of Records*

*Management Capacity and Capability in Jamaica*. This section will give an overview of the findings of the study's research questions and their relationship to previous works.

1. What is the role of records management in supporting the delivery of Jamaica's National Development Plan?
  - a. Development administrators depend on information contained in records. As demonstrated in §4.3.1 administrators of development programmes required information to support: (i) effective policy making, (ii) timely, informed and effective decisions, (iii) meaningful judgement, (iv) accountability and transparency, and (v) meaningful consensus. However, when these needs were evaluated, it became evident that it was in fact records and not information in general that was required.
  - b. The findings in §4.3.2 reveal that in a majority of cases administrators did not make any distinction between records and general information, which suggests that they may not have understood the difference. World Bank and IRMT (2000) reported that commonly the distinction between records and information is not made because of lack clarity among individuals. It was established in §4.3.1 that although general information plays some role in supporting the delivery of the NDP, the fluidity of information in organisations did not always meet the need for consistency among administrators.
  - c. The evidence presented in §4.3.3, illustrates that records in MDAs are necessary to support the delivery of the NDP. Records assist in overcoming critical issues affecting the delivery of the NDP such as consensus building, harmonisation of policies, organisational collaboration, changes in work practices, and assignment of appropriate human resources. These findings are consistent with the works of Agere, Lemieux and Mazikana (1999), Griffin and Hoyle (2009), Lemieux (2001) and Roper and Millar (1999).

d. The findings in §4.4 suggest that efficient and effective management of records within MDAs is necessary to enable positive outcomes in the NDP. The findings revealed that poor records management has a significant impact on effective collaboration and good governance which are central requirements in achieving the goals of the NDP. This finding is broadly in line with the findings highlighted in §2.2 that records management is essential in the public sector to support good governance (Wamukoya, 2003), changes in the public sector (Akotia, 2003) and development initiatives (Kemoni and Ngulube, 2008).

2. What records management capacity and capability is there in Jamaica?

a. The findings in §4.4.3 revealed that records are not always effectively managed in government entities in which the NDP is being implemented. This finding is broadly in harmony with the assertions made by Alexander-Gooding and Black (2005) and Rumbolt (2006) highlighted in §1.1.2 regarding the deficiencies in records management practice in Jamaica.

b. The findings in Chapter 5 illustrate that the provisions for records management staffing capacity and capability are sub-standard in MDAs implementing the NDP. It was established in §5.2 that organisations have not made the required transitions and advances in records management practice. Senior management tends to place low priority on the needs of the records management function. Like Kemoni and Ngulube (2008), this study found challenges such as inadequate specification of responsibilities for records management; lack of senior staff support, and few options for preparing personnel for their roles.

c. Although the findings are generally compatible with Creed-Nelson and Williams (1997) and Aarons (2005) that there has been an increase in the number of records management staff appointed to MDAs in the last decade, the findings run counter

with the conventional view that the number of professional staff significantly increased in Jamaica. In §5.2, the documentary evidence from the Civil Service Establishment (General) Order outlines that of the 1211 practitioners employed to the PIDG/RIM series, only 11 are at the professional level.

- d. One of the themes to emerge from the analysis of records management capacity and capability in the public service was that administrative practices regarding the recruitment and selection of records management staff have negatively affected records management practice. The discussion in §5.2 revealed that administrators were likely to appoint someone as the Director of Documentation, Information and Access Services and employ a Records Officers to support the records management function. These Records Officers are generally recruited with limited knowledge or experience in records management and are assigned tasks which are above their capabilities. This finding is in line with Nengomasha (2009) who evaluated the Namibian case and found that records management staff are generally recruited at a low level.
- e. From the data analysis in Chapter 5 there is evidence that poor records management practice in MDAs is a direct result of organisational, professional and practitioner failings. It is an organisational failing because many tend to employ insufficient and incapable practitioners, who are unable to effectively direct the records management programme. The failing is also institutional because the standards set up by oversight institution, JARD, are deficient and professional bodies are insufficiently active to support the professional needs. It is also a practitioner failing as they are often unable to execute records management responsibilities.
- f. The findings in Chapter 5 note that in order to improve records management

capacity and capability in Jamaica, changes are required in the way staff are recruited and selected for positions. Although in §5.1 some specifications of the required qualifications and experiences for records management practitioners in the PIDG/RIM series were listed, the discussion in §5.2 revealed that individuals are often admitted to the profession without the requisite qualification and experience.

3. How can records management capacity and capability be improved in Jamaica?
  - a. The assessment of the professional capabilities and the provisions to build professional capabilities in §5.4, highlighted that practitioners' knowledge and skills are acquired largely through on-the-job and off-the-job training or as part of another degree programme, particularly librarianship. However, the courses within these programmes fail to fulfil the expectations and needs of practitioners. The evidence in §5.4 shows that practitioners wanted to go beyond these programmes, and gain a deeper understanding of the processes in records management that will affect their work in organisations.
  - b. The limitations of the local learning provisions in records management have also loomed high as a deterrent to the cultivation of professional capabilities among practitioners. Despite the progression of the profession in Jamaica over the last decade insufficient steps have been undertaken to improve the knowledge-base of practitioners and encourage greater professional practice, as demonstrated in §5.4. Nengomasha (2009) found similar challenges in her evaluation of records management education and training in Namibia.
  - c. Section 5.4 highlights a disparity in the knowledge base of practitioners. The understanding of records management principles and practice varies from one

individual to another. Nonetheless, the majority of practitioners crave a better understanding of records management principles, and desire to improve their professional practice. Like Cook (1983) this study shows that a supply of prepared records management practitioners is likely to improve the management of government records. This in turn will support the delivery of the NDP as illustrated in §4.3.3.

- d. However, as noted in §5.2, some practitioners felt that they would be exploited if they gained further qualifications in records management as they would not be compensated for their work. The low salaries paid by government and limited opportunities to advance in the records management profession fail to encourage or attract practitioners in the public sector. Those who have gained the skills from training programmes and experience within the public sector often seek opportunities elsewhere. In this study as with others (Nengomasha, 2009; Popoola & Oluwole, 2007) the low compensation of records management practitioners is a strong factor for the limited records management capacity and capability in Jamaica.
- e. The findings in §5.4 reveal that a delineation is required between education and training programmes. This demarcation should highlight what these programmes should entail and seek to accomplish. In the literature it was noted that this delineation is necessary (Katu, 2009; Anderson, 2007). Like Katu (2009), this study shows in §5.4 that training, although it is essential to provide new skills quickly, is inadequate to provide a full understanding of the theoretical underpinnings in records management.
- f. The findings in §5.4 also show that practitioners cannot depend solely on training programmes to attain adequate knowledge and understanding of records

management principles and practice. Similar to Ngulube (2001), in §2.3.2 this study highlights that both education and training must be offered to support the development of practitioners. Education and training in a unified structure enables records management programmes to be planned in the perspective of the overall educational advancement of learners.

- g. As highlighted in §5.2, current records management education in Jamaica does not equip practitioners with advocacy skills. As practitioners lack the required advocacy skills, they fail to influence senior management to raise the profile of records management such that capacity is increased.
- h. As noted in §5.2 Improved records management education is needed in Jamaica to support greater understanding of records management practice and an appreciation for the discipline among practitioners. This would increase the number of practitioners who are sufficiently qualified in the profession and who can confidently undertake their roles. Meeting the shortfalls in the knowledge and skills of practitioners will also reduce challenges of low remuneration and the low status accorded to practitioners, thereby encouraging more practitioners to enter and remain in the profession rather than leave.

#### **6.4. Implications of the Findings**

This study offers good evidence that records management is required to support the delivery of Jamaica's National Development Plan. However, there is an unsettling lack of capable practitioners to undertake the required tasks in records management. These points suggest the need to employ critical steps to improve the capabilities of practitioners at all levels.

The research appears to support the argument for a change in the approach used for recruitment and selection of records management practitioners. The findings revealed that

the Jamaican government tends to be general in their requirements for records management roles. Hence, insufficient attention is given to the necessary competencies required for the roles. The Corporate Management Division at the Ministry of Finance usually develops the job descriptions for records management roles in MDAs. This process requires a collective effort, where the records management fraternity has an input about the requirements of roles. JARD could also inform the selection process, as they were instrumental in developing the Records and Information Management Series.

On the face of it, the latter implication would suggest that the reclassification or upgrading of records management posts may be an important factor to prepare records management practitioners for their roles and to attract competent staff. The participants largely believed that in its current state, the records management profession is unattractive, and it is difficult to encourage people to join the profession or work effectively in it. Hence, placing records management roles at a higher level within the organisation would remove the sense of being undervalued many currently experience and encourage a sense of importance. An essential part of this idea is to increase remuneration. As noted by participants, the current remuneration is based on the poorly perceived value of their work.

If the tentative conclusions of the study are confirmed by the idea that practitioners are paid based on estimated value, then there will be a case for improving the provisions made for records management education in Jamaica. Cook (1981) noted that professional education in the Caribbean would help to prepare practitioners to occupy positions commensurate with their qualifications and with the functions they are undertaking in their jobs. The possibility of overcoming much of the challenges among practitioners is to provide education for all levels of the records management profession. The study highlights the need to invest in human

capital in records management to adequately prepare practitioners for their responsibilities.

### **6.5. Contribution to Knowledge**

In addition to providing some directions for future research, the study has made three major contributions to the literature on records management education and its role in national development, since research in the area is relatively new and the related literature is still limited.

Firstly, one of the most significant contributions of this thesis on the role of records management education in Jamaica's development initiative is that it gives voice to a diverse group. This thesis brings together an analysis of national discourses around national development, records management and records management education. This is done through the diverse views of records management practitioners, development administrators and records management educators represented in the interviews. Giving voice to the views of this diverse group is innovative. This research can be helpful to the nation, development agencies, educators and practitioners as Jamaica seeks to support the delivery of the NDP. The researcher is particularly committed to sharing the results of the analysis with the stakeholders, in the hope that the work will not just be an extraction of truths, but will provide information with which they can better improve the nation.

Secondly, although Kemoni and Ngulube (2008) have conducted studies in relation to records management role and a national development initiative, they have mainly assessed the records management function. They have not evaluated the existing state of preparedness of practitioners, and whether there are sufficient practitioners, with the required capabilities to carry out the function in organisations. As a result, the findings should enhance the knowledge about the human resources needs in records management in

Jamaica.

Finally, this investigation of the *role of records management education in alleviating challenges in Jamaica's development initiative* increased the originality of the study. This is the first book-length work to be devoted to an examination of records management education as a strategy to support national development. One study looked at the growth of Records Management and its impact on education and training (Yaacob & Hashim, 1994) and researchers have mentioned the challenges of the preparing practitioners for their roles (Akotia, 2003; Kemoni & Ngulube, 2008; Nengomasha, 2006; 2009). However, the impact of practitioners' preparation for records management work remains relatively unresearched. Therefore, it is the researcher's hope that the findings of the study can attract the attention of other records management practitioners and researchers to this area.

## **6.6. Recommendations**

The scale of the discussions highlighted in this thesis is extensive and multifaceted. Exploring the following as future research and future action/policy approaches can assist in the attainment of greater provision for records management capacity and capability.

Recommendations for Future Research to Professional and Academic Communities:

1. To generate achievable policy strategies and development targets with regards to the role of records management education, there is need for more case studies in Jamaica to allow further assessment of the various areas of the subject.
2. There is now more secure evidence that records management is critical to the development process in Jamaica. This finding should now be developed further by conducting detailed analysis of the impact of records management practice in

Jamaica on specific aspects of the development initiative, and what resources are required to support records management services.

3. It is evident that practitioners play a crucial role in the implementation of effective records management services. However, this study revealed that public entities engage in poor recruitment and selection practices for the records management profession in Jamaica. Additional research is needed to evaluate the impact of these actions on records management responsibilities.
4. It has long been taken for granted that because both librarians and records managers manage information sources, someone trained in librarianship may automatically serve as a records manager. This thesis has noted that unless an individual has sufficient knowledge and skills in records management principles and practice they are unable to undertake their responsibilities effectively. Further research is needed to evaluate this point, and to analyse the best methods to assist those librarians transitioning into records management.

#### Recommendations for Future Action/Policy to Senior Management and Professional Community:

1. It is essential that senior management take an interest in the records management service and its personnel. Promoting efficient and effective records management practice is critical in generating the required support for records management and establishing standards for the profession in organisations. Sensitisation of the role of records management is critical for operational accountability. There is a need in MDAs to implement systems to analyse and act upon the views of stakeholders within organisations so that continuous feedback can inform and support the delivery of quality service in

records management.

2. The delivery of quality service in records management requires effective workforce planning. During planning, the number of staff required for the department at the appropriate levels must be considered (capacity). The tasks that practitioners are required to perform must also be judged based on their abilities and understanding (capabilities). Effective workforce planning systems should be established to determine both the immediate staffing needs and help to ensure that sufficient numbers of records management practitioners are prepared to meet future demands. This decision should be based on an understanding of the factors that influence the needs and demands for a records management service in the Jamaican public sector.
3. From the evidence presented from Chapter 5, there is no doubt that there needs to be a professional support structure in Jamaica for the over 1500 records management practitioners and other persons with significant work-related interests in this area. Without the activism of the professional community, the professional capabilities of practitioners will not be improved at the required pace. The relative lack of a support structure in the professional community is one reason for the challenges organisations and records management practitioners encounter. Practitioners sometimes seem powerless to change the poor practices in recruitment and selection of records management among senior management. Working together is very much about creating a professional community which provides networking, based around similar challenges and supporting a coherent structure in records management.

## **Conclusions**

As evident in the thesis, this research study has provided some key ideas, which have

helped the researcher to evaluate her own professional values, and guidelines for possible changes in her own future practice. Whatever the challenges that have been raised regarding the role of records management in Jamaica's development initiative by participants in this study, they have presented two strong themes. First, despite the importance of records management in supporting the delivery of the NDP, better recruitment and selection practices are required in MDAs implementing the NDP policies and programmes. Second, the training and education programmes available to prepare practitioners for their roles are inadequate in depth and scope and require significant improvement. It has been shown that the available programmes are neither comprehensive nor seem to be sustainable in the long-term.

The researcher's own view today is that fundamentally these challenges need further study. First to explore the impact of recruitment practices on the records management profession in Jamaica, and secondly to assess how records management programmes can be better structured and delivered to model educational excellence to support national development in the future in Jamaica.

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## **APPENDIX A - QUESTIONS ASKED IN PRELIMINARY FOCUS GROUP**

1. What would you say are the key functions of records management in your organisation?
2. Do you all work in records management? Tell me bit about your professional background.
3. What are the requirements for your records management?
4. What experience or training do you require in records management?
5. What do you generally do at work? What are the functions that you have to carry-out?
6. What are some of the challenges that you find with records management?
7. And everybody else has that same feeling generally?
8. Do you think education in records management is important and why?
9. Do you think any further educational programme is needed for records managers in Jamaica?
10. What kind of programmes would you suggest?
11. How do you find the Certificate programme so far?
12. Would you need anything apart from this (Certificate) programme?
13. Do you think in terms of the trend in records management that it has a part to play in the development of Jamaica, considering that Jamaica intends to become a developed country by 2030? What role(s) does it play?

## APPENDIX B – LETTER OF INVITATION TO PARTICIPATE IN INTERVIEWS



**Kaydene Duffus**  
**MPhil/PhD Student**  
 Department of Information Studies  
 University College London  
 Gower Street, London, WC1E 6BT

**Local Address**  
 57 Lejune Terrace  
 Keystone, St. Catherine



### Records Management in Support of Development Outcomes

Telephone: (01144)753960658

E-mail: kaytduff@gmail.com

(Date)

(Interviewee's Name)  
 (Interviewee's Address)

Dear \_\_\_\_\_:

#### Re: Records Management in Support of Development Outcomes

I am writing to invite you to collaborate with me in research which will evaluate the development initiatives in Jamaica, and consider in particular how these programmes are supported through records management. My research project focuses on the question, *'How could education in records management engender a greater sense of purpose in support of development outcomes in Jamaica?'*

My name is Kaydene Duffus, one of the 2010 Jamaican Commonwealth Scholars. I am undertaking research work in the Department of Information Studies at the University College London (UCL). My fieldwork in Jamaica is scheduled from June 27<sup>th</sup> to September 30<sup>th</sup>, 2011. The overall aim of this endeavour is to:

- Investigate whether there are connections between records management and development in Jamaica.
- Examine the current situation of records management in Jamaica.
- Assess the future challenges and solutions for records management in Jamaica.
- Explore the extent to which records management solutions are dependent on educational issues.
- Assess the role of education in records management to alleviate development challenges.
- Analyse the need for, and future direction of education in records management in Jamaica.

The data collection investigation will be carried out through a series of interviews, observations, focus groups and examination of documents.

You have been selected to represent the *development/records management/education* perspective and I am thus seeking your participation in an interview. If you are willing to agree to being interviewed by me for this project, I

estimate that it will take about one hour of your time. If you agree, then I would request session at a time that is most convenient to you for the interview.

The findings will be presented for the completion of my Master of Philosophy/Doctor of Philosophy (MPhil/PhD) programme at UCL.

Attached is a consent form that will require your signature, should you agree to participate. For further information please do not hesitate to contact me, using the information above.

Yours truly,

A handwritten signature in black ink, appearing to read 'K. Duffus', written in a cursive style.

Ms. Kaydene Duffus  
Researcher

**APPENDIX C - LIST OF INTERVIEWEES**

Interviewee 01 Lecturer, Information Studies, University A July 4th, 2011	Interviewee 09 Acting Records Manager, Government Department A July 20th, 2011
Interviewee 02 Director of Records and Information Management, Government Department A July 6th, 2011	Interviewee 10 Manager Medical Records, Hospital A July 21st, 2011
Interviewee 03 Former Government Minister, Political Party A July 8th, 2011	Interviewee 11 Archivist and Educator, University A July 22nd, 2011
Interviewee 04 Chief Executive Officer, Private Sector Business A July 11th, 2011	Interviewee 12 Records Manager and Lecturer, Government Agency B July 26th, 2011
Interviewee 05 Education Specialist, World Bank July 13th, 2011	Interviewee 13 Director Documentation, Information and Access Services, Ministry C July 27th, 2011
Interviewee 06 Archivist, Government Department B July 14th, 2011	Interviewee 14 Registrar, Government Agency C Chair of a RIM Association August 4th, 2011
Interviewee 07 Director of Access and Information Services, Ministry A July 15th, 2011	Interviewee 15 Social Sector Consultant, NDP Government Department D August 5th, 2011
Interviewee 08 Acting Chief Technical Director, Ministry B July 20th, 2011	Interviewee 16 Health Records Administrators, Hospital B August 12th, 2011

Interviewee 17  
Coordinator Records and Information  
Management,  
Private Sector Business B  
August 17th, 2011

Interviewee 18  
Campus Records Manager,  
Lecturer, RIM Programme  
University A  
August 17th, 2011

Interviewee 19  
Records Management Coordinator,  
Government Department E  
August 18th, 2011

Interviewee 20  
Former Government Minister,  
Political Party A  
August 19th, 2011

Interviewee 21  
Records Manager,  
Government Financial Institution A  
August 19th, 2011

Interviewee 22  
Records Officer,  
Government Financial Institution A  
August 19th, 2011

Interviewee 23  
Chief Technical Director,  
Ministry D  
August 23rd, 2011

Interviewee 24  
Records Administrator,  
Private Sector Business C  
August 25th, 2011

Interviewee 25A and 25B  
Records Administrators,  
Private Sector Business D  
August 26th, 2011

Interviewee 26  
Records Management Student  
September 7th, 2011

Interviewee 27  
Records Management Programme  
Director,  
Government Department F  
September 13th, 2011

Interviewee 28  
Company Secretary/Financial Controller,  
Private Sector Business E  
September 14th, 2011

Interviewee 29  
Lecturer, Political Science,  
University A  
September 16th, 2011

Interviewee 30  
Resident Representative,  
International Monetary Fund (IMF)  
December 11th, 2012

Interviewee 31  
Resident Representative,  
World Bank  
December 19, 2012

Interviewee 32  
Records Information Manager,  
Government Department D  
December 21st, 2012

Interviewee 33  
Programme Coordinator,  
University B  
June 4, 2014

## **APPENDIX D - INTERVIEW GUIDES**

### **Interview Questions for Records Management Practitioners**

1. What would you say are the key functions of records management in your organisation?
2. How are records used to meet user needs within your organisation?
3. What are the major principles and practice of records management followed?
4. Which legislations and standards influence your records management practice?
5. What are the current records management challenges in your organisation?
6. What do you think is needed in the records management profession to help fulfil key roles in the organisation?
7. Do records management personnel carry out their functions competently? What is the reason for your answer?
8. What is the educational background of records management personnel?
9. Do you find any educational challenges among records management staff?
10. Do you think any educational programmes are needed for records managers?
11. If yes to question 10, what kind of education programmes do you believe should be implemented?
12. What changes, if any, do you believe education among records management personnel would make within the organisation?
13. Do you believe there are returns on investment in records management education? Please explain your answer.
14. Where do you pursue educational qualifications?
15. What are the records management programmes offered in these institutions?
16. What are the criteria for the selection of records management personnel?
17. How many persons do you have working in the records management division?
18. Considering that we have this development plan – Vision 2030 with the hope of Jamaica becoming a developed nation, what role do you think records management plays in this initiative?
19. Do you think educational preparation is necessary to carry out records management functions in the development initiative?
20. Is there any significance in the completion of a records management programme that could aid development outcome?
21. Before we finish, could you please tell me a bit about your background?
22. Is there anything else you would like to add?

## **Interview Questions for Educational Programmes Personnel**

1. When did you begin your records management programme?
2. Why was it established?
3. What is the programme structure?
4. What are the components of the programme?
5. What is the background of the educators?
6. What are the qualifications of educators?
7. How many students have completed the programme since its inception?
8. What guidelines do you follow when establishing the curriculum?
9. Who develop the guidelines for the records management programme?
10. Do you face any challenges with the programme? If so, what are those challenges? How do you think these challenges could be alleviated?
11. What do you think are the best approaches to follow in developing the capabilities of records managers?
12. What are the educational plans to support future records management practitioners?
13. Do you have any partnerships for records management programmes? If so, who?
14. How do you think Jamaica's development initiative affect the records management profession?
15. What role does records management play in national development?
16. How is your programme structured to fit into those roles identified in question earlier?
17. Before we finish, could you please share a bit about your background?
18. Is there anything else you would like to add?

## **Interview Questions for Development Managers**

### **Public Sector**

1. What do you think development is?
2. Looking at development in Jamaica what are the major challenges we face?
3. What structures are needed in order to overcome these challenges?
4. How do you think the structures for accountability help alleviate some of the past challenges that we've had to develop?
5. Let's look at the Vision 2030, what is the forecast for that vision for development?
6. Does information play any part in this development structure? What kind of role does it play?

7. What are some of the triggers that would allow records management to be incorporated in the process of development?
8. Do you think then that it is necessary to educate persons to fit into the role?
9. To what extent are records to be used to aid policies, programmes, projects etc?
10. Before we finish could you give me a bit about your background?

### **Private Sector**

1. Please tell me about your organisation?
2. Have you been able to achieve your mandate? If yes, how? If no, why not?
3. What are some of the challenges that you have faced operating in Jamaica?
4. How were you able to overcome the challenges?
5. From your experience in the Jamaican business environment, what do you believe are some of the critical development challenges?
6. How have those challenges impacted your organisation?
7. Jamaica recently published the National Development Plan which encapsulates all sectors. What is your role in the development process?
8. What structures have your organisation implemented to support the development initiative?
9. What is the role of records management, if any, in your organisation?
10. Are there legislations or regulations which impact recordkeeping?
11. Before we finish could you please tell me about your position here?

### **Development Agencies**

1. Please share a bit about the work you are doing here
2. What kind of programmes do you usually support?
3. For those programmes, what kind of requirements would you desire from the government?
4. Have you ever had any challenge in the provision of that information?
5. What role does records management play in those programmes?
6. What kind of records management skills do you generally require for your programmes?
7. How do you get the records staff or skills that you need for your projects?
8. What is the role of records management education in ensuring the success of on-going and future projects?
9. Does your organisation offer any kind of professional training programmes for records management personnel? If yes, what kind. If no, why not?

10. Is there anything else you would like to add?
11. Before we end, could you please tell me a bit about your background and position here?

## **APPENDIX E - SAMPLES OF RECORDED AND NON-RECORDED INTERVIEW**

### **Recorded Transcript - Interviewee 02**

#### **What would you say are the key functions of records management in your organisation?**

The key functions are to one, assure the safe keeping and accounting of all records both administrative and vital records. We are the sole repository of all vital records, including all births, deaths, marriages and stillbirth certificates, as well as all legal documents, on certain national documents such as wills, de-polls, etc. The records management here functions to: make sure that all the vaults and all the records are kept securely in place; make sure they are properly preserved, so from time to time we will apply preservation techniques...for handling in the production process; and very key we are in the whole matter of converting as much of the paper records as possible into an electronic system. So do you have an electronic system here? Yes, since about 2002 we started an aggressive programme of converting.

#### **How are your records used to meet user needs within your organisation?**

The purpose of RGD is to provide statistical support for national development....RGD must assure that it is present and from time to time persons will make requests for a copy of their birth, death and marriage, so our records are used to support those requests made by persons.

#### **What are the major principles and practices of records management?**

We have a RM policy which deals with how our records are classified, our retention and classification schedule, how records are to be handled and how they are to be preserved and this is articulated throughout the organisation.

#### **What legislations or standards do you follow?**

RGD has over 60 laws that govern the organisation. Each of those laws has some component that speaks to the role of records preservation and being Jamaica's sole repository. Affected by the ATI but has not received any request.

**What are some of the RM challenges?**

The biggest challenge is that we don't have all our records in an electronic format. Whereas we have duplicate copies in the manual format, we don't have them electronically. If we were able to achieve converting all our vital records then we would be better able to serve the public. *How do you plan to overcome some of the challenges?* We have actually started but it is not quite at the speed that we would like it to but once that strategy that we have implemented is that as often as a paper record is implemented then we convert it within a few days after, so we have a team of data entry persons who are doing the electronic version. Once the birth record is captured in a paper form it is sent here and then we would key it. With that said we have a full electronic data set of all deaths, marriages and stillbirth from 1993-present. That project was started a few years ago.

**Do you have any specific time for the completion of the electronic version?**

Ideally we want to do a project but it is going to cost several million dollars, so we are trying to secure funding to get that done. It is a project based on our specification and requirements it can be completed in two years, but it is just the funding that is hindering that process.

**Would you say that your records managers carry out their jobs competently?**

Yes, they do. We are measured here by targets/ key performance indicators and output and to date our records management team has met their target. Using that as the basis I would say that they are performing at the level that we require them to. How our records management function works, and this is in relation to vital records, once the record is pulled in our to satisfy our request for certificate then it is the records management team that is responsible for putting it back in the correct place. Our administrative records management could be improved somewhat, but again there are resource challenges, in terms of we don't really have an area where we can adequately set up a central repository for all our administrative records. A number of our administrative records are still being housed in departments. It is a matter of facilities for storage. Like the secure vault for the vital records, we would need a similar arrangement for administrative records. Once a document becomes a record then they would be housed in one location and pulled upon request.

**What do you think is needed in the records management profession to help fulfil key roles in the profession?**

I know that there are some institutions now that are establishing records management programmes but what I find is that a lot of organisations use persons who have been trained as librarians to fill records management roles. I think more structured training programmes need to be established for records managers, certified accredited programmes and so we can have a wider pool of persons from which to pull as records managers.

**What do you think are the best approaches for the preparation of records managers?**

Suggest the whole setting up of a classroom structure, a curriculum geared towards having a programme that deals with developing of records classification, documents, retention schedule, different retention techniques, different preservation techniques that can be applied, training in terms of the available software out there that can assist and exposing individuals to that and warehouse management. I am thinking along the line of a structured programme – probably you start with a diploma, then you will have an associate degree and a bachelor and it will probably lead to the master level. But structure it with respect to records management and not so much library skills. I know the university offer something in library management but I am not sure there is something in records management per se. And of course workshops will work. Do you have frequent workshops and so on for your staff here? From time to time we do have sessions and also quite a number of the members of our team are members of ARMA, so they will participate in the web seminars. A few of us have gone to the conferences as well, so we have been so exposed.

**What is the general educational background of the records management personnel here?**

Most of our training comes from interaction with ARMA as well as from time to time MIND will have records management sessions so they will participate in those as well. The MIND courses are a few weeks.

**How do you think educational programmes help with work habits?**

It has helped; persons have a greater appreciation for the whole matter of preserving the records. One thing we have established here is that persons handling the records should

wear gloves, it was met with some resentment but having exposed persons to the training they are more aware and a little more sensitive to the need to working in that fashion.

**Do you think an educational programme is necessary for RM personnel?**

Definitely, because training always help. I believe records management is a science and it is something that really should be treated with much more attention than it is currently getting in Jamaica at least. Being to the ARMA conferences, you see how much the business of records management can get, as so we really need to capitalise on that especially now more than ever it's always good. And the thing is records management extends beyond paper and physical records. The whole electronic component of it is something that needs to be taken seriously and due diligence should be given in that respect, and that can only come through structured training.

**How do you think educational training could impact your organisation?**

We will get better strategies, more recommendation in terms of strategies. We will probably have a more organised approach to records management. We would be better able to create that records management awareness among staff and incoming persons.

**Do you think there are any returns on investment for education in records management?**

Persons pay a lot of money to store documents, and at the end of the time it is not really a record. You have these exorbitant storage fees, one you are not only paying rent or paying the overhead cost for maintenance to use the facility but you also have to buy supplies, storage boxes, so if you have persons who are well trained in making that decision and able to bring others to that level where they can make decisions then you should see some reduction in cost in terms of the whole storage expense. Too often there are significant delays in trying to find documents that have gone into storage. So if you have a proper structured system where there is somebody competent in the lead who can take charge of the whole matter of storage then the cost or expense associated with these will be reduced.

**What are the criteria for the selection of a records officer?**

We have certain entry level requirement which is at minimum three (3) CXC passes. Our persons go through an interview process, they are also tested in basic math and English and from there the selection is made. And of course it depends on the level. *Who develop the*

*criteria for the officers?* Our Human Resource Department in collaboration with the records management team, as well as persons from the Office of the Service Commission and Ministry of Finance

**Do you know how many persons work in the Records Management Department?**

This function has three arms. There are 19 persons working in the department.

**Is there anything significant in the completion of a records management programme that could aid in development?**

Practical hands-on training can always help. A lot of courses are often taught from text but I think if training programmes include actual practical in terms of having to preserve records, having to threat records for mould- that kind of a thing certainly could help.

**Do you have any plans in your organisation to actually support the intellectual life of the records officers?**

We have plans already as most persons here are members of ARMA, and as a strategy too our records manager has a mandate to at least once each month to send a notice to communicate something about records management to all staff. She may send out a tip or something from a training that she had. Also, senior persons have participated in the ARMA conference, so we are big on training in records management.

**What is the role of local professional bodies?**

We were active members of JARMA, which might no longer exist. Our manager was the Chapter President.

**Do you have any academic partnership for records management training?**

No. Not at this time.

**How has the development initiative and particularly the 2030 vision affected your organisation?**

For one thing we had the reorganise our goals and strategies. We have to make sure they are carefully aligned with the 2030 vision and the Millennium Goals. We have to realign ourselves to ensure that what we are doing is in keeping with those goals. Fall under the Ministry of Health.

**What role do you think Records Management play in development outcomes?**

It does play a significant role because a lot of what has to be implemented has to be carefully documented, and these documents in terms of where we are going have to be available at the time they are needed. Given too that records management extends beyond paper management and retention schedule, it also includes electronic records management. A lot of improvements which are to come will be electronic and so the whole matter of versioning in terms of the coding of the software, that is important. Without having a key records management person to be mindful of these things, then we could end up in trouble. In terms of the databases and having proper schedule in terms of the growth and deciding and ensuring that the data having captured are properly stored and can be available when needed. These can become an issue if they are not properly managed and if there isn't a records management champion on the team.

**Is there any aspect of your records management programme here that has been changed to meet development goals?**

We have several projects. What we have been pushing now is the whole matter of trying to convert all our paper records. We know that a big part of it is the whole matter of customer service and the efficiency with which we respond to customer queries. We are really trying to ensure that all our records are converted electronically. Soon to come we want to introduce an online registration system where we are eliminating the need for paper record, so we are taking the data entry from our office and putting it at the point where the data is first collected. Currently persons will complete forms and then the forms are sent here where we have our team for data entry. But by giving those persons tablet PCs they can actually do the data entry and so now it becomes a matter of electronic conversion from the point of entry to our databases. In that case, our data entry team here will now focus on converting the earlier records.

**To what extent are records used to support the feasible outcomes of policies, programmes and projects?**

Records are used every day for both electronic and paper records.

**Could you please share with me a bit of your background, training and position here?**

I am currently the Director of Records and Information Management. As a director I provide the strategic vision as to where IT and records management arm of the agency will go, in

collaboration with the CEO and other Directors for the overall objective of our nation. The department is called Records and Information Management and we have three (3) core functions: the whole matter of records management, which looks at both our administrative and vital records; we also have our information systems department, which are our persons who deals with our electronic systems, making sure that that PCs are networked, our programmes are working as they should; we also have a customer service improvement project team and that team is responsible for ensuring that all our customer service initiative are implemented and properly managed so that we can achieve the efficiencies that we want through technology. Each of these three components has their respective managers. I basically oversee all of those operations.

I have a Bachelor in Computer Science and Management. I am currently pursuing a Master in Business Administration. *How did you end up working in records management?* I basically just came up through the ranks. I started up on the customer service management team, and then I became the manager of that team, so I am here now. Of course, I must say that I was prepared to come here because I have always been a member of ARMA, so I am exposed through that training and also I have been to two or three of their conferences.

## **Non-recorded Transcript - Interviewee 24**

### **What would you say are the key functions of records in your organisation?**

The key functions are to harness written information, organise documented information solely for retrieval

### **How are records used to meet user needs?**

It serves as support information. It is used to authenticate members' signatures. By support information I mean it is used to match information provided for members. It is also used to provide more information, for instance if a member comes in for a loan or want to upgrade a previous loan, we use the information to support the application, to see if the person is suitable and it gives tellers greater insight and provide more information for the application. Records are also used to validate account information, for e.g. if a person dies the information on the record is used to validate the beneficiary.

### **What are the major principles and practice you follow?**

One of the principles used to organise records are members code; a numeric code given to members upon joining the institution. This code is used in the organisation of records and is chronological. A practiced used is the procedure manual which is used to manage or guide the process of records management. There is a retention schedule as well, and the retention periods for various records differ. There are also the statues and regulations that impacts financial institutions that we follow.

### **Which legislations and standards do you follow?**

The Proceeds of Crime Act, the Cooperative Society's Act and the ISO 15984 standard.

### **What are some of the records management challenges you've encountered?**

One of the major challenges I have faced is our predecessors' way of doing things. I don't know if it was that they didn't grasp or probably was not good recordkeeping. There was improper storage and inventories, and lack of procedures.

### **Do you think your records personnel carry out their functions competently?**

Initially they lacked the know-how, take for instance when I just came and asked them to do an inventory – they thought I was ridiculous. There was also a lack of physical order, even

though we had a chronological system – materials were not shelved in order. This meant taking out all the files and reordering them, which was time consuming. Another challenge with the records keepers was that they tend not to make notes. I keep reminding them that they are leaving a trail of information, so they should write what they see, what they observe to be missing as it provides greater insight. I might not be here in 10 years, those who come will need to know why something is present or missing. Like all records area there are storage challenges. If there was insight of where paper should go, you would not have a challenge. It was created by persons before us.

### **How do you overcome these challenges?**

We use a procedural manual. It provides the know-how and reminder. I also engage workers in workshops internally and externally. When persons go out for workshops, they come back and train other staff. There is also constant reinforcement through coaching, for instance I had a staff member inputting some series, and it wasn't until it was being used later that we identified that it was not done correctly. I had to explain to the member how this would impact the work.

### **What do you think is needed to help fulfil the records management role?**

There is need for management support. We also need to be highly organised and this must be brought to the table. You also must have posterity as one of your guiding forces. You also need to be on top of technology and be current about what is happening in the marketplace particularly where technology is concerned.

### **What do you think are the best approaches to prepare records managers?**

Exposure to technology, especially in the management of electronic documents, can become a big challenge. They also need to be on top of the law – they need to understand the legislation and interpret the law. Where records are concern for example, the Proceeds of Crime Act tells you to retain the document for 5 years. My policy is that I retain for 2 years and then digitise and destroy. The officer in charge objected because the policy said 5 years, but the legislation, while it said 5 years, said a copy should be kept not an original. I have scanned the document and will keep it forever. This is a matter of interpretation, and there is no way in which I have breached the law.

**What is the educational background of your staff?**

All are at the CXC level. They have all done internal and external workshops which last between 1-2 days. When they return from the workshops however, they report that it was too much for that short period. The workshops are done with INFOSERV and MIND. There is one person waiting for the next round to do the records management certificate programme at UWI.

**How many persons do you have working in the department?**

We have 11 persons on staff. We are centralised, all the records from the other branches comes to us.

**Do you find any educational challenges among staff?**

Educational challenges in terms of records management. Persons would want to destroy documents because they cannot see the value of it. Another challenge is linking member information. They didn't see the need of linking member information for instance members' application stored in one location, and so trying to keep a full profile of each member.

**What are the educational needs for records management in Jamaica?**

The University of the West Indies records management course need to change from two years. It should be an every year programme. When you wait for two years the person might change their mind or job. Records managers need better compensation. There were some aspect of my staff who felt that their value was not recognised, but I don't let them feel that way anymore. Most times the workshops tend not to be sufficient, they are not long enough to give enough information. The degree programmes – UTech has records management as a part of the degree programme as someone recently contacted me and said she wanted to do something with me. I am not too sure how comprehensive it is. Records management needs to be an integral part in the degree programme. It need to become a module, not a passing. Even at UWI, I was exposed to the course. *Did you think it was sufficient?* At the time I thought it was adequate.

**What impact if any do you think records management education would make to the organisation?**

It impacts the organisation's bottom line, which is the profit. The quicker we provide the service at the front the better the service will appear. A satisfied customer will tell at least 5

persons that they are satisfied. If we can furnish the records of members when they come in for business, it helps to sell the company. If a customer comes in and becomes upset because their information cannot be found, that will affect the service. And there might be somebody in line, who was about to deposit 500000, but hearing a disgruntled customer might reconsider, and deposit apart elsewhere. So if we would have made 50000 on that amount our profit would decrease should it go elsewhere.

It would also reduce the loss of revenue, for e.g. we scan members' signature cards, and so when they come in their information is in front of the teller. If it was done incorrectly, you could assist the member in taking money fraudulently from the company which is money that we would have to replace. Additionally, a misfiled document would marginalise the loans officer's ability to properly assess a member.

#### **Are there any returns on investment for records management?**

Definitely, yes - If you were to bring in loan officers in the department, the first thing they would tell you that it is being able to take information or store information. The information here is digitised, and if information is mislaid what it means is that when you come back you don't have anything in the front office to validate. This can be very time consuming, as the records officers would have to spend time looking for the file or the file has to be recreated. This also affects customer service and the bottom line is affected which impacts on revenue. Another pertinent piece of information we use is the TRN. No information can be entered for the customer into the system without the TRN. If you give a loan based on incorrect assessment, it was show as a shortfall in the system on revenue projection, and if this is multiplied by 10 members that's a lot of money.

#### **How does development impact on records management?**

Take for instance the destruction of paper, initially burning impacts on the environment. Having moved away from burning, pulping and compressing, there are less people, use up more labour and put persons in jobs. More companies are going into document storage, and outsourcing, which is development that means more employment, better accessibility of documents and properly stored documents which would mean less lawsuits. Development also helps to implement the Evidence Act which makes provision for the admissibility of electronic records. The more developed we are, the more e-storage we'll have and more business turn around – quicker access. It also means that you will use up less office space

and save on overhead as electronic storage means less maintenance, less staff, less utility. Naturally it impacts on safe environment, less burning of paper. We also attract more overseas business interacting with us. Globally it is a greater impact, once we do business quickly then naturally it impacts on everything.

**What are the plans to support the intellectual life of the profession among staff?**

I believe in education. I've always encouraged my staff, and give them some of my own examples. One person is starting a degree programme. Two others are going to school. Everybody has some education plan. The company believes in and promotes education through time offs, loans etc. I continue to encourage staff and tell them how fickle the work environment is

**What do you see for the future of records management in Jamaica?**

There have been more jobs today than what I have seen in the last 10 years. The job titles are very creative, I have recently seen an ad by the FSC, which was very interesting. Create appropriate areas for records management. Our legislations are forcing us to organise paper more comprehensively and to get our acts together. We have more regulators and for instance BOJ is our regulator and they come in ever so often and you have to make sure you are compliant. The intellectual life of records management will continue to grow naturally because of our regulations. More persons have a greater awareness of their rights in Jamaica, so a man who would some years ago cause you to steal his money would stand up for their rights now. Additionally, a lot of the international standards are affecting us here in Jamaica.

**Are there any partnerships for education?**

The HR department is very active in partnership.

**What are your involvements with professional bodies, if any?**

I have the intention of joining ARMA

**What is the role of records management in development?**

Transparency – one of the ways to promote this is through the ATI, and the only way to provide that sort of access required through the ATI is via records management. Sustainability – the only way to sustain what you have is through a frame of reference, so

take for instance the blouse you are wearing, if you want to preserve it, you have to maintain, to know the best way to do so, like the best soap to use etc, the overall procedure for care. You don't have to do it, but you need to provide that information to someone in order for them to do it. It is the same with record, you provide a frame of reference for when it is needed, you record the information that you need to access, document what you do, how you do it and how to maintain it.

**How are records used for the feasible outcome of policies, projects and programmes?**

Pick out from among this list on our aims and objectives and I will tell you how we fit. In this family indemnity plan we need to store that information appropriately. We need to provide access to the information as quickly as possible and be able to provide reports on the outcome. The department not only store but provide statistics on particular products. It affects the pay-out process. It also means that the regulations when they come in if we don't monitor the things they are looking for we get written up for those things. Therefore, efficiency is key.

**Before we finishing could you give me a bit about your background?**

I am a trained librarian. I have diverse working experience setting up libraries in small businesses, working with reference library in news media department. I have also worked as a legal research librarian as well as records manager. That's where I started records management, and grasped the importance of why legislations are important in records management. I have a first degree in library and information studies. Then I did a certificate in records management at UWI and have done several workshops.

## APPENDIX F - CONSENT FORM



**Kaydene Duffus**  
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### Records Management in Support of Development Outcomes

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## CONSENT FORM

You have been selected to participate in a MPhil/PhD research, being carried out at UCL. You will be asked some questions regarding development, records management and education in Jamaica. This investigation will take you approximately 40-60 minutes.

If you agree to speak to me, I would like to make notes or a recording of the conversation for my use as a data source for my doctoral thesis. If you wish, your name and any other personal information will not be used in the final text and you will remain anonymous. Your organisation and some description of your job role may be included to give the data context in the thesis. All data will be kept securely by the researcher and will not be shared with third parties except my doctoral supervisors at UCL and advisers on the thesis.

Your participation in this investigation is voluntary, although it gives you an opportunity to maximise Jamaica's development prospects and improve our understanding of pertinent issues. There is no risk of physical injury from participating in this research. If you have any questions pertaining to this study, please contact Ms. Kaydene Duffus, Researcher ([kaytduff@gmail.com](mailto:kaytduff@gmail.com)).

I thank you for agreeing to be a part of this endeavour.

\_\_\_\_\_  
 Participant's Name

\_\_\_\_\_  
 Name of Researcher

\_\_\_\_\_  
 Participant's Signature

\_\_\_\_\_  
 Researcher's Signature

\_\_\_\_\_  
 Date

\_\_\_\_\_  
 Date

### APPENDIX G - EXAMPLE OF CONCEPT MAP



## APPENDIX H - LIST OF INTERVIEW DATA CODES AND SUB-CODES

### Research Question 1: What is the Role of Records Management in Supporting the delivery of Jamaica's National Development Plan?

1. Definition of Development
2. Development Challenges
  - Governance Issues
  - Social Challenges
  - Economic Challenges
3. Trust-building Activities in Development
  - Media
  - Public Participation
  - Information Sharing
4. Way forward for Development
  - Institutional-building
  - Better Governance
  - Involvement of Citizens
5. Development Initiatives
  - Issues with the NDP
  - Steps in Delivering the NDP
  - Role of Government
6. Overcoming Issues in the NDP
  - Consensus Building
  - Harmonisation of Policies
  - Collaboration in Government Entities
  - Adapting to Change
  - Assigning Appropriate Human Resources
7. Role of Information
  - Critical to Support Development goals
  - Support Policymaking
  - Support decision-making process
  - Support Consensus-building
  - Support Accountability and Transparency
8. Information Needs
  - Strengthen Institutions to provide Quality Information
  - Support Policy making
  - Support Government Activities
9. Impact of Development on Records Management
  - Improvement of Legislation
  - Use of Information Technology

- Need to be Business Friendly
- Access to Information

10. Role of Records Management in Development

- Establish Precedence
- Evidence
- Research
- Provide timely Information
- Frame of Reference
- 

11. Legislation and Standards for Records Management

- Organisational Standards
- Professional Legislation
- Industry Regulations
- International Standards

12. Regulations

13. Functions of Records

- Support organisation
- Provide information
- Provide evidence
- Historical reference

14. Benefits of Records Management

- Accountability/Transparency
- Efficiency (time/cost)
- Not reinventing the wheel

15. Principles and Practices in Records Management

- Needs Improvement
- Adequate
- Non-existent

16. Structure of Records Management in Organisations

- Centralised
- Decentralised
- No Structure

17. Future of Records Management in Jamaica

- Great Prospects
- Changes in Society driving the Profession
- Elevated Level of Respect
- More Required to Support the Profession

**Research Question 2: What records management capacity and capability is there in Jamaica?**

18. Records Management Profession Challenges

- Poor Recruitment Practices
  - Low Status in Organisation
  - Low Remuneration
  - Frequent Staff Turnover
  - Multiple Roles
  - Lack of Expertise to Support Role
19. Job Market for Records Practitioners
- Positive Shift in the Job Market
  - Attracting Young Workforce
  - More Consultants
20. Number on Staff
21. Job Description of Records Management Practitioners
- Need to Review Standards
  - Entry Level Staff Roles
  - Professional Staff Roles
22. Filling Records Management Positions
- Adequate Staff
  - Inadequate Staff
  - Librarians as Records Managers
23. Competency of Records Management Staff
- Good
  - Lacking
  - Room for Need Improvement
24. Intellectual Support for Records Management Staff
- Encourage Staff to Study
  - Involvement in Professional Associations
  - Attend Training Sessions
  - Attend Conferences
25. Requirements to Fulfil Records Management Positions
- Entry Level Role
  - Mid-level Role
  - Professional Role
26. Educational Background of Staff
- O'levels
  - Training
  - Undergraduate Degree
  - Graduate Degree
27. Background of Practitioners Interviewed
- Library and Information Studies Degree
  - Other Degree Programmes
  - Entry into Records Management Profession

- Transition to Records Management
  - Experience in Records Management
28. Converging Records Management and Library
- Similarities
  - Differences
  - Not the same
29. Educational Challenges among Staff
- Lack Understanding of RM
  - Unable to Apply Themselves
  - Unavailability of Courses
30. Education and Training Programmes
- Programmes Available
  - Adequacy of Programmes
  - Scope of Programmes
31. Preparation through Available Programmes
- Participants' Satisfaction
  - Programme Appeal
  - On-the-job Performance
32. Education Programme Challenges
- Challenges
  - Improvements Required
33. Records Management Education Needs in Jamaica
- Inadequate Programmes
  - Formal Programmes Needed
  - Curriculum Development
  - Trainers Required
  - Programme Continuum
34. Role of Education
- Support Changes in Society
  - Reduces Trial and Error
  - Continuity of Processes
  - Increases Productivity and Quality of Service
  - Greater Returns for Development
  - Commitment and Interest
35. Impact of Records Management Education
- Support the RM function in Organisations
  - Utilise Knowledge
  - Investing in Human Resource
  - Prepare Leaders for RM
  - Help Individuals to Value the Field
  - Trust Staff to Undertake Roles

36. Return on Investment through Education

- Difficult to Estimate
- Financial
- Support Function

37. Competency of Teaching Staff

- Mixed
- Gaps in Competencies
- Good

**Research Question 3: How can Records Management Capacity and Capability be Improved in Jamaica?**

38. Overcoming Records Management Challenges

- Improve Staff Capacity
- Build Staff Capability
- Provision for Education and Training
- Differentiate Education and Training
- Greater Recognition of RM Profession

39. Organisation Support for Records Management

- Adequate
- Inadequate
- No Support

40. Approaches to Prepare Records Practitioners

- Education and Training
- Changing Structure of Programmes
- Areas of Focus
- Placement of Programmes

41. Partnerships for Records Management Education

- Human Resource Department
- Academic Partnerships
- Sponsorship of Practitioners
- International Partnerships

42. Professional Bodies

- Association with Professional Bodies
- Support Provided
- Role of Professional Body
-

## APPENDIX I – EXAMPLE OF CODED INTERVIEW DATA

Interview Data code	Sub-code	Interview Data	
Code 6: Overcoming Issues in the NDP	<i>Consensus Building</i>	<p>It is something of a minor achievement to have produced Vision 2030. It is one of the very few overarching Plans which have had broad public participation, significant amount of consultation and ultimately buy in, at least nominally from the leadership of both parliamentary parties that have alternated in office in the last 60 years...That is a minor miracle in Jamaica, where too many things are subject to: a) top-down decisions without any engagement of the people and b) tribal political evasiveness (Interviewee 29)</p> <p>Far be it from me to detract from anything done in the Vision 2030, but I don't know that anyone other than a few technocrats and maybe some political figures are in anyway affected, motivated, or inspired by that...vision directly (Interviewee 20)</p> <p>Documents have their place in life, primarily as a pivot around which some consensus can be built. But more important than the document is the consensus. I think the failing of Jamaica's political life has been the absence of such a far-reaching consensus about some of the critical developmental issues (Interviewee 20)</p>	
		<i>Harmonisation of Policies</i>	<p>Sometimes there are policy conflicts between one policy decision...and another...that has been taken and which one takes precedence...over the other can become challenging (Interviewee 08)</p> <p>This is a whole of government issue that we might have in implementing policies. Sometimes something that makes good policy sense on paper may not be easy to implement and so sometimes there is that bit of disconnect... (Interviewee 08)</p> <p>A lot of policymaking takes place...without effective guides. We have the potential to absorb many fads coming out of other...environments without...seriously considering the effectiveness of these policies... (Interviewee 20).</p>
		<i>Collaboration in Government</i>	<p>In the earlier days in government, a lot of...activities were together.... Now we have become so fragmented as we have grown so large. We are doing activities in silos and as such we are losing out...We are not speaking to each other. We are not communicating (Interviewee 06).</p>

Interview Data code	Sub-code	Interview Data
		<p>Everything would have to be moving with technology so that it can complement each other. I think in order for us to even impact Jamaica.... we all have to be on the same page. In America if a police stops you he can always run your license plate and see everything about you...Think of that in comparison to our police stopping you. You get a ticket because he can't run your license plate and you have to go to the tax office...It is a waste of time.... I think if everybody is on the same page technologically, Jamaica would be moving forward (Interviewee 19).</p> <p>We must have accessible information....so I don't have my little discrete piece here and you have yours there. Everything should come together to form a whole. We need this especially in government departments because they are going to be the ones to make all of these policies (Interviewee 10, Medical Records Manager). (Interviewee 10).</p> <p>The framework that is there will certainly help to reduce the insularity or 'turfism' of individual ministries, because they begin to see how they fit into the bigger picture as a group together (Interviewee 08).</p>
	<b><i>Adapting to Change</i></b>	<p>Sometimes they are resistant to change. They see something on paper and don't translate it into what needs to be done. They do things the same way nonetheless (Interviewee 15).</p> <p>One of the challenges that come straight to mind is the ability of the agencies to absorb some of the changes that are happening. It is not that you are stopping the work to do the change; the work has to continue because we still have a service to provide for the public but is changing at the same time (Interviewee 23).</p> <p>People will come to the thematic working groups and be quite supportive of the process. Unfortunately, when they go back into their ministries it is not just about the joined-up aspect of government. It is about my ten core responsibilities and how well the ministry has been able to execute them. Those are the areas that the permanent secretary will judge [and] that will make the minister look good (Interviewee 08).</p> <p>The activities and the projects we are doing are aligned to the Vision 2030...If you look at the Vision 2030, it has in it accountability...we are...creating the accountability framework for senior managers and our public bodies. Last year in our planning exercise...we invited</p>

Interview Data code	Sub-code	Interview Data
		[someone] from PIOJ to come...and ensure that we are on track...and doing what needs to be done to achieve the Vision 2030. We have actually done the proposal; it has been approved, so it is now...implementing it (Interviewee 23).
	<b>Assigning Appropriate Human Resources</b>	<p>You know the Vision 2030 is created by PIOJ but it is not PIOJ that is doing the work to achieve the Vision 2030, it is us the workers. It is all the persons on the ground that are moving towards achieving it (Interviewee 23).</p> <p>If the Plan does not go well it is because the wrong people are in place...Things will stagnate because of this (Interviewee 05).</p> <p>Human capital development is...central. Without that no matter what resources we have it cannot be used to our benefit. That's one of the major setbacks. One of the things we have...recognised...is a problem with capacity or the lack thereof in some organisations (Interviewee 15).</p> <p>In terms of the monitoring mechanism that has been established for Vision 2030, sometimes the representations on these committees are not necessarily the ideal. So you will have a ministry participating, but because the person who comes to the meeting...is not the appropriate person, they may not...influence their larger ministry to take action. That certainly does negatively affect how well you can monitor and coordinate (Interviewee 08)</p>

## APPENDIX J - EXAMPLE FROM DOCUMENTARY EVIDENCE DATABASE

The screenshot displays a library management application with a sidebar on the left, a central list of items, and a right-hand pane for details. The sidebar shows a tree view under 'My Library' with categories like 'Documentary Evidence', 'Keisha', and 'Referenced literature for Development'. The central pane lists various documents with columns for 'Title' and 'Creator'. The right-hand pane shows the details for the selected document, 'Vision 2030 Jamaica: National Development Plan'.

Title	Creator
The Contractor-General's Act	Government of Jamaica
The Access to Information Act	Government of Jamaica
Status of Children Act	Government of Jamaica
Proceeds of Crime Act	Government of Jamaica
The Electronic Transactions Act	Government of Jamaica
The National Parenting Support Commission Act	Government of Jamaica
The Civil Service Establishment Act: Proclamations, rules and regulations	Government of Jamaica
The Proceeds of Crime (Amendment) Act	Government of Jamaica
Who is the daddy?	Hall
Real estate developer on fraud rap denied bail	Henry
Ad-JMM-Records-Clerk	Institute of Jamaica
Ad-NGJ-Records and Information Manager	Institute of Jamaica
The Jamaica Constabulary Force Career Opportunity	Jamaica Constabulary Force - H...
High price tag on North Coast Highway	James-King
PATH	Ministry of Labour and Social Se...
Digitise school records - Holness	Moore
NQRJamaica: Overview	National Council on Technical a...
Building application guide	National Environment and Plan...
Advert Records Officer (PIDG RIM 2)	Offie of Disaster Preparedness a...
Vision 2030 Jamaica: National Development Plan	Planning Institute of Jamaica
Files still not safe at UHW!!	Reid
JET takes court action seeking information on Goat Islands project	RJR News
Lights out for EWI - Firm to lose 381-megawatt power plant licence, project likely to be yanke...	Spaulding
TAJ publishes Court Cases for outstanding sums of over \$450M	Tax Administration Jamaica
Job specification and description	The Independent Commission ...
Records Management Officer Advertisement	University Council of Jamaica
School of Allied Health and Wellness: Associate of Science in Health Information Technology	University of Technology
Bellevue challenge	Wilson

**Item Type:** Book  
**Title:** Vision 2030 Jamaica: National Development Plan  
**Author:** Planning Institut..., (first)  
**Abstract:** Vision 2030 Jamaica is the strategic guide ...  
**Series:**  
**Series Number:**  
**Volume:**  
**# of Volumes:**  
**Edition:**  
**Place:** Kingston, Jamaica  
**Publisher:** Planning Institute of Jamaica  
**Date:** 2009  
**# of Pages:** 412  
**Language:**  
**ISBN:** 978-976-8103-28-4  
**Short Title:**  
**URL:** <http://www.vision2030.gov.jm/NationalID...>  
**Accessed:** 14/02/2011  
**Archive:**  
**Loc. in Archive:**  
**Library Catalog:**  
**Call Number:**  
**Rights:**  
**Extra:**  
**Date Added:** 14/02/2011 12:14:21  
**Modified:** 06/02/2015 07:52:49