STUDIA I MATERIAŁY

"Fulfilling, but demanding" – Swedish recordkeeping in transition

Anneli Sundquist

Oslomet – storbyuniversitetet / Oslo Metropolitan University (Norway)
annsu@oslomet.no, ORCID 0000-0001-9471-4992

Hilde Lange

Oslomet – storbyuniversitetet / Oslo Metropolitan University (Norway)
hildelan@oslomet.no, ORCID 0009-0005-9894-3932

ABSTRACT

In recent decades, records management has undergone profound changes due to technological developments as well as political and organisational changes. The global view shows considerable diversity, not only between legal and administrative systems based on common law, such as those in the UK, North America and Australia, but also between systems operating under civil law. Sweden represents a special case of a civil law system, the so-called Nordic model. The purpose of this study, based on three case studies, is to analyse the recordkeeping functions in contemporary government agencies in Sweden, their responsibilities, competences and the role they play. Study findings show that most of the functions defined in international standards are implemented by Swedish government agencies, but at different levels and with different outcomes. Furthermore, there are significant differences between them, which may stem from intra-organisational arrangements. The actual work tasks focus on implementing the strategic activities of recordkeeping, providing support in upgrading skills and acquiring new knowledge, while the more routine tasks are deprioritized.

KEYWORDS

records management, Sweden, government administration, public administration functions

"Satysfakcjonujące, ale wymagające" – zarządzanie dokumentacją w Szwecji w okresie transformacji

STRESZCZENIE

W ostatnich dziesięcioleciach, w związku z rozwojem technologicznym oraz zmianami politycznymi i organizacyjnymi, zarządzanie dokumentacją uległo głębokim przemianom. Globalny obraz pokazuje znaczną różnorodność, nie tylko między systemami prawnymi i administracyjnymi opartymi na wspólnym prawodawstwie, takim jak brytyjskie, północnoamerykańskie i australijskie, ale także między systemami działającymi w ramach prawa cywilnego. Szwecja stanowi szczególny przypadek systemu prawa cywilnego, tzw. modelu nordyckiego. Celem niniejszego badania, przeprowadzonego w odniesieniu do trzech studiów przypadków, jest analiza funkcji zarządzania dokumentacją we współczesnych rządowych jednostkach

SŁOWA KLUCZOWE

zarządzanie dokumentacją, Szwecja, administracja rządowa, funkcje administracji publicznej

organizacyjnych w Szwecji, ich obowiązków, kompetencji oraz roli, jaką odgrywają. Wyniki badań pokazują, że większość funkcji zdefiniowanych w międzynarodowych normach jest realizowana przez szwedzkie agencje rządowe, ale na różnych poziomach i z odmiennymi skutkami. Ponadto istnieją między nimi znaczące różnice, które mogą być spowodowane ustaleniami wewnątrzorganizacyjnymi. Rzeczywiste zadania koncentrują się na realizacji działań strategicznych w zakresie zarządzania dokumentacją, wsparciu w podnoszeniu kwalifikacji oraz zdobywaniu nowej wiedzy, podczas gdy bardziej rutynowe zadania schodzą na dalszy plan.

1. Introduction

There is no need to say that in the last few decades organizational business processes and work practices have undergone profound changes. This is, to a certain extent, a consequence of technological development, particularly the digitalization of society, in a dialectical relationship with political and institutional changes and new governance models such as New Public Management. These changes had an impact throughout society, significantly affecting organizational performance, work tasks, and professional responsibilities[1]. One area that has rapidly changed due to this development is archives and records management[2], hereafter referred to as recordkeeping[3]. It is assumed that technologies and services such as cloud storage, open data, as well as rapid implementation of artificial intelligence applications in different sectors of society are causing transformative effects that challenge the recordkeeping function, but also open new fields of activity[4]. Operational scope of the recordkeeping function and

---

[1] K. Byström, J. Heinström, I. Ruthven, *Information at work: information management in the workplace*, London 2019.

[2] L. Duranti, C. Rogers, *Trusting records in the cloud*, London 2019; H. Stančić, *Trust and records in an open digital environment*, London, New York 2020.

[3] "[R]ecordkeeping describes a plurality of coherent, iterative, and inter-dependent processes by which records are created, captured, organized, described, managed, and made accessible for multiple purposes over multiple time periods. Recordkeeping is a synthesis of records management and archival concerns" (K. Cumming, *Recordkeeping* [in:] *Encyclopedia of Archival Science*, eds. L. Duranti, P.C. Franks, Lanham 2015, p. 319). The term is chosen because archives and records management are well integrated in Scandinavian countries and the professionals are usually defined as archivist, irrespective of what part of the recordkeeping process they work with.

[4] L.L. Richards, *Records Management in the Cloud: From System Design to Resource Ownership*, "Journal of the Association for Information Science and Technology" 2018, vol. 69, no. 2, pp. 281–289, https://doi.org/10.1002/asi.23939 [access: 15.11.2024]; E. Shepherd et al., *Open government data: critical information management perspectives*, "Records Management Journal" 2019, vol. 29, no. 1–2, pp. 152–167, https://doi.org/10.1108/RMJ-08-2018-0023 [access:

its relationship with other functions and business fields have been the subject of analysis and debate in recent years. For example, recordkeeping as part of or in collaboration with information governance, enterprise architecture, and information security[5]. What, then, is the role and responsibility of the recordkeeping function in this context? What activities and work tasks does it comprise, and what changes can be made? Does the development strive towards standardization of the recordkeeping function in different environments?

Technological advancements, globalization, formation of an international professional community through conferences, journals, and collaborative projects, as well as the implementation of international standards within the field, might create impetus to strive for conformity. Nevertheless, the global picture shows a certain diversity, not least between legal and administrative systems based on common law, such as those in Britain, North America, and Australia, and those based on civil law, as seen in European countries. Among the latter, the Nordic countries might be seen as a special case – a Nordic model characterized, among other things, by a universal welfare state, a strong public sector, high trust in institutions, and a rather far-reaching citizens' right to information, but with certain national traits influencing the public recordkeeping systems[6]. In 1997,

15.11.2024]; S.L. Xie et al., *Competing with artificial intelligence – can the records and information management profession withstand the challenge?*, ibidem, 2022, vol. 32, no. 2, pp. 151–169, https://doi.org/10.1108/RMJ-08-2021-0033 [access: 15.11.2024].

5   J. Brooks, *Perspectives on the relationship between records management and information governance*, ibidem, 2019, vol. 29, no. 1–2, pp. 5–17, https://doi.org/10.1108/Rmj-09-2018-0032 [access: 15.11.2024]; J. Hagmann, *Information governance–beyond the buzz*, ibidem, 2013, vol. 23, no. 3, pp. 228–240, https://doi.org/10.1108/RMJ-04-2013-0008 [access: 15.11.2024]; E. Lomas, *Information governance: information security and access within a UK context*, ibidem, 2010, vol. 20, no. 2, pp. 182–198, https://doi.org/10.1108/09565691011064322 [access: 15.11.2024]; S. Katuu, *The utility of enterprise architecture to records and archives specialists* [in:] *2018 IEEE International Conference on Big Data (Big Data), 10–13 December 2018, Seattle,* eds. N. Abe et al., Piscataway 2018, pp. 2702–2710, https://doi.org/10.1109/BigData.2018.8622467 [access: 15.11.2024]; eadem, *Enterprise architecture – a value proposition for records professionals* [in:] *2019 IEEE International Conference on Big Data (Big Data), 9–12 December 2019, Los Angeles*, eds. C. Baru et al., 2019, pp. 3116–3125, https://doi.org/10.1109/BigData47090.2019.9006603 [access: 15.11.2024]; A. Sundqvist, T. Sahlén, M. Andreasen, *The Intermesh of Records Management Principles and Enterprise Architecture* [in:] *Infuture 2019. Knowledge in the Digital Age*, eds. P. Bago et al., Zagreb 2019, pp. 75–85, https://doi.org/10.17234/INFUTURE.2019.10 [access: 15.11.2024]; S.L. Xie, *A must for agencies or a candidate for deletion: A grounded theory investigation of the relationships between records management and information security*, "Records Management Journal" 2019, vol. 29, no. 1–2, pp. 57–85, https://doi.org/10.1108/Rmj-09-2018-0026 [access: 15.11.2024].

6   M. Rostgaard, G. Bak, *The Nordic model of digital archiving*, London, New York 2024.

Professor Eric Ketelaar called for a "comparative archivistics" to highlight socio-cultural differences[7]. Research and publication patterns have become more multifaceted since then, but greater knowledge of recordkeeping practices and institutional arrangements in different national and socio-cultural contexts is still desirable. This study aims to contribute to the current state of research by analysing the recordkeeping function in a Swedish context. The purpose of the study is to analyse the recordkeeping function in contemporary governmental organizations in Sweden, including its responsibilities, competencies, and tasks, its role and organizational position; to identify development tendencies and drivers of change; and to discuss particular traits of the Swedish governmental recordkeeping function.

The study is based on three qualitative case studies of Swedish government agencies, undertaken in 2022. For the purpose of data anonymization they are referred to as A, B and C. The cases were selected through a targeted sample of agencies with critical societal functions, which could also be regarded as "information heavy"; meaning that their business processes are largely executed by exchanging information, and they manage vast amounts of information and, consequently, records. The cases vary in size: the smallest agency has about 2,300 employees, while the others have between 10,000 and 14,000 employees. However, all have a national-level mission and local offices in various parts of the country. Data collection entailed a close reading of policy documents, such as job descriptions, organization charts, process charts, business plans, and policy documents specifically related to the recordkeeping function. Additionally, semi-structured interviews were conducted with 14 employees in different positions within the agencies' recordkeeping functions. These individuals are referred to as A_1, B_1, C_1, etc. The interviews focused on the recordkeeping function's mission and competences, the employees' positions and work tasks, the organization of the work, the division of labour and responsibility, and an account of the activities during a regular working week (see Appendix 1). A thematic analysis of the data was undertaken, and a set of trends was identified (see Appendix 2). The results were then discussed against the analytical framework presented in Section 3 below.

---

7   E. Ketelaar, *The difference best postponed? Cultures and comparative archival science*, "Archivaria" 1997, vol. 44, pp. 142–148, https://www.archivaria.ca/index.php/archivaria/article/view/12201 [access: 15.11.2024].

2. Literature review

Although the concept of function and functional analysis have been long recognized in archival theory and implemented in recordkeeping practice, the recordkeeping function itself has seldom been the subject of empirical analysis, at least in a Nordic context. However, Lars-Erik Hansen and Anneli Sundqvist, in a study of Swedish government agencies, identified considerable changes in the Swedish recordkeeping function in the early 2000s[8]. These changes involved a division between physical and digital archives, transfer or outsourcing of certain operational tasks to other functions or organizational units, rationalization and elimination of certain traditional tasks due to digitalization, and an emphasis on more strategic tasks.

Tasks and professional competencies of records professionals, from which the functions can be derived, are studied more frequently. In a comparative analysis of job postings from the 1980s and early 2020s, Elisabeth Fagerholm showed that management and maintenance of paper records is still included in professional duties[9]. Tasks like registration, appraisal, arrangement and description, access control, and reference service are common to both time periods. However, since the 1980s, new tasks have emerged as well. Those include work process analysis, systems requirements, deliveries to digital archives, business development, and change management due to digitalization. In an interview study with Norwegian archivists, Maya Andreassen found that the main activities could be divided into more routine operational tasks, such as mail reception, scanning, registration, and more strategic tasks like quality control, support, training, and development work[10]. A similar grouping was identified by Linea Kristine Solgård, who differentiated between daily routines like mail reception and registration, and

[8] L.E. Hansen, A. Sundqvist, *A New Function: A New Archivist?* [in:] *10th European Conference on Information Systems Management: ECISM 2016*, eds. P. Silva, R. Quaresma, A. Guerriro, New York 2016, pp. 76–84.

[9] E. Fagerholm, *Arkivarien i informationssamhället: En komparativ kritisk diskursanalys av platsannonser för arkivarieyrket under 1980-talet och tidigt 2020-tal*, unpublished thesis, Mid Sweden University, Sundsvall 2021, http://urn.kb.se/resolve?urn=urn:nbn:se:miun:diva-42521 [access: 15.11.2024].

[10] M. Andreassen, *Hvem er de og hva gjør de? – arkivarene under lupen*, unpublished thesis, OsloMet – Oslo Metropolitan University, Oslo 2020, https://oda.oslomet.no/oda-xmlui/handle/10642/9160 [access: 15.11.2024].

more complex duties such as user service and quality control[11]. The former were increasingly subject to automation, while the latter still required more judgment skills and, so far, human intervention. Automation or transfer of routine task is also, according to Daniel Henriksen Hagen, a consequence of the digitalization and so-called user orientation of the Norwegian public sector[12]. However, progress varied between organizations, and there was also a risk of shifting the workload onto the users. In a North American study, the most frequent tasks of records managers were characterized as "negotiating others' compliance with policies and providing advice to others"[13], that is, control and support related activities. An Australian study of records managers recruitment, however, showed a more frequent demand for supportive and operational work tasks, than for strategic and controlling roles[14].

Introduction of new methods and technologies, such as archival description based on work processes, in Swedish governmental organizations has influenced the roles and duties of the records professionals to some extent as well. A more proactive approach and a closer collaboration with other functions is required, which results in a more prominent position and higher visibility[15]. Several studies emphasized the importance of collaboration with other functions and professionals, especially the ICT-related fields[16]. A study of Finnish municipalities, however, shows that recordkeeping activities were fragmented and still largely

---

[11] L.K. Solgård, *Arkivarer i dag – En undersøkelse av behovet for den menneskelige faktor i offentlig arkivdanning i Norge*, unpublished thesis, NTNU, Trondheim 2019, https://ntnuopen.ntnu.no/ntnu-xmlui/handle/11250/2610378 [access: 15.11.2024].

[12] D. Henriksen Hagen, *The effect of digitalization on the daily use of and work with records in the Norwegian public sector*, "Records Management Journal" 2023, vol. 33, no. 2–3, pp. 105–119, https://doi.org/10.1108/RMJ-10-2022-0030 [access: 15.11.2024].

[13] S.A. Buchanan et al., *Survey research on tasks and competencies to inform a records management education*, ibidem, 2017, vol. 27, no. 1, pp. 2–18, https://doi.org/10.1108/RMJ-11-2015-0041 [access: 15.11.2024].

[14] L. Gibbons, J. Douglas, *Markers of professional identity: records management jobs advertisements in Australia,* ibidem, 2021, vol. 31, no. 1, pp. 1–17, https://doi.org/10.1108/RMJ-03-2020-0007 [access: 15.11.2024].

[15] I. Grönroos, *Yrkesroll i förändring? En studie av ett antal statsanställda arkivariers upplevelser av införandet av en verksamhetsbaserad arkivredovisning*, unpublished thesis, Uppsala University, Uppsala 2012, https://urn.kb.se/resolve?urn=urn:nbn:se:uu:diva-197020 [access: 15.11.2024].

[16] E. Fagerholm, *Arkivarien i informationssamhället…*; N. Löfdahl, *E-arkiv – Gäller det att positionera sig rätt: En studie om samband och orsakssamband mellan e-arkiv och en yrkesroll i förändring, samt mekanismer till orsakssambandet,* unpublished thesis, Uppsala University, Uppsala 2016, https://urn.kb.se/resolve?urn=urn:nbn:se:uu:diva-295698 [access: 15.11.2024]; E. Shepherd et al., *Open government data…*

invisible[17]. So-called disruptive technologies, such as blockchain technology, might also push the recordkeeping function in a more proactive direction. Recordkeeping requirements and retention schedules will be paramount in development and design of applications, due to the blockchains' fixed nature and their distributed management[18]. The impact of the rapidly emerging artificial intelligence development on the recordkeeping profession and practice is, so far, difficult to predict, but it is assumed that here, too, the judgment skills of humans would serve as a foundation for a new division of labour between humans and technology[19].

Nisakorn Löfdahl showed that work tasks transformed into more ICT-related and strategic activities when digital archives were introduced[20]. For example, records professionals become involved in systems design and requirements, planning of records transfers to the archives, and in the production of information and training materials. However, the focal tasks were still related to appraisal and preservation. A similar phenomenon, introduction of electronic records management systems, was analysed by Renate Marie Solberg, who found that it entailed a larger variety of work tasks[21]. For instance, there was increased responsibility for systems administration and user control, while simple registration has declined. Lack of competence and, not least, lack of resources, could, however, impede the performance of the more strategic duties demanded by the introduction of e-government, and thus lead to loss of status and professional autonomy[22]. Introduction of governance models like New Public

---

[17] T. Kautto, P. Henttonen, *Records management as invisible work: A study of Finnish municipalities,* "Government Information Quarterly" 2020, vol. 37, no. 4, https://doi.org/10.1016/j.giq.2020.101460 [access: 15.11.2024].

[18] S. Bhatia, E.K. Douglas, M. Most, *Blockchain and records management: disruptive force or new approach?*, "Records Management Journal" 2020, vol. 30, no. 3, pp. 277–286, https://doi.org/10.1108/RMJ-08-2019-0040 [access: 15.11.2024]; P.C. Franks, *Implications of blockchain distributed ledger technology for records management and information governance programs,* ibidem, 2020, vol. 30, no. 3, pp. 287–299, https://doi.org/10.1108/RMJ-08-2019-0047 [access: 15.11.2024].

[19] S.L. Xie et al., *Competing with artificial intelligence…*

[20] N. Löfdahl, *E-arkiv – Gäller det att positionera sig rätt?…*

[21] R.M. Solberg, "*Det er mer stas å jobbe som arkivar nå enn det var før" – Endringer i arkivaryrket med innføringen av ny teknologi*, unpublished thesis, NTNU, Trondheim 2014, https://ntnuopen.ntnu.no/ntnu-xmlui/handle/11250/274979 [access: 15.11.2024].

[22] M. Kallberg, *Archivists – A Profession in Transition?*, "Professions and Professionalism" 2012, vol. 2, no. 1, pp. 27–21, https://doi.org/10.7577/pp.v2i1.158 [access: 15.11.2024]; idem, *Archivists 2.0: redefining the archivist's profession in the digital age*, "Records Management

Management and outsourcing of recordkeeping and information management services might also contribute to lack of clear division of roles and responsibilities and insufficient influence and control[23].

The literature review indicates a change in the recordkeeping function, generally attributed to technological development. There is a trend towards more qualified tasks on a higher strategic level and a greater polarization between strategic and routine operational activities. However, the findings are not entirely unambiguous and indicate that the progress is uneven.

3. An analytical framework – the concept of function and the recordkeeping function

The concept of function originates from organization theory and the writings of French industrialist Henri Fayol in the early 1900s[24]. The concept can be defined in slightly different ways, but one definition relevant for the purpose of this study is "[a] group of activities that fulfils the major responsibilities for achieving the strategic goals of a business entity"[25]. Functions refer to the primary responsibilities and tasks of an organization, realized through performance of specific activities and work tasks. However, the concept is, to some extent, an abstraction; its specific manifestations and constituent elements might appear in different constellations and evolve over time. Functions are generally more durable than formal organizational structures and practices by which they are constituted. For example, education has been a primary function of universities for centuries, but its actual performance has undergone radical changes over

---

Journal" 2012, vol. 22, no. 2, pp. 98–115, https://doi.org/10.1108/09565691211268162 [access: 15.11.2024].

[23] A.S. Klareld, *"The information has moved away from home". Conceptions about how an outsourcing policy affects public records management*, "International Journal of Public Information Systems" 2017, vol. 12, no. 1, pp. 22–38; eadem, *Recordkeeping in an outsourcing public agency*, "Records Management Journal" 2018, vol. 28, no. 1, pp. 99–114, https://doi.org/10.1108/RMJ-02-2017-0002 [access: 15.11.2024]; P. Svärd, *The impact of new public management through outsourcing on the management of government information. The case of Sweden*, ibidem, 2019, vol. 29, no. 1–2, pp. 134–151, https://doi.org/10.1108/Rmj-09-2018-0038 [access: 15.11.2024].

[24] H. Fayol, *Administration industrielle et générale: prévoyance, organisation, commandement, coordination, controle,* Paris 1920.

[25] ISO 15489-1:2016 *Information and documentation – Records management – Part 1: Concepts and principles*, section 3.11.

the years. Functions could be regarded as sets of institutionalized conceptions of activity directed towards the goals of organizations. Institutions are stable social arrangements that shape and constrain human behaviour – "multifaceted, durable social structures, made up of symbolic systems, social activities and material resources"[26]. Institutions are often considered macro-level social forces with society-level implications. The process of institutionalization, however, could take place on different levels, with overarching macro-level institutions forming the context of and influencing medium- and micro-level units, such as organizations and organizational activity. According to W. Richard Scott, institutionalization is built on three "pillars": regulations, normative systems, and cultural-cognitive notions[27]. It is further embedded in and transferred through time and space by various "carriers"[28]. These could be formed by symbolic systems such as formal rules and laws, norms and values such as professional ethics, codes and standards, and taken-for-granted concepts; relational systems such as power structures, roles and identities; formal and informal routines; and last but not least, artifacts. Institutions and institutionalized phenomena are, as mentioned above, durable and stable, but nevertheless subject to change – changes resulting from continuous evolution of their constituent elements through ongoing practice, inherent tensions between the elements, "conflicting logics", and the fact that they develop at different pace, or changes induced by external forces such as new technologies[29].

One of early adopters of this concept in the field of archives management was the American archivist and theoretician Theodore Schellenberg[30]. Functions have since then played a role in contextualization and appraisal of records, although the concept itself was rarely used until the 1990s[31]. Today, the concept is well established within recordkeeping practice, primarily through the method of

---

[26] W.R. Scott, *Institutions and organizations: ideas, interests and identities*, Thousand Oaks 2014, p. 57.

[27] Ibidem, p. 59.

[28] Ibidem, p. 95.

[29] E.g. A. Mutch, *Practice, substance, and history: Reframing institutional logics*, "Academy of Management Review" 2018, vol. 43, no. 2, pp. 242–258, https://doi.org/10.5465/amr.2015.0303 [access: 15.11.2024]; M.G. Seo, W.D. Creed, *Institutional contradictions, praxis, and institutional change: A dialectical perspective*, "Academy of management review" 2002, vol. 27, no. 2, pp. 222–247, https://doi.org/10.5465/amr.2002.6588004 [access: 15.11.2024]; C.E. Ayres, *The theory of economic progress*, Chapel Hill 1944.

[30] T.R. Schellenberg, *Modern archives. Principles and techniques*, Chicago 1956.

[31] F. Foscarini, *Function* [in:] *Encyclopedia of Archival…*, pp. 215–218.

functional analysis. Functional analysis, codified in the now defunct part 2 of the international standard for records management ISO/TR 15489-2:2001(E), the standard ISO/TR 26222 Work Process Analysis for Records and the Australian DIRKS Manual for documenting government business, has had a rather widespread impact as a professional tool over the last 20 years[32].

Depending on size and complexity, functions can be divided into a set of sub-functions on different levels. The recordkeeping function of an organization is a facilitative function that intersects all other functions, aiming to contribute to the fulfilment of the organization's business goals, ensure legal compliance and organizational accountability, and protect the interests of the organization's stakeholders. It encompasses several subfunctions and is performed through tasks that vary depending on tradition, institutional circumstances, and technology, and that also change over time. Elizabeth Shepherd identifies the key functions of recordkeeping, or "archives and records services" as "Organizational analysis and records creation, appraisal, acquisition, preservation, arrangement and description", and finally "access and use"[33]. "Organizational analysis and records creation" aims "to acquire a deeper understanding of its [the organisation's] functions and the activities which are performed to support them, using techniques such as functional and systems analysis. The knowledge gained from these investigations can then be used to assess how each of these factors affects the organization's needs for evidence and information, and the degree to which its needs are met by the existing records and records systems"[34]. This largely corresponds to what the international standard for records management, in a rather unorthodox manner, defines as "appraisal": an analysis of an organization's activity, its need for records and requirements with regard to them; that is, functional analysis[35]. Shepherd, though, uses the term appraisal in a conventional sense, as "to determine which records have long-term value and are worthy of permanent preservation"[36]. *Acquisition*, "the process by which an archives service adds to its holdings by accepting archives as a transfer, donation, loan, or purchase"[37], is less relevant for the records-creating organizations. *Preservation*

---

[32]   S.L. Xie, *Functional Analysis* [in:] ibidem, pp. 218–222.

[33]   E. Shepherd, *Archival Science* [in:] *Encyclopedia of library and information sciences (4th ed.)*, eds. J.D. McDonald, M. Levine-Clark, Boca Raton 2018, pp. 166–178.

[34]   E. Shepherd, *Archival Science*…, p. 171.

[35]   ISO 15489-1:2016…, section 7.1.

[36]   E. Shepherd, *Archival Science*…, p. 172.

[37]   Ibidem.

covers the physical maintenance of analogue as well as digital materials. Under *Arrangement and description* Shepherd also includes *classification*: "For records managers, a key element in this is the classification scheme, which provides links (both intellectual and physical) between records which originate from the same activity or from related activities, helps to determine where a record should be placed in a larger aggregation of records, and assists users in retrieving and in interpreting records"[38]. However, classification is normally regarded as separate function related to the capturing of records early in the life-cycle. *Access and use,* finally, is about retrieval but also about providing access to users according to legislation and organizational policy, that is to authorized users.

A slightly more elaborate model of the recordkeeping function, in the form of an ontology based on an analysis of international records and archives management standards, is presented by Georg Gänser and Giovanni Michetti[39]. They also highlight the connections, and certain overlaps, with related functions such as *Information security*, demonstrating that "the responsibilities of records professionals are growing and expanding, moving towards new fields"[40]. Standards are now a key resource for recordkeeping professionals, influencing the content and organization of their work, and can be regarded as carriers of professional norms and knowledge. At the same time, they are the result of negotiations between different vested interests representing various administrative and professional traditions and might therefore carry a seed of contradictions. A grouping of nine high-level (sub-)functions with subordinated functions has been derived from the standards, along with a set of related functions. These nine functions are: *Records management*, a rather comprehensive function including the subordinated functions of capture, registration, classification, access management and disposal; *[Archival] Appraisal*, which involves deciding "which records need to be kept for the long term"[41]; *[Digital] Preservation*; *Archival management*; *Information security management*; *Monitoring and auditing*, which deals with compliance; *Training*; *Governance*, which addresses "high-level management issues, such as policy making, business planning, and involving in

---

[38]　Ibidem.

[39]　G. Gänser, G. Michetti, *The Ontology of Functional Activities for Archival Systems*, 2018, https://interparestrust.org/assets/public/dissemination/TR05-FinalReport-20180526.pdf　[access: 15.11.2024].

[40]　T. Engvall, *The role of the records professional* [in:] *Trusting Records in the Cloud*, eds. L. Duranti, C. Rogers, London 2019, p. 227.

[41]　G. Gänser, G. Michetti, *The Ontology…*, p. 11.

developing mission statements and long-term planning"[42], and, finally, *Design and implementation of a records system*. The last function involves a process that starts with a functional analysis and process mapping in order to identify requirements for records and strategies to implement and evaluate a regime for recordkeeping, thus encompassing more than just design and implementation of information systems in a narrower, technical sense.

The notions of the recordkeeping function above are based on normative sources, thus representing an ideal and an attempt to present a universal model of recordkeeping. To what extent this reflects actual recordkeeping functions is another matter, but the overview will serve as an analytical backdrop that helps to elucidate the structure and performance of local recordkeeping functions.

4. Activities of the recordkeeping function

Based on the conceptualizations presented above, the recordkeeping function in contemporary Swedish governmental agencies and its constituent elements have been analysed. The analysis of policy documents and interview data (see Appendix 2 for an overview) shows that the contemporary recordkeeping function can be divided into substantive activities based on the core competency of recordkeeping and more general support and management activities.

4.1 Substantive activities

Based on the policy documents and the interviews, two fields of activity in particular emerge as important. The first is appraisal; however, the English term "appraisal" lacks a direct equivalent in traditional Swedish archival theory and practice. In established archival terminology and in legislation the Swedish word for "culling" is used, which has a slightly different connotation. However, culling covers both the actual disposal and destruction of records according to predefined rules, the assessment of how long records should be retained, and "to determine which records have long-term value and are worthy of permanent preservation"[43].

---

[42]   Ibidem, p. 18.
[43]   E. Shepherd, *Archival Science...*, p. 172.

Therefore, "appraisal" could be used as an overarching term. Appraisal is defined as one of the main responsibilities for the recordkeeping function. The assessment of records is a key task for the archivists and is based on the analysis of work processes and records requirements. Several interviewees mentioned appraisal as a prioritized field of work. In the government sector, appraisal is regulated at a general level by the Archives Act, which states that governmental records can be destroyed, and that the archival agencies themselves are responsible for the appraisal and disposal of records[44]. Whether and for how long different types of records should be preserved is a matter regulated by dedicated laws, such as the Data Protection Ordinance[45], and by the provisions of the National Archives, which should be interpreted and implemented by the agencies. This means that the assessment of archival value is undertaken in advance, not retrospectively after acquisition by archival repositories. This so-called "appraisal by the source"[46] has been applied for a long time in Sweden. Thus, Swedish interpretation of appraisal tends to align more closely with the appraisal definition in the international standard for records management[47], namely, to assess what information should be created or captured and for how long it should be preserved.

The other salient field of activity is digital preservation, commonly referred to as e-archives. Its focus and scope depend on the progress of digitalization, which varies slightly between the agencies, but all of them have implemented some solution for digital preservation, e-archives. The work tasks of the interviewees could be divided into those of a more analytical and strategic character, and those more tactical and operational in nature. The first category involves, for instance, development and strategic issues. Tactical assignments include planning transfers, specifying requirements and evaluating different solutions. The more operational tasks include mapping, importing, and checking data quality. In principle, e-archives can be seen as a continuation of traditional archives management in a new technological environment, since it involves elements of storing, structuring, and describing records. However, there is currently a certain emphasis on development work, testing, and planning for future solutions,

---

44 SFS 1990:782 *Arkivlag* [The Archives act], sections 6–5, 10.
45 SFS 2018:218 *Lag med kompletterande bestämmelser till EU:s dataskyddsförordning* [Act containing supplementary provisions to the EU General Data Protection Regulation].
46 N. Nilsson, *Arkivkunskap*, Lund 1973, p. 123.
47 ISO 15489-1:2016…, section 7.1.

which require specific technological competence. Thus, at present, the e-archives emerge as a distinct element of the recordkeeping function.

Similarly, archival management, which today primarily focuses on the management of physical archives, is identified as a separate part of the Swedish recordkeeping function. Its fundamental task is arrangement and description of archives, which has traditionally been the most emblematic duty of the recordkeeping function but now constitutes a lesser part of the activities. It is characteristic for the Swedish public sector that the records creators, i.e., the agencies themselves, are responsible for describing their archives[48]. Records should, in principle, be described as soon they are created or captured, though in practice there is often a backlog. After the introduction of process-based archival description in 2009[49], the structure of the archives is closely related to business processes and based on a business classification scheme[50]. This means that the structure of the contemporary archival descriptions and the classification during records capture are very similar. Archival descriptions should also include digital records, although these are often controlled by other means during an interim period while updated routines for description of e-archives are under development. However, older records are still described using an earlier system based on physical series[51]. In connection with arrangement and description of physical archives, certain other tasks are performed – such as receiving, clearing, boxing, shelving, and similar activities. The work tasks include actual arrangement and description, revision of older descriptions, physical management of records, guiding assistants, but also systems maintenance for the software used in descriptions. There are still archives that are not fully arranged and described, but the workload will diminish as fewer paper records are produced.

A fundamental function in Swedish public administration, as well as in several other European administrations, is the registration of records, which forms the basis for capturing and controlling records created or received in the course of business. According to Swedish legislation, so-called official documents – the records of public organizations – must be registered as soon as they are created

---

[48] SFS 1990:782…, section 6.

[49] RA-FS 2008:4 *Föreskrifter om ändring i Riksarkivets föreskrifter och allmänna råd (RA-FS 1991:1) om arkiv hos statliga myndigheter* [The National Archives provision on governmental archives] https://riksarkivet.se/rafs?pdf=rafs/RA-FS%202008-04.pdf [access: 15.11.2024].

[50] Cf. ISO 15489-1:2016…, section 8.3.

[51] E.g. U. Geijer, H. Lövblad, *Arkivlagen: en kommentar,* Stockholm 2018, pp. 28ff.

or received[52]. In Sweden, registration is carried out by a separate recordkeeping function, the registry, which is staffed by specialized professional personnel: the registrars. Registrars and archivists together form the recordkeeping profession. The registry has a direct connection to handling of cases, i.e., work processes resulting in a decision or resolution, which constitute a significant part of the activities of public organizations. The registry performs such actions as capturing, classifying, and registering records, as well as following up on the documentation of the administrative process. Capturing is an especially important activity, as it involves assessing whether the information or documents are relevant enough – i.e., if they have a business connection – to be considered records to be forwarded in the administrative process. The registry contributes to the authenticity and integrity of records by contextualizing them with metadata and filing them properly. The registration process includes reception of mail, usually in electronic form but to some extent also in paper format: "there are fewer and fewer paper documents, mostly when a signature is required" (C_4). Paper records are scanned and captured in the electronic records management system. Reception of mail requires an assessment of whether it should be captured and registered at all, that is, if it qualifies as records, and whether it belongs to an ongoing case or initiates a new one. Once the records are registered and classified, they are sent to the administrative officer in charge of the case. The registry also monitors the process and the information flows during the handling process, ensuring that cases are closed and that the records that has been created during the handling process are properly filed. Today, this is largely a digital process, but in certain cases manual operations and hybrid solutions are necessary. There is, however, a trend of administrative officers increasingly taking over some of the registration duties, while the registrars are responsible for the overall quality control: "A few years ago there was a specialization between registrars and administrative officers, the administrative officers should not be authorized [to register]. Later we have moved in the opposite direction, in connection with the implementation of a new records management system, and that has brought about some quality challenges" (B_2); "it is expected that the administrative officers should do more of the registration and the registrars should have a control function" (C_3). Development of e-services is also a driving force behind the digitalization of work

---

[52]   SFS 2009:400 *Offentlighets- och sekretesslag* [The Public access to information and secrecy act], section 5.

processes and will contribute to a higher degree of automation in the registration and capturing of records. "There is certain automation of the registry, and it will probably increase" (A_3). Routine cases are increasingly subject to automation.

Another characteristic of the Swedish public administration is the extensive citizens' right to insight and control over public bodies. This is primarily manifested in the right to access official documents or information from official documents[53]. However, this does not mean that all records are publicly available; nonetheless, exemptions from the rule of access must be specified in the law[54]. Access management is, therefore, a thorough procedure, involving retrieval, assessment, decision, and disclosure, and it covers both current records and older records transferred to archival repositories. The agencies included in this study handle large amounts of personal data and certain other classified information, making confidentiality assessment a significant responsibility: "We have a lot of confidentiality assessments compared to my previous workplaces, this is demanding. It is an advanced and often difficult task. If anything goes wrong…, it may have severe consequences" (A_3). Traditionally, access management is organizationally linked with the registry and is often performed by the registry staff, but in principle, these are two distinct activities related to different work processes. Requests for access to official documents filed by citizens and organizations should be handled promptly, and this is prioritized by the agencies – "a request for an official document may come in, and that goes before anything else" (A_4). In case of more complex cases or if a larger number of records are required, the requests will lead to a more extensive investigation regarding both retrieval and legal assessment, while routine cases can be managed directly. To speed up the process, one of the agencies has introduced a "1st line and a 2nd line". The first handles simpler cases that can be executed more or less directly, while the other takes on more complex and extensive cases, investigations, and certain related secondary tasks. Automatic disclosure of certain types of records where no restrictions apply is also under discussion. Thus, routine cases will be streamlined in the future, while professional judgement will still be paramount when it comes to more complex cases of disclosure: "the head registrars will play

---

[53] U. Geijer, H. Lövblad, *Arkivlagen*…, pp. 119ff.; SFS 1949:105 *Tryckfrihetsförordning* [The Freedom of the press act], chapter 2.

[54] Ministry of Justice, *Public access to information and secrecy. Legislation in brief*, 2020, https://www.government.se/information-material/2009/09/public-access-to-information-and-secrecy-act [access: 15.11.2024].

a more important role – having more responsibility for the disclosure process"
(A_3).

The recordkeeping function also participates in systems development and
specification of requirements for digital systems. It is not uncommon for the
interviewees to take part in projects related to procurement, development,
and implementation of systems, particularly systems for handling cases or so-
called e-archives for long-term preservation; but not exclusively so. Hence, there
is some overlap with digital preservation since both to some extent involve
systems solutions. Interestingly, in connection with systems development,
systems decommissioning was mentioned, with interviewees often responsible
for both tasks. However, these are basically two qualitatively different activities.
While the first is primarily about requirements and systems functionality, the
second concerns managing the data, i.e., the records, held within the systems.
Engaging in decommissioning and the closure of systems seems to be a frequent
task, regardless of type of system. The recordkeeping function contributes with
knowledge about how the data in the systems should be handled – whether they
should be kept and for how long, if and how they should be transferred to other
systems or platforms, and how long-term preservation should be undertaken.

4.2 Management activities

Besides those substantive activities, the recordkeeping function includes
a set of overarching management and support activities. These are connected to
the activities described above but take a more holistic perspective, covering all
areas of recordkeeping. An increasingly prominent task involves various forms of
strategic management, often in the form of regulation and connected to strategic
development. There is a trend towards a more pronounced organizational division
of labour, where purely operational work tasks would be performed by separate
units or teams. The fact that the job title of some of the recordkeeping function
employees is "business developer" emphasizes the prominent role of this field of
work in the agencies.

While these tasks concern general policy and long-term strategies, regulation
of the operational handling of records, along with development and maintenance
of operational policy documents, constitutes a separate activity. The most
important element of operational management is issuing and updating so-

called records management plans, or, in more modern terminology, information management plans. The records management plan has been one of the most important policy documents in Swedish recordkeeping practice since at least the 1980s, with its roots in the archival schedules, previously used in government organizations. The primary purpose of archival schedules was to ensure that well-structured archives were eventually transferred to archival repositories for permanent preservation. They included information on archival series, identification codes, order, as well as rules for form and medium, packing, storage, and time for disposal[55]. Thus, they bore a resemblance to American retention plans. Later, the focus shifted from preparation for final preservation to the continuous control and maintenance of records, including conversion and migration. A contemporary records management plan is a summary of all the rules concerning the management of records, and is based on an analysis of business processes and the requirements for records.

4.3 Support activities

A related task that cuts across most of the substantive activities is providing feedback and follow-up on work performance, i.e., monitoring the implementation of policy and regulation, as well as quality assurance. Thus, operational support to the rest of the organization is a significant task for the recordkeeping function. Operational support includes such tasks as development and maintenance of methods and routines, manuals, and guidelines. It can be seen as part of the implementation of efficient procedures. A portion of the support activities involves consulting – answering, more or less on a regular basis, often by email, questions concerning matters related to the recordkeeping function's specific expertise. These questions might pertain to file formats, registration, retrieval and access control, appraisal, systems decommissioning, transfer of records, description matters, and not least – resolving legislative ambiguities. In some cases, this may require more comprehensive investigation and analysis, for instance, to identify and interpret older appraisal decisions. An additional component of advice and support is planning and carrying out training activities, workshops, and similar events.

---

55   N. Nilsson, *Arkivkunskap…*, p. 80.

A final task that can be identified is commenting on proposals referred for consultation. The recordkeeping function is obliged to comment on proposals and reports which fall within its field of expertise. This might seem like a marginal activity, but it is explicitly mentioned in policy documents and mentioned in interviews as a specific work task. The Instrument of Government, a constitutional law, requires that agencies and other institutions should be consulted when government proposals and official reports are issued, and government agencies are obliged to comment on them[56]. Consultations are, however, not limited to government proposals; they can also involve proposals from other agencies. Internal consultations are also common, where employees are expected to comment on policies and reports. These internal consultations serve as a basis for planning and decision-making, which makes them a form of supporting activity. External consultations might not have a direct impact on the organization's own performance, but the recordkeeping function is expected to contribute with its professional knowledge when required.

5. Trends, tendencies, and significant changes

The following sections present current tendencies and changes in the recordkeeping function that have emerged from the data.

5.1 Organizational cohesion

One characteristic shared by all of the agencies included in this study is that the recordkeeping function is placed in at relatively high level in the organization. One interviewee states: "I understand that we are positioned at a higher strategic level than in many other countries" (A_2). The recordkeeping functions are organized in units which, in two of the cases, are connected to the legal departments, and, in one case, to the administrative department. These departments report directly to the Director-General. The recordkeeping units have different names: "Information Management", "the Records Unit", and "Information and Archives

---

[56] Statsrådsberedningen, *Att svara på remiss. Om remisser av betänkanden och andra förslag från Regeringskansliet*, Stockholm 2021, https://www.regeringen.se/rapporter/2021/09/svara-pa-remiss/ [access: 15.11.2024].

Management". Depending on their size, they are divided into various sub-units with specific mandates. All the agencies have departed from a regionally structured organization, which has also affected the recordkeeping function. This is a general, if not global, process made possible by technological development, but also induced by the neo-liberal turn in politics and the implementation of New Public Management governance models. Centralization process within Swedish governmental administration started during the 1990s and led to regional and local agencies being closed or decommissioned as autonomous entities[57]. The result is fewer, but considerably larger organizations. The staff is dispersed across various locations throughout the country but belongs to the same organizational units: "This is basically a virtual organization. We work with colleagues all over the country" (B_4). The pandemic during 2020–2021 further reinforced the "virtual" work procedures, but "we had a lot of video meetings even before the pandemic" (B_2). This allows for an allocation of competency and strengthening of collegial exchange, but the benefits are not considered unambiguous: "We were closer to the line operations before, more out on the floor" (B_2).

Another trend in Swedish public administration is the introduction of a client-contractor model[58]. All tasks that do not involve the exercise of authority could be outsourced to external contractors or privatized. "There is an ongoing paradigm shift within the agency – more of the business is outsourced to private actors and we are doing less by ourselves, taking an expert role instead, a client or commissioner role. This has an impact on the systems that are used and on the information flows we are handling" (A_2). Certain Swedish agencies have also outsourced the management of archives to commercial actors[59], although none of the agencies in the present study have outsourced the recordkeeping function itself. The client-contractor model could, however, also be implemented within the agencies. This means that some units act as clients while others are executing the tasks that are commissioned: "The line operations order, for instance, an appraisal assessment, and the [recordkeeping] unit performs it in collaboration with the line operation and proposes a decision" (B_3). Thus, there is a trend towards

---

[57] E.g. A. Pauloff, J. Quist, *Centralisering och specialisering inom svensk statsförvaltning*, Stockholm 2010.

[58] E.E. Österberg, *Att styra med upphandling – staten som marknadsaktör* [in:] *Statlig förvaltningspolitik för 2020-talet: En forskningsantologi*, eds. P. Ehn, G. Sundström, Stockholm 2020, pp. 111–128.

[59] L.E. Hansen, A. Sundqvist, *A New Function…*; A.S Klareld, *"The information has moved away from home"…*; eadem, *Recordkeeping…*; P. Svärd, *The impact of new public management…*

a more developed division of labour, parallel to the geographical integration and the centralization of the organization. In two of the agencies, this is reflected in organization, where more general management, business development, support, methods and routine development, as well as the operational tasks, are divided between different units or teams. A prominent example of division of labour in the study is that archives containing paper records are mainly handled by special teams or units, which are or will be localized to central repositories. Organizational and physical separation results in specialization and expertise regarding physical maintenance, arrangement and description, and the retrieval of paper records. In the third agency, specialization is expressed in the division of tasks between the staff members. This is also the smallest unit, which does not allow for a far-reaching allocation of competency to separate units. The physical archives are dispersed all over the country and managed by local staff, while the recordkeeping function is responsible for the archival descriptions (C_Archives organization).

5.2 The impact of digitalization

Sweden has been characterized by the early and wide-spread adoption of telecommunications services and subsequently digitalization underpinned by political strategies[60]. Initially, the investment in ICT infrastructure and systems was intended to reduce and speed up calculations and information processing tasks. Over time, more and more of administrative tasks were performed with computer support. The main drivers were rationalization and cost savings, although in the 1990s, a new rhetoric emerged that emphasized quality of service for citizens and enterprises, and, not least, a continuing effort to develop e-services[61]. Government agencies have thus implemented systems solutions during different phases of technological development and with different aims.

---

[60] L. Ilshammar, *Offentlighetens nya rum: teknik och politik i Sverige 1969–1999,* doctoral dissertation, Örebro university, Örebro 2002, https://urn.kb.se/resolve?urn=urn:nbn:se:oru:diva-28 [access: 15.11.2024].

[61] L. Ilshammar et al., *Public E-Services in Sweden: Old Wine in New Bottles?*, "Scandinavian Journal of Information Systems" 2005, vol. 17, no. 2, pp. 11–40, https://aisel.aisnet.org/sjis/vol17/iss2/3 [access: 15.11.2024]; Prop. 1997/98:136 *Statlig förvaltning i medborgarnas tjänst* [government bill 1997/98:136], https://www.riksdagen.se/sv/dokument-och-lagar/dokument/proposition/statlig-forvaltning-i-medborgarnas-tjanst_gl03136/html/ [access: 15.11.2024].

This is one reason behind the increasing emphasis on systems decommissioning. Older systems are being phased out, and the records involved need to be managed.

Another outcome of the digitalization process is that archives, as shown above, are no longer created at a specific physical place or need to be physically close, as current work processes are largely digital: "We have very little paper administration [...], we try to digitize as much as possible. [...] We have gone from a very paper-heavy business to a very systems-heavy one" (A_1); "The main part of our processes is digital, but there are some analogue islands due to legal requirements. Otherwise, analogue information is being phased out" (B_1); "The big change is of course digitalization. Earlier, we had to do a lot of physical structuring. physical pallet racking, physical retrieval. There are still paper archives and some physical handling, but to a much lesser extent. The main part is digital, and our work consist by large to develop policy documents for digital handling" (B_2). There are some exceptions to the general trend, due to national legal requirements, and in connection with international collaboration where different legal frameworks are not harmonized, and due to legacy systems that use analogue or hybrid information flows: "there is still a lot of incoming mail on paper, the largest amount of information is still on paper, partly because signatures are required and because e-services have not been developed for all kinds of cases" (C_1). Thus, not all work processes and types of cases are fully digitalized yet, even though the trend is moving in that direction: "There is still a lot of paper, but it is declining. [...] More and more cases are being transferred to the new system that handles digital records, and the old system will be phased out" (C_3).

Digitalization in general, but not least the ratification of the European Union regulation on the processing of personal data (GDPR), seems to have given the recordkeeping function a boost and made it more visible in the organization: "GDPR has been a locomotive for us, for instance by imposing sanctions if you don't comply" (B_1). However, data protection legislation has other impacts on the recordkeeping function and its tasks, such as higher demands on appraisal and disposal of records: "Appraisal assessment due to digitalization is increasing" (A_1); "[The agency] has always had strong disposal norm, but because of the new data protection legislation and GDPR, that has been emphasized" (B_2). As stated above, appraisal is one of the core activities of the Swedish recordkeeping function, and it seems to be increasingly emphasized. The impetus for that might be the growing amounts of information created, in combination with a more

restrictive legislation. The growing importance of systems decommissioning is partly a consequence of the same phenomenon. Oncoming challenges, mentioned by individual interviewees, include the expected implementation of AI solutions and resulting changes in legislation. However, at the time of data collection no actual impact of artificial intelligence on the recordkeeping function could be observed.

5.3 More advanced tasks

There are primarily two activities that appear to become increasingly significant for the recordkeeping function in contemporary agencies, and that intersect all functions: investigative and regulatory work. Contemporary records professionals' work consists largely of knowledge acquisition and analysis, such as interpreting legislation and conducting business analytics. This forms the basis for internal policy and business development, as well as for operational activities such as appraisal, disposal of digital records, and access management. Appraisal at the government agencies consists of several elements: assessing preservation value and retention periods; making decisions based on these assessments, which is a management-level task; and carrying out actual disposal and destruction of records. The first can be regarded as an analytical task that appears to be gaining in importance due to increasing digitalization. The actual disposal and destruction are operational tasks performed at specific times in accordance with retention plans. The disposal of physical records can be carried out by the archivists but is often done by assisting staff under the guidance of archivists. Disposal of digital records should ideally be a part of the system's functionality, but that is rarely the case, and older systems in particular need to be handled individually by archivists. The information in each individual system needs to be appraised according to GDPR and other data protection legislation. Access management focuses on retrieval and disclosure of records. This involves identifying the requested records, assessing confidentiality restrictions, and finally disclosing the records physically or digitally, which requires a judicious assessment and legal awareness. Digital preservation is another significant aspect of the recordkeeping function's work: either in form of assessment and analysis of solutions and planning of transfers, or as preparation and reception of transfers and maintenance of e-archives. The interviewees involved in digital

preservation have so far participated in a wide variety of work tasks, but a certain specialization might be expected. The development of the area is, however, still open – "will you get more practical duties like accepting transfers, quality control, mapping, coding etc., or will you primarily be a requirement specifier? I have seen examples of both tendencies" (A_2).

Thus, analytical work is carried out at strategic, tactical, and operational levels. The output of these activities includes various policy documents, rules, plans, procedures, and decisions; that is, various forms of regulation. Implementation of such regulation is usually carried out through guidance, information, training, and simply by regularly answering questions, but also through some monitoring and quality assurance activities. Operational tasks performed are increasingly shifting towards more qualified, knowledge-based activities that require certain amount of professional judgement, while routine tasks are pushed away. "I think the work and the archivist's role in general is moving towards control and strategic tasks, less handling of the materials" (A_4). Certain routine tasks, for instance, are automated by capturing records via e-services and including retention rules in systems design. Others are transferred to administrative officers or even to citizens using digital forms. Physical management of records is diminishing due to digitalization and is mostly performed by assistants. Thus, the "administrative burdens"[62] are being redistributed.

---

[62]   D. Henriksen Hagen, *The effect of digitalization…*

6. Analysis

A comparison between the functions identified in this study and the set of generic functions presented in Section 3 above shows both similarities and differences – see Figure 1 below.

Figure 1. A comparative overview of recordkeeping functions
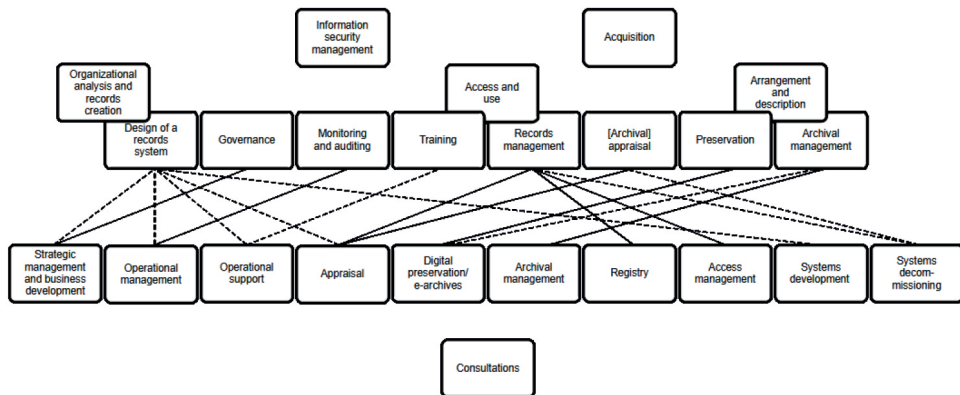
The (sub-)function that emerges from the present study is outlined in the lower section of the figure and the generic functions in the upper. Solid lines show strong correspondence, dashed lines weaker correspondence.

Although there are overlaps, the categories are not entirely congruent, and the elements of each function are related to each other in different ways. An obvious example is *Records management*, which, according to international standards, is defined as one consistent, though complex, function. However, in the Swedish context, some of its components appear as separate functions or form different constellations. One such example is the registry, which plays a prominent role in Swedish public administration. It carries out activities such as capture, classification, and registration of records – activities considered sub-functions of *Records management* – but it also monitors the documentation of the administrative handling process. An element of (records management) appraisal[63] is also included in the registry, as one of its important tasks is assessing whether the information or documents should be captured and forwarded in the administrative process. Another example is access management, which, due

---

[63] ISO 15489-1:2016…, section 7.1.

to Sweden's far-reaching FOI legislation, constitutes a separate function with similarities to *Access and use*[64]. Traditionally, the registry and access management are organizationally linked and often performed by the same staff, but they constitute two distinct activities related to different work processes.

A function that seems to play an increasingly prominent role in the Swedish context is strategic management, including business development. Strategic management largely corresponds with the generic function *Governance*, which encompasses "high-level management issues, such as policy making, business planning, and involving in developing mission statements and long-term planning"[65]. Business development is not explicitly mentioned in the conceptualizations of function in Section 3 above, but elements of it can be identified in *Design and implementation of a records system*, which includes "performance evaluation" and "continual improvement"[66]. Additionally, operational management constitutes a significant portion of the Swedish recordkeeping function's activities. Operational management aims, like *Monitoring and auditing* to "ensure compliance"[67] with legislation and business needs. It also includes follow-up and quality assurance, though the study did not identify a specific audit function. This might be due to the fact that recordkeeping in Swedish governmental agencies is subject to an external supervision regime by the National Archives, and that is also integrated with the agencies' general systems for internal control[68]. Operational management also overlaps *Design and implementation of a records system*, as it involves the development, implementation, and follow-up of internal regulations and plans for operational activities. Similarly, the function operational support overlaps with *Design and implementation of a records system*, as consulting and support can be seen as a part of implementing efficient procedures. Another element of operational support entails various training activities, making this function relate to the function of *Training*. However, an autonomous training function cannot be identified, as it is embedded in the general support activities.

---

[64] E. Shepherd, *Archival Science*…
[65] G. Gänser, G. Michetti, *The Ontology*…, p. 18.
[66] Ibidem, p. 19.
[67] Ibidem, p. 16.
[68] SFS 1991:446 *Arkivförordning* [The Archives ordinance], section 5; SFS 2007:603 *Förordning om intern styrning och kontroll* [The Ordinance on internal governance and control].

As for more substantive activities, appraisal emerges as one of the most fundamental and increasingly important functions, partly due to the growing amount of information being created and partly because of legal requirements. Appraisal can be compared with *[Archival] appraisal*. However, the Swedish interpretation tends to align more closely with the definition in the international standard for records management, which involves assessing what information should be created or captured and for how long it should be preserved. Thus, it overlaps with *Design and implementation of a records system*, and through disposal – with "implementing records retention, destruction or transfer decisions"[69], included in *Records management*. Another predominant function identified in the analysis is e-archives, which largely corresponds to *Preservation*. The preservation of physical records is on the other hand emerging as a separate activity, archival management, with arrangement and description as core activities. It may be reasonable to believe that those will coalesce once the field of e-archives or digital preservation has matured. Two other distinct functions identified in the study are systems development and implementation and systems decommissioning. While these two are often mentioned together, they are fundamentally different activities. The first is primarily concerned with requirements and system functionality, while the second focuses on managing the data in the systems, i.e., the records. Interestingly, these do not have any exact equivalents among the generic functions. *Design and implementation of a records system* refer to the implementation of a more overarching strategy for recordkeeping, although technical system solutions could be part of that. Systems decommissioning is not explicitly mentioned at all, but it shares some affinity with *[Archival] appraisal* and, perhaps even more with Disposal – a sub-element of *Records management* that has no equivalent in Swedish recordkeeping tradition or terminology. Another function that appears in the present study but is not mentioned in the literature is consultations. However, this could be regarded as a more general administrative duty, characteristic of Swedish public administration, that is not a core recordkeeping activity and not subject to recordkeeping standards. On the other hand, *Information security management* and *Acquisition* are not mentioned in the study.

---

[69]   ISO 15489-1:2016…, section 3.9.

7. Discussion

Swedish recordkeeping function has certain characteristics shaped by administrative tradition and the institutional arrangements of the Swedish public sector. In English-speaking countries, a distinction is often made between records management and archives management, referring to different phases in the life cycle of records. The former includes activities such as creation, capture, classification, maintenance, access, storing and disposal, while the latter encompasses more traditional repository work such as appraisal, acquisition, long-term preservation, arrangement and description, and reference service. Swedish archival tradition is characterized by a more holistic view of records and archives management, influencing the division of labour between records creators and archival institutions[70]. For instance, appraisal, archival management and preservation are duties of the records creators as long as they have records in their custody and are thus integrated in the recordkeeping function of the agencies.

Swedish governmental agencies are subject to comprehensive recordkeeping regimes to secure citizens' right to access official documents, support an efficient and accountable public administration and judiciary, and provide for research needs. These regimes are primarily based on the Freedom of the Press Act, the Public Access to Information and Secrecy Act, the Archives Act and Ordinance, and the Data Protection Act[71]. Additionally, agencies are subject so supervisory control by the National Archives, which issues supplementary directives and regularly conducts inspections to ensure compliance with current legislation[72]. Interpretation of the law and its implementation in internal regulations and policy documents, systems requirements and decisions are thus major responsibilities of the recordkeeping function. The recordkeeping function has long held a certain governing and controlling role within the agencies, a role that has become more pronounced. There is a tradition of early intervention in the records creating processes, i.e., the business processes of public agencies, in form

---

70 E. Norberg, *A Nordic archival tradition*, "Archival Science" 2003, vol. 3, no. 2, pp. 85–95, https://doi.org/10.1007/BF02435652 [access: 15.11.2024].

71 E.g. U. Geijer, H. Lövblad, *Arkivlagen…*, pp. 119–142.

72 Ibidem, pp. 189–190.

of instructions, plans, routines, and other policy documents[73]. Those could be regarded as materialized carriers of professional norms and competence.

Other aspects include the central role of the registry and legal requirements regarding access to official documents. Sweden has a long tradition of openness and transparency in public administration and decision-making processes, codified in the Freedom of the Press Act[74]. This openness is largely realized through public access to so-called official documents, i.e., the records of public agencies and administrative units[75]. Documentation of actions and decisions, processes and procedures – i.e., the creation of records – is a crucial prerequisite for the rule of law. Public access to records serves as a means of control and is regarded as an antecedent of public trust. Administrative legislation and its implementation in internal policies are therefore important institutional carriers, that help uphold the fundamental obligations of the recordkeeping function. At the same time, changes in the legislation, de-regulation and new governance models have induced changes in the organization of the recordkeeping function, its position, and the way it operates. Thus, legislation can also act as a carrier of change. GDPR, for instance, has introduced new requirements on the recordkeeping function, but it is also a tool to advance its interests within the organization and increase its visibility. GDPR directly influences management of digital records, their preservation, and accessibility, while also responding to broader societal technological challenges. However, tensions can arise when different legal frameworks are not harmonized, for instance in case of international collaboration. This can lead to preservation of traditional ways of working, resulting in "analogue islands" and hybrid work processes that conflict with the overarching ambition towards digitalization. These tensions are further underpinned by several generations of systems solutions implemented during earlier phases of the technological development, which carry the legacy of older regulations, norms, and work procedures, thus maintaining elements of traditional operational work.

Several interviewees emphasize digitalization as a driving force behind the development of the recordkeeping function. It has influenced the kinds of tasks that should be performed, how they should be performed, how the work is organized, and, not least, the position of the recordkeeping function.

---

[73]   N. Nilsson, *Arkivkunskap…*

[74]   L. Ilshammar, *Offentlighetens nya rum…*

[75]   Ministry of Justice, *Public access…*

However, as mentioned above, other factors also have an impact like the organization of Swedish public administration, established administrative procedures, legislation, and other political measures. For instance, the overall organization of government agencies has shifted from a large number of regional or local agencies operating as independent legal entities to centralized national agencies. This change is the result of political decisions but requires technological advancements that make communication and collaboration feasible regardless of physical location. The same trend can be observed internally within agencies, where a regionally based organizational structure has been abandoned, allowing employees in different parts of the country to work together in activity-based units or teams. As a result, specialized competence is concentrated in separate units. Thus, technological and institutional development cannot be regarded as autonomous phenomena independent from each other. They interplay and may have both a restricting and enabling impact on each other, with consequences to organization and activities of the recordkeeping function.

8. Conclusions and future research

The analysis shows that most of the functions described in Section 3 above are represented in the Swedish agencies, albeit in different constellations and with varying impacts. The recordkeeping function in the three analysed cases can be divided into a set of management, support, and substantive functions and activities. The specific constellation of technological and institutional factors that emerges in a national context might explain the differences between the elements of the recordkeeping function and its mission and work tasks in a Swedish governmental context compared to the generic model based on international standards. Additionally, local solutions are generated in each agency when technology and institutional circumstances are implemented in practice, leading to individual differences. The study also shows that the development is not entirely uniform or unambiguous. There are "islands" of traditional operational recordkeeping work and certain analogue work processes due to legal restrictions and lingering system solutions. The size of the units might also impact on the degree of specialization. Nevertheless, there is a noticeable general trend of the recordkeeping function in the three governmental agencies evolving into a specialist function with organization-wide competency, independent of

physical location. The function occupies a central position at a relatively high strategic level within the organizations. The actual work tasks are increasingly focused on strategic management and development activities, qualified support, and knowledge-based operational tasks. As one interviewee states: "Previously we had more traditional tasks – arrangement and description, culling, and suchlike. We have gone from paper to digital – from receiving to controlling. The process of physical handling and physical movement with the archivist at the end does not exist anymore. […] It's fulfilling but demanding; fortunately, you have colleagues to confer with. But, the work tasks are much more interesting today" (B_4). This is consistent with findings of previous studies in a Nordic context.

The present study is based on three cases, and as such, its results have limitations. It cannot be deemed to paint a representative picture of Swedish conditions or provide grounds for statistical generalizations. However, the findings corroborate previous research and can contribute to a conceptual generalization – a model of the Swedish recordkeeping function that could be tested in a wider context. This could provide the basis for more extensive studies of recordkeeping in public organizations. Another subject worthy of research would be a deeper analysis of the impacting factors and institutional logic that shape the formation of the recordkeeping function. In the last two years, a major breakthrough in generative artificial intelligence has also been observed. Its impact on decision-making and business processes in public administration – and, by extension, on recordkeeping processes – is another area for future studies.

Appendix 1. Interview guide

Background
– For how long have you been working in this organization?
– What is your position?
– How long have you held this position?

Organisation
– Tell me about the unit you are working in.
– What is your role?
– Describe the division of labour and responsibilities
  - within the unit
  - within the organization as a whole

Work tasks
– What are your primary work tasks?
  - regular tasks?
  - occasional task?
– Which part of your work is most time consuming?
– Have you experience any changes in your work over time?
  - activities that has dissolved or new activities that has emerged
  - changes in the division of labour and responsibilities
  - changes in organization

Give an account of your activities during a regular working week.

Appendix 2. Thematic analysis

Table 1. Activities identified through data analysis

Activity	Sample quotes	
	Obligations	**Work tasks**
Appraisal	– "decide on appraisal of information on an overall level and in individual cases" (A_Rules of Procedure) – "appraise official documents if there are appraisal regulations" (B_Guidelines appraisal) – "The unit's mandate include among other things: […] appraisal assessments" (C_Archives organization).	– "I work quite a lot with appraisal in specific systems on a rather operational level. I work close with the users and analyse content" (A_2) – "I work primarily with appraisal assessments" (A_4) – "I work for instance with appraisal assessments and records management plans" (B_2) – "modelling appraisal routines for the e-archives" (C_1) – analysing work processes as basis for appraisal assessments" (C_2)
E-archives	– "to plan for future digital preservation" (A_Archives organization) – "assess and drive deliveries to the e-archives" (A_Role description [1]) – "A function for archiving electronic records, an e-archives, is implemented" (B_Archives organization) – "Provide support in matters regarding registration, archiving and digital archiving in the e-archives" (C_Archival organization).	– "handling of error reports"; "map files"; "import files"; "check test-deliveries"; "writing a pre-study on [the agency's] future strategy for e-archives"; "develop a new method for describing digital information"; "draft a specification"; "investigate file formats for digital preservation"; "evaluate solutions for the e-archives" (A_2) – "specification of requirements and development work" (B_1); – "identify and test solutions"; "draft agreements of transfer"; "test transfers against agreements"; "map files in e-archives" (C_1)

Activity	Sample quotes	
	Obligations	**Work tasks**
Archival management	– "custody and care of the agency's archives" (A_Archives organization) – "describe the agency's physical archives" (A_Role description [3]) – "archival management"; "describe the records from the agency and its predecessors" (B_Archives organization) – "responsible for [the agency's] archival management, central repository…" (C_Archives organization)	– "receive records, clear, control, sort, box, describe"; "arrange, describe and supervise the assistants" (A_5) – "describe, file" (C_2).
Registry	– "responsible for […] the agency's registry" (A_Work procedure) – "registration in [the agency's] general registry" (B_Archives organization) – "responsibility for […] the main registry" (C_Archives organization)	– "help internal customers [i.e. the administrative officers] receive, register and retrieve cases" (A_3) – "receive mail, scan paper documents, register, file paper documents"; "register [new] incoming cases, and register additional documents in ongoing cases"; certain quality control of the officials registration" (C_3) – "receive physical mail every morning, scan, allot cases between the registrars, register new cases, additional registration in ongoing cases, check closed cases and file paperwork"; "check subject headings, that records are correctly registered as sent or received, and that cases are closed" (C_4)
Access management	– "register and handle requests for access to official documents"; "secure retrieval and disclosure of informationquickly and correctly" (A_Role description [4])	– "handle cases concerning disclosure of official documents"; "confidentiality assessments"; "prioritized activity to develop a common disclosure procedure for

Activity	Sample quotes	
	Obligations	**Work tasks**
	– "[the agency] should handle official documents in a way that facilitates the public's search and access" (B_Guidelines Handling official documents) – "A request for access to official documents should be handled by the unit that is responsible for the cases the records belong to [...] In case the request concerns all units in [the agency [...] is the [recordkeeping] unit responsible for the coordination of disclosure] (C_Work procedure)	customers with »a high sense of justice«" (A_3) – "legal issues, secrecy assessments" (B_1) – "answer questions from externals, disclose records"; "handle requests for official documents" (C_2)
Systems development, implementation, and decommissioning	– "to participate in implementation and decommissioning of systems" (A_Role description [1])	– "participate in projects – system requirements" (A_4) – "a large part is systems requirements and development" (B_1) – "specification of requirements, development and decommissioning of systems"; "decommissioning of a business system"(B_3) – "support development initiatives – I have worked actively to address records management in IT-development, requirements on appraisal, access, rule of law"; "answering questions regarding systems decommissioning, legal requirements" (B_4) – "participate in the implementation of systems and routines and decommissioning of systems" (C_1)
Strategic management and business development	– "the responsibility for developing and coordinating the agency's records management" (A_Archives organization)	– "participate in development projects" (A_2) – "I work a lot with development cases, develop value streams";

Activity	Sample quotes	
	Obligations	**Work tasks**
	– "work with strategic issues by continuously and proactively review the agency's regulations and information processes"; "work with continuous improvement of regulations" (A_Role description [1]) – "regulation and investigation", "business development" (B_Archives organization) – "run and participate in development projects" (C_Archives organization)	– "propose changes of regulations" (B_1) – "matters concerning development, strategies, management" (B_2) – "development issues, propose solutions"; "participate in development projects" (C_1)
Operational management	– "develop internal policies" (A_Archives organization) – "produce and up-date information management plans; produce and up-date other governing and supporting documents" (A_Role description [1]) – "develop records management routines" (B_Archives organization)	– "updating of manuals and records management plans" (A_4) – "I work for instance with appraisal assessments and records management plans" (B_2)
Operational support	– "support the line organization to ensure compliance with the rules" (A_Archival organization) – "support rule interpretation"; "comment upon proposals for consultations from an information management perspective" (A_Role description [1]) – "support/information/ training" (B_Archives organization) – "give support in matters of registration, archiving and digital archiving" (C_Archives organization)	– "contributing to writing a manual for IT-staff"; "completed a document on how information should be handled"; "answer questions about the choice of file formats"; "develop the course »Legislation for managers«"; "handle a consultation from the National Archives regarding a proposal on digital signatures" (A_2) – "conduct training in information management" (A_3) – "reading appraisal proposals for consultation" (A_5)

Activity	Sample quotes	
	Obligations	**Work tasks**
		– "training activities »Records Management for everyone«, workshops for managers and the operational units directed towards their special needs" (B_1) – "comment on reports, consultations and suchlike" (B_2). – "I work a lot with different assignments and projects, for instance supporting IT-development"; "advise my [teams]"; "advise the line operations how to register"; "preparing a workshop on e-signatures[…][perform] workshop 1 on e-signatures[…] finishing up workshop" (B_3) – "answer questions, for instance regarding systems decommissioning, rule interpretation"; "produce educational materials" (B_4) – "writing a user manual" (C_1) – "answer questions from administrators"; "participate together with legal experts in training on the Public Access to Information and Secrecy Act and to some extent provide information and training in archives management for administrators" (C_2) – "demonstrate or guide by phone when the administrators have questions" (C_4)

Bibliography

Andreassen M., *Hvem er de og hva gjør de? – arkivarene under lupen*, unpublished thesis, OsloMet – Oslo Metropolitan University, Oslo 2020, https://oda.oslomet.no/oda-xmlui/handle/10642/9160 [access: 15.11.2024].

Ayres C.E., *The theory of economic progress*, Chapel Hill 1944.

Bhatia S., Douglas E.K., Most M., *Blockchain and records management: disruptive force or new approach?*, "Records Management Journal" 2020, vol. 30, no. 3, pp. 277–286, https://doi.org/10.1108/RMJ-08-2019-0040 [access: 15.11.2024].

Brooks J., *Perspectives on the relationship between records management and information governance*, "Records Management Journal" 2019, vol. 29, no. 1–2, pp. 5–17, https://doi.org/10.1108/Rmj-09-2018-0032 [access: 15.11.2024].

Buchanan S.A., Stratton C., Sun Y., Chaudhary A., *Survey research on tasks and competencies to inform records management education*, "Records Management Journal" 2017, vol. 27, no. 1, pp. 2–18, https://doi.org/10.1108/RMJ-11-2015-0041 [access: 15.11.2024].

Byström K., Heinström J., Ruthven I., *Information at work: information management in the workplace*, London 2019.

Cumming K. *Recordkeeping* [in:] *Encyclopedia of Archival Science*, eds. L. Duranti, P.C. Franks, Lanham 2015, pp. 319–323.

Duranti L., Rogers C., *Trusting records in the cloud*, London 2019.

Engvall T., *The role of the records professional* [in:] *Trusting Records in the Cloud*, eds. L. Duranti, C. Rogers, London 2019, pp. 223–244.

Fagerholm E., *Arkivarien i informationssamhället: En komparativ kritisk diskursanalys av platsannonser för arkivarieyrket under 1980-talet och tidigt 2020-tal*, unpublished thesis, Mid Sweden University, Sundsvall 2021, http://urn.kb.se/resolve?urn=urn:nbn:se:miun:diva-42521 [access: 15.11.2024].

Fayol H., *Administration industrielle et générale: prévoyance, organisation, commandement, coordination, controle*, Paris 1920.

Foscarini F., *Function* [in:] *Encyclopedia of Archival Science*, eds. L. Duranti, P.C. Franks, Lanham 2015, pp. 215–218.

Franks P.C., *Implications of blockchain distributed ledger technology for records management and information governance programs*, "Records Management Journal" 2020, vol. 30, no. 3, pp. 287–299, https://doi.org/10.1108/RMJ-08-2019-0047 [access: 15.11.2024].

Gänser G., Michetti G., *The Ontology of Functional Activities for Archival Systems*, 2018, https://interparestrust.org/assets/public/dissemination/TR05-FinalReport-20180526.pdf [access: 15.11.2024].

Geijer U., Lövblad H., *Arkivlagen: en kommentar*, Stockholm 2018.

Gibbons L., Douglas J., *Markers of professional identity: records management jobs advertisements in Australia*, "Records Management Journal" 2021, vol. 31, no. 1, pp. 1–17, https://doi.org/10.1108/RMJ-03-2020-0007 [access: 15.11.2024].

Grönroos I., *Yrkesroll i förändring? En studie av ett antal statsanställda arkivariers upplevelser av införandet av en verksamhetsbaserad arkivredovisning*, unpublished thesis, Uppsala University, Uppsala 2012, https://urn.kb.se/resolve?urn=urn:nbn:se:uu:diva-197020 [access: 15.11.2024].

Hagmann J., *Information governance–beyond the buzz*, "Records Management Journal" 2013, vol. 23, no. 3, pp. 228–240, https://doi.org/10.1108/RMJ-04-2013-0008 [access: 15.11.2024].

Hansen L.E., Sundqvist A., *A New Function: A New Archivist?* [in:] *10th European Conference on Information Systems Management: ECISM 2016*, eds. P. Silva, R. Quaresma, A. Guerriro, New York 2016, pp. 76–84.

Henriksen Hagen D., *The effect of digitalization on the daily use of and work with records in the Norwegian public sector*, "Records Management Journal" 2023, vol. 33, no. 2–3, pp. 105–119, https://doi.org/10.1108/RMJ-10-2022-0030 [access: 15.11.2024].

Ilshammar L,. *Offentlighetens nya rum: teknik och politik i Sverige 1969–1999,* doctoral dissertation, Örebro university, Örebro 2002, https://urn.kb.se/resolve?urn=urn:nbn:se:oru:diva-28 [access: 15.11.2024].

Ilshammar L., Bjurström A., Grönlund Å., *Public E-Services in Sweden: Old Wine in New Bottles?*, "Scandinavian Journal of Information Systems" 2005, vol. 17, no. 2, pp. 11–40, https://aisel.aisnet.org/sjis/vol17/iss2/3 [access: 15.11.2024].

ISO 15489-1:2016 *Information and documentation – Records management – Part 1: Concepts and principles*.

Kallberg M., *Archivists – A Profession in Transition?*, "Professions and Professionalism" 2012, vol. 2, no. 1, pp. 27–21, https://doi.org/10.7577/pp.v2i1.158 [access: 15.11.2024].

Kallberg M., *Archivists 2.0: redefining the archivist's profession in the digital age*, "Records Management Journal" 2012, vol. 22, no. 2, pp. 98–115, https://doi.org/10.1108/09565691211268162 [access: 15.11.2024].

Katuu S., *Enterprise architecture – a value proposition for records professionals* [in:] *2019 IEEE International Conference on Big Data (Big Data), 9–12 December 2019, Los Angeles*, eds. C. Baru, J. Huan, L. Khan, X. Hu, R. Ak, Y. Tian, R. Barga, C. Zaniolo, K. Lee, Y. F. Ye, 2019, pp. 3116–3125, https://doi.org/10.1109/BigData47090.2019.9006603 [access: 15.11.2024].

Katuu S., *The utility of enterprise architecture to records and archives specialists* [in:] *2018 IEEE International Conference on Big Data (Big Data), 10–13 December 2018, Seattle*, eds. N. Abe, H. Liu, C. Pu, X. Hu, N. Ahmed, M. Qiao, Y. Song, D. Kossmann, B. Liu, K. Lee, J. Tang, J. He, J. Saltz, Piscataway 2018, pp. 2702–2710, https://doi.org/10.1109/BigData.2018.8622467 [access: 15.11.2024].

Kautto T., Henttonen P., *Records management as invisible work: A study of Finnish municipalities*, "Government Information Quarterly" 2020, vol. 37, no. 4, https://doi.org/10.1016/j.giq.2020.101460 [access: 15.11.2024].

Ketelaar E., *The difference best postponed? Cultures and comparative archival science*, "Archivaria" 1997, vol. 44, pp. 142–148, https://www.archivaria.ca/index.php/archivaria/article/view/12201 [access: 15.11.2024].

Klareld A.S., *Recordkeeping in an outsourcing public agency*, "Records Management Journal" 2018, vol. 28, no. 1, pp. 99–114, https://doi.org/10.1108/RMJ-02-2017-0002 [access: 15.11.2024].

Klareld A.S., *"The information has moved away from home". Conceptions about how an outsourcing policy affects public records management*, "International Journal of Public Information Systems" 2017, vol. 12, no. 1, pp. 22–38.

Lomas E., *Information governance: information security and access within a UK context*, "Records Management Journal" 2010, vol. 20, no. 2, pp. 182–198, https://doi.org/10.1108/09565691011064322 [access: 15.11.2024].

Löfdahl N., *E-arkiv – Gäller det att positionera sig rätt? En studie om samband och orsakssamband mellan e-arkiv och en yrkesroll i förändring, samt mekanismer till orsakssambandet,* unpublished thesis, Uppsala University, Uppsala 2016 https://urn.kb.se/resolve?urn=urn:nbn:se:uu:diva-295698 [access: 15.11.2024].

Ministry of Justice, *Public access to information and secrecy. Legislation in brief*, 2020, https://www.government.se/information-material/2009/09/public-access-to-information-and-secrecy-act [access: 15.11.2024].

Mutch A., *Practice, substance, and history: Reframing institutional logics*, "Academy of Management Review" 2018, vol. 43, no. 2, pp. 242–258, https://doi.org/10.5465/amr.2015.0303 [access: 15.11.2024].

Nilsson N., *Arkivkunskap*, Lund 1973.

Norberg E., *A Nordic archival tradition*, "Archival Science" 2003, vol. 3, no. 2, pp. 85–95, https://doi.org/10.1007/BF02435652 [access: 15.11.2024].

Österberg E.E., *Att styra med upphandling – staten som marknadsaktör* [in:] *Statlig förvaltningspolitik för 2020-talet: En forskningsantologi*, eds. P. Ehn, G. Sundström, Stockholm 2020, pp. 111–128.

Pauloff A., Quist J., *Centralisering och specialisering inom svensk statsförvaltning*, Stockholm 2010.

Prop. 1997/98:136 *Statlig förvaltning i medborgarnas tjänst* [government bill 1997/98:136], https://www.riksdagen.se/sv/dokument-och-lagar/dokument/proposition/statlig-forvaltning-i-medborgarnas-tjanst_gl03136/html/ [access: 15.11.2024].

RA-FS 2008:4 *Föreskrifter om ändring i Riksarkivets föreskrifter och allmänna råd (RA-FS 1991:1) om arkiv hos statliga myndigheter* [The National Archives provision on governmental archives], https://riksarkivet.se/rafs?pdf=rafs/RA-FS%202008-04.pdf [access: 15.11.2024].

Richards L.L., *Records Management in the Cloud: From System Design to Resource Ownership*, "Journal of the Association for Information Science and Technology" 2018, vol. 69, no. 2, pp. 281–289, https://doi.org/10.1002/asi.23939 [access: 15.11.2024].

Rostgaard M., Bak G., *The Nordic model of digital archiving*, London, New York 2024.

Schellenberg T.R., *Modern archives. Principles and techniques*, Chicago 1956.

Scott W.R., *Institutions and organizations: ideas, interests and identities*, Thousand Oaks 2014.

Seo M.G., Creed W.D., *Institutional contradictions, praxis, and institutional change: A dialectical perspective*, "Academy of management review" 2002, vol. 27, no. 2, pp. 222–247, https://doi.org/10.5465/amr.2002.6588004 [access: 15.11.2024].

SFS 1949:105 *Tryckfrihetsförordning* [The Freedom of the press act].

SFS 1990:782 *Arkivlag* [The Archives act].

SFS 1991:446 *Arkivförordningen* [The Archives ordinance].

SFS 2007:603 *Förordning om intern styrning och kontroll* [The Ordinance on internal governance and control].

SFS 2009:400 *Offentlighets- och sekretesslag* [The Public access to information and secrecy act].

SFS 2018:218 *Lag med kompletterande bestämmelser till EU:s dataskyddsförordning* [Act containing supplementary provisions to the EU General Data Protection Regulation].

Shepherd E., *Archival Science* [in:] *Encyclopedia of library and information sciences (4th ed.)*, eds. J.D. McDonald, M. Levine-Clark, Boca Raton 2018, pp. 166–178.

Shepherd E., Bunn J., Flinn A., Lomas E., Sexton A., Brimble S., Chorley K., Harrison E., Lowry J., Page J., *Open government data: critical information management perspectives*, "Records Management Journal" 2019, vol. 29, no. 1–2, pp. 152–167, https://doi.org/10.1108/RMJ-08-2018-0023 [access: 15.11.2024].

Shepherd E., Engvall T., Flinn A., *The role of records managers and archivists in open government* [in:] *Trust and records in an open digital environment*, ed. H. Stančić, London, New York 2020, pp. 11–21.

Shepherd E., Yeo G., *Managing records: a handbook of principles and practice*, London 2003.

Solberg R.M., *"Det er mer stas å jobbe som arkivar nå enn det var før" – Endringer i arkivaryrket med innføringen av ny teknologi*, unpublished thesis, NTNU, Trondheim 2014, https://ntnuopen.ntnu.no/ntnu-xmlui/handle/11250/274979 [access: 15.11.2024].

Solgård L.K., *Arkivarer i dag – En undersøkelse av behovet for den menneskelige faktor i offentlig arkivdanning i Norge,* unpublished thesis, NTNU, Trondheim 2019, https://ntnuopen.ntnu.no/ntnu-xmlui/handle/11250/2610378 [access: 15.11.2024].

Stančić H., *Trust and records in an open digital environment*, London, New York 2020.

Statsrådsberedningen, *Att svara på remiss. Om remisser av betänkanden och andra förslag från Regeringskansliet*, Stockholm 2021, https://www.regeringen.se/rapporter/2021/09/svara-pa-remiss/ [access: 15.11.2024].

Sundqvist A., Sahlén T., Andreasen M., *The Intermesh of Records Management Principles and Enterprise Architecture* [in:] *Infuture 2019. Knowledge in the Digital Age*, eds. P. Bago, I. Hebrang Grgić, T. Ivanjko, V. Juričić, Ž. Miklošević, H. Stublić, Zagreb 2019, pp. 75–85, https://doi.org/10.17234/INFUTURE.2019.10 [access: 15.11.2024].

Svärd P., *The impact of new public management through outsourcing on the management of government information. The case of Sweden*, "Records Management Journal" 2019, vol. 29, no. 1–2, pp. 134–151, https://doi.org/10.1108/Rmj-09-2018-0038 [access: 15.11.2024].

Xie S.L., *A must for agencies or a candidate for deletion: A grounded theory investigation of the relationships between records management and information security*, "Records Management Journal" 2019, vol. 29, no. 1–2, pp. 57–85, https://doi.org/10.1108/Rmj-09-2018-0026 [access: 15.11.2024].

Xie S.L., *Functional Analysis* [in:] *Encyclopedia of Archival Science*, eds. L. Duranti, P.C. Franks, Lanham 2015, pp. 218–222.

Xie S.L., Siyi L., Han R., *Competing with artificial intelligence–can the records and information management profession withstand the challenge?*, "Records Management Journal" 2022, vol. 32, no. 2, pp. 151–169, https://doi.org/10.1108/RMJ-08-2021-0033 [access: 15.11.2024].