

Mandatory Standard 1 – Make and Keep

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Introduction

Purpose

Mandatory Standard 1 – Make and Keep (the Standard) outlines the minimum mandatory requirements related to making and keeping public records and storing and preserving public records.

Authority

When approved - This Standard was made by the State Archivist under section 46(1)(a) of the *Public Records Act 2023* (the Act) and was approved by the Governor-in-Council in the Public Records Regulation 2025.

The proposed date of effect of the Standard is XX 2026.

This Standard, as varied or amended from time to time, shall have effect for a period of ten (10) years from the date of issue unless revoked prior to that date.

Applicability

This Standard applies to all public authorities under section 8 of the Act.

Public authorities must comply with this Standard under section 12(a) of the Act.

Section 11 of the Act requires the chief executive of a public authority to ensure that the public authority complies with the requirements of the Act, including compliance with this Standard.

This Standard applies to all formats of public records, including digital and physical formats.

The Standard should be read in conjunction with the *Guideline for Mandatory Standard 1 – Make and Keep*.

Implementation

Permanent value public records

Permanent value¹, in relation to a public record, means that having regard to any archives appraisal statement –

- (a) The record has been identified for retention under a disposal authorisation; or
- (b) The record otherwise has enduring value and is appropriate for retention in the custody of the archives.

While disposal authorisations are issued by the State Archivist under section 20 of the Act, Queensland State Archive's (QSA) Appraisal Statement outlines criteria for identifying public records appropriate for retention in the custody of the archives.

The State Archivist sets the risk tolerance for permanent value public records. **The risk tolerance for permanent value public records is low.** For public authorities, this means prioritising the management of these records above others is required.

¹ Permanent value is defined in Schedule 3 of the *Public Records Act 2023*.

Temporary value public records

QSA recommends the adoption of a risk-based approach to records management. Implementation of this approach could follow your public authority's existing risk management processes.

When implementing this Standard, public authorities must consider value and risk. In conjunction with advice provided by QSA and the State Archivist, your public authority sets the risk tolerance for temporary value public records. This includes identifying:

- your public authority's high-value public records, which are records that your business could not function without
- your public authority's high-risk public records, which may include, but are not limited to:
 - those likely to be required in legal proceedings
 - highly confidential or highly classified material
 - those of potential value for sharing across government in response to high priority activities
 - commercially sensitive information
 - personal or sensitive information
 - culturally sensitive information that is information relating to Aboriginal law, Aboriginal tradition, Ailan Kastom or Torres Strait Islander law
 - legacy digital records where regular digital preservation processes have not been undertaken
 - those required to be kept long-term (more than 25 years) by your public authority, noting active management of digital public records is required from the point of creation.

Some public records may be both high-value and high-risk records.

Identifying your public authority's high-value and high-risk public records means effort and resources can be prioritised towards managing these records over low-value or low-risk records.

Further implementation advice is provided in the *Guideline for Mandatory Standard 1 – Make and Keep*.

Make and Keep

Requirement 1: Records management is supported at all levels of the business with appropriate governance frameworks.

This requirement is met when:

- 1.1 The strategic direction and allocation of resources for records management is determined and documented by senior management and/or an internal governance mechanism
- 1.2 Corporate responsibility for oversight of records management is assigned to a designated individual/s (senior responsible officer/s). Responsibility includes records management across all operating environments.
- 1.3 Staff, contractors and volunteers are, during induction and periodically throughout their tenure, trained and supported to make and manage records.
- 1.4 Governance mechanisms are in place to oversee compliance.
- 1.5 Records management responsibilities are identified and included (or defined) in all outsourced, cloud, contracted and similar service arrangements.

Requirement 2: Make accurate public records of actions and decisions.

This requirement is met when:

- 2.1 Actions and decisions are consistently and routinely recorded.
- 2.2 A decision about a public record and records management is defensible and can be traced back to responsible parties or decision makers.
- 2.3 A decision about a public record and records management appraises value and considers risk.
- 2.4 A public record is made and kept digitally by default throughout the lifecycle of the record, whenever practicable.

Requirement 3: Make accurate metadata about a public record.

This requirement is met when:

- 3.1 Metadata is made and captured to ensure authenticity, meaning and context are associated with the public record.
- 3.2 Public records are identifiable, retrievable and accessible for as long as they are required.
- 3.3 Where relevant, metadata is made and captured by Departments for records relating to Aboriginal and Torres Strait Islander communities, culture, culturally sensitive information and languages.

Requirement 4: Keep a public record.

This requirement is met when:

- 4.1 A public record is consistently and routinely kept in appropriate storage conditions.
- 4.2 Storage arrangements protect public records from misuse, loss, deterioration or damage.
- 4.3 Security and preservation activities protect public records from inappropriate access and changes.
- 4.4 Public records are accessible until disposal is appropriately endorsed and authorised.
- 4.5 A public record in a digital system can be migrated or exported accurately and completely.

Appendix A

Definitions

Term	Definition
Accessible	The ability of authorised individuals to locate, retrieve and use records and information.
Appraise	Evaluate the merit, significance or value of records and information.
Availability	The degree to which records are accessible to authorised users when needed.
Defensible	The requirements can be supported by logical argument or sufficient evidence.
Department	A department is a department of government declared by Governor in Council under section 197 of the <i>Public Sector Act 2022</i> . Departments are a type of public service entity.
Digitally by default	A principle that prioritises the creation and management of records in digital form as the primary and official version.
Disposal authorisation	An authorisation given by the State Archivist to dispose of a public record, or class of public records, for a public authority or multiple public authorities.
Dispose	Dispose of a public record means: <ol style="list-style-type: none"> destroy or delete the record; or alter or damage the record in a way that: <ol style="list-style-type: none"> changes how accurately an action or decision is shown in the record; or otherwise affects the integrity of the record; or abandon the record; or give away the record, whether by sale, donation or other transfer.
Governance framework	A structured set of guidelines, policies and processes designed to ensure activities are conducted in a compliant manner and uphold the principles of accountability, transparency and integrity.
Metadata	Structured or semi-structured descriptive information about a record that enables the management, use and preservation of records through time. It provides context such as creator, date, activity, and relationships.
Source record	Documents or records that have been copied, converted or migrated from one format or system to another. The source records are those that remain following the successful conversion or migration. Source records may be an original record or a reproduction generated by an earlier copying, conversion or migration process.

Related Documents

- *Guideline for Mandatory Standard 1 – Make and Keep*
- *Mandatory Standard 2 – Disposal*
- *Guideline for Mandatory Standard 2 – Disposal*

Document History and Contact Details

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