Experiences in Managing and Preserving Public Sector Records by the Mozambique Historical Archives (MHA)

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Abstract

Archival legislation ensures the preservation and access to the country's national document heritage. According to the National Archives and Records Management Act of 2007, the Mozambique Historical Archives plays an advisory role to National Centre of Information and Documentation of Mozambique, particularly concerning designing records management systems and monitoring records appraisal processes.

The National Archival System of 1992 had identified some key actions to be developed in the public sector but the records management issues remained problematic until 2007. The main problem was related to the low level of its implementation in a systematic and organized way. It is characterized by the lack of sufficient funding, lack of trained, qualified and motivated staff in records management or related fields, inadequate records management structure and lack of adequate records management audit and control.

By assessing records and planning them indicating its budget and its needs within a specific central department or public agency the Mozambique Historical Archives in line with the National Archives and Records Management Act of 2007 is gradually introducing changes to ensure that adequate procedures are established, the records management programme is supported by senior management, organizational staff are trained and qualified in records management as well. Overall, it based on academic's practical experience of records management staff from the Mozambique Historical Archives.

Key words: Archival Legislation, Mozambique Historical Archives, Public sector, Records Management.

1. Introduction

The title of the paper is, "Experiences in Managing and Preserving Public Sector Records by the Mozambique Historical Archives (MHA)" The main purpose of this work is to describe the records management strategy approach chosen by the Mozambique Historical Archives in order to get senior management support within government bodies for implementation of the National Archives and Records Management Act ensuring the access to archival materials as long as possible. Thus, the specific objectives of the work are as follows:

- Evaluate the role of the MHA in the records management and preservation of public records;
- Describe the current status of records management in the public sector;
- Present the strategy adopted by the MHA in managing and preserving public sector records;
- Present the way forward for the smoothly implementation of The National Archives and records Management Act within public sector in Mozambique.

2. Problem statement

The importance of this study is underlined by IRMT (1999:2) which argues that both archives and records are major sources of information and it is important that they should be managed properly in order to avoid a situation of failure in the organizational business.

The National Archives and Records Management Act has been enacted in 2007. With the advent of computers within Central state Department and Public government Agencies and due to political, social and economic changes the former National Archives Act of 1992 was out dated. As a result, the records management function was remained problematic for a long period of time. For example, it was characterized by the lack of sufficient funding for records management programme, lack of trained, qualified and motivated staff in records management or related fields, inadequate records management structure and lack of adequate records management audit and control. Apart from the enactment of the National Archival Act and related regulations, tools, procedures and guidelines still a challenging issues its implementation in the Mozambique public sector

3. Justification

The Mozambique Historical Archives is also The National Archives. As its responsibility has been developing this year a number of archives and records projects for State Central departments and public government agencies. These projects aim to ensure that the records management program is established within an organization in a systematic and organized way to facilitate mainly the access to records for decision-making and other public purposes and its preservation over time. Some output of the records projects might be: organizational staff are trained, records management program supported by senior management, storage areas decongested, finding aids produced, records appraisal and disposal committees created, classification scheme and retention schedule of specific records designed. As a result, the author of this work intends to share its experiences with other colleagues demonstrating how national archives could raise the awareness on the importance of records for the organizational business within public sector and for the society as whole. Furthermore, this work is part of his Master dissertation at UNISA expecting to get a feedback from it.

4. Significance of the article

Most central state departments and public government agencies in Mozambique are challenged with proper implementation of records management program. This situation is aggravated by some factors such the lack of significant funding, lack of trained and qualified staff and senior management support.

As a useful guide of central state departments and public government agencies in Mozambique this paper is also a contribution to the existing literature and knowledge for ensuring best practices in records management in an organization (Ngulube 2003:21; Kaekopa 2013:39). The gradual implementation of records management projects within government bodies will raise theirs awareness on the importance of business records influencing positively to public senior management to develop and implement records management programme through their life cycle so that the national archival memory heritage can be protected and preserved for administrative, scientific and historical purposes. (Ngulube 2003:21; Moçambique 2007:3). As a result, this paper may lead to a review of the existing records management practices, strategies and policies within the public sector in Mozambique.

5. Key records management concepts

In this section four concepts are defined namely, records appraisal or disposition, the life cycle of a record and the records continuum, respectively.

a) **Records:** it refers to a document regardless of the form or medium created, received, maintained and used as evidence and information by an organization or an individual in pursuance of legal obligations or in the transaction of business (ISO 2001:3).It is also known as a ''complete set of information in a database. In general, records are composed of fields, each of which contains one item of information'' (IRMT 1999:19). There are four types of recording media such as paper, electronic, audio-visual or microfilm (Ngoepe 2008:10) but in archival science terms a published book is not considered as a record. It is regarded as a record in librarianship and a source of information as well. In fact, information selected from it and reused in a new context may itself become a record (IRMT 1999:7). Records offer a picture of something that happened. According to IRMT (1999:8) records are mainly characterized by being static in form, unique, authentic and have authority.(this issue is explained in details in the section 4.3.4 of the Chapter four).As it was already above observed by ISO (2003:3) for the purpose of this study the term record is defined as a document regardless of the form or medium created, received, maintained and used as evidence and information by an organization or an individual in pursuance of legal obligations or in the transaction of business.

b) **Records appraisal or disposition:** range of processes associated with implementing records retention, destruction or transfer decisions which are documented in disposition authorities or instruments (ISO 2001:3).

c) **The life cycle of a record:** the life cycle concept was invented by Theodore Schellenberg of the National Archives of the USA in 1934 (Shepherd & Yeo 2003:5). It divides the referred cycle into three phases one on the records creation or receipt; two on the records use and maintenance and three on the records destruction or transfer to an archival repository (Ricks & Gow 1988:4). Furthermore, according to Ngoepe (2008:8) this theory has been the main predominant conceptual framework for managing records, especially in the paper environment since the late 1930s because it seen as by records

managers and archivists as the most integrated and comprehensive approach to records management (Ngoepe 2008:9) by clearly defining responsibilities for the management of records at three each stages.

d) **The records continuum theory:** the concept of the life cycle theory was challenged by the records continuum concept developed 'by Ian MacLean in 1990s arguing that record keeping is a continuing and rolling process that does not separate the life of records in time and space' (Upward 2000:118).This theory was applied to electronic records. In addition, Ian MacLean pointed out that there is a continuity and complementarity between the work of archivists and records managers (Kemoni, Ngulube & Stillwell 2007). For example, the current records can also become archives right from creation. To determine this, there is no any need of waiting for final disposal as it is proposed by the life cycle concept and the archivists and records managers should be actively involved in the management of records from creation (Bearman 1994:32; Cook 1997:17). The records continuum theory does not establish strict boundaries between archives and records management responsibilities.

In other words, both concepts of record life cycle and records continuum can be used accordingly to each records management needs regarding to internal and external users. Life, space and time are still seen as interchangeable concepts from one to another. The records appraisal or disposition processes remain part of both concepts, the life cycle of a record and records continuum. The difference is the stage that a records appraisal or disposition is carried out through the entire life of a records. The contribution from Ian MacLean it is relevant to electronic environment than to paper environment.

6. Research Methodology

This study applied a research design guided by research objectives and questions and in other hand, it makes use of a qualitative research approach. Data collection tools were mainly document analysis that includes reports on the implementation and records management projects designed for the public agencies, observation of storage areas of semi-current records and interviews of records management staff at Mozambique Historical Archives.

Overall, it is a descriptive study based on the experiences for over 15 years gained by both records managers and archivists from the Mozambique Historical Archives who implemented the records management projects.

7. The background to the development of the National State Archives System in Mozambique.

7.1. The legal framework of the archives and records management in Mozambique

The Mozambique government approved a Global Strategy of the Public Sector Reform in 2001. Among other issues of public interest, it defined as a priority, the organisation and standardisation of the archives and records management function in the public sector (CEDIMO, 2013: 1). In 2003 a records management assessment was carried out at national, provincial and district levels. As a result, in 2006 the Mozambique Government approved the Strategy of Archives and Records Management.

According to the Conselho de Ministros (2006) and supported by CEDIMO (2013), the records management role in the public sector in Mozambique has been problematic. The records management role was not included in the public and private programmes and projects for international investments and national development. There was a need for ICT professionals and other related areas as well as funding for acquiring shelving, folders, boxes, storage areas, file cabinets, functioning of non-existent records management units and training of staff regarding the records management field being integrated into an approved system of career and remuneration. Furthermore, there was a lack of specific legislation, regulation, and procedures on the access to public information.

Related to the above Strategy, regarding the lack of qualified and trained staff, the local Institutes of Public Administration do not graduate students with adequate knowledge and abilities on archives and record management. Nevertheless, there are four other public institutions that were created from 2000 to 2008, namely: the School of Communication and Arts of EMU, which graduates archivists and librarians (Conselho de Universitário, 2002: 1584), the Higher School of Journalism (ESJ), which graduates librarians (Moçambique, 2008: 65) and the Institute of

Documentation Sciences (CIDOC), which trains professionals in library and archival science (Ministério da Educação, 2000: 164) and MHA, which has run short courses in archives and records management from 1980. Nevertheless, the records management strategy did not present any framework for recruiting graduate candidates from those public institutions. As a result, foreign and national consultants were hired, but this was an unsustainable approach at the national, provincial and district levels.

In short, there were no systematic studies on the state of archives and records management in the public sector in Mozambique prior to 2003. However, although the decree n° 33/92 had identified some key actions to be developed in the public sector, the archives and records management remained problematic until 2007. The Strategy of Archives and Records Management approved by the Mozambique Government became the key administrative and specialized guideline for the next developments.

Besides the need for reviewing and updating the former archives and records management act of 1992, some related key activities have to be carried out strategically, based on a specific action plan.

The strategy with regard to archives and records management in the public sector was formulated in 2006. A similar approach had not existed before. It consisted of a two-statement formulation of vision, mission, and definition of objectives and was complemented by an action plan regarding the state of archives and records management described above (Moçambique, 2006:3).

Therefore, the mission regarding the strategy of archives and records management in the public sector stated that it was necessary "To implant and develop archives and records management systems in the public sector ensuring its modernization through the use of new information and communication technologies" (Moçambique, 2006:3).

Meanwhile, the vision was not different from its mission. The vision statement was formulated as the output or product that comes from the mission statement. Hence, it was stated as follows: "A public administration with implanted, organized, modernized and efficient archives and records management systems with qualified staff responsible for guiding and developing an integrated approach" (Moçambique, 2006:3).

By defining the vision and mission of the strategy of archives and records management, it is expected that the custody and access of semi-current and permanent records over time is ensured by establishing and developing a network of organised current records within the public sector. However, strategic challenges, principles, actions, and priorities were also identified (Moçambique, 2006: 4).

To sum up, the identified archives and records management problems in the public sector would be solved through the formulation of a strategic approach. Therefore, a mission, and vision statement as well as an action plan have been formulated that formed the Strategy of Archives and Records Management approved by the Mozambican Government in 2006.

As part of phase II of the public sector reform, these are some of the key actions that had to be

carried out from 2006 to 2011:

- Revision of the Archives and Records Management Act No. 33/1992 followed by its promulgation with the presentation of records management systems and tools including records creation, records registration, classification scheme, retention schedule and procedure manual;
- Staff training on archives and records management;
- The use of information and communication technologies for the management of public records;
- The creation and institutionalization of record appraisal committees at central, provincial and district levels;
- Development of adequate regulations for ensuring the access to information by the public users, thereby protecting their rights.

However, as the defined principles of records management, the strategy pertaining to the systems of 2006 above had to be uniform and standardized, and it included the staff professionalization, use of information and communication technologies, preservation of archival records as long as possible and ensuring of the accessibility of archival records over time when required by public users. All of these archives and records management needs would be achieved through both the promotion of investments (Moçambique, 2006:1) and international cooperation particularly with ICA, ESARBICA and ACARM as well (Moçambique, 2006:6). The first step entailed the

revision and promulgation of a new archives and records management act. It was considered a crucial step to start with, followed by designing records management tools, standards, regulations and procedures, creating records management units, training staff, modernising of records management services and promoting investment for its implementation all over the country (CEDIMO 2013: 2).

However, from 2001 to 2006, the state of archives and records management in the public sector was neglected. There was not just a lack of infrastructure, but also adequate human and financial resources. This scenario was expected to be changed from 2007 onwards with the implementation of a designed archives and records management strategy. It produced an action plan that consisted of a range of activities that had to be carried out gradually. These included the revision of the National Archives and Records Management Act of 1992 and its promulgation. It was considered a crucial step to start with, followed by designing records management tools, standards, regulations and procedures, creating records management units, training staff, modernizing of records management services and promoting investment for its implementation all over the country.

The new National Archives and Records Management Act was promulgated through Decree No. 36/2007 of 27 August 2007. It brings many changes compared with the former National Archival and Records Management Act of 1992 and it contains more detailed general provisions, but is not sufficiently balanced. To it is attached a classification scheme and retention schedule of administrative records and file plan of classified information within public sector. Other complementary archives and records legislation promulgated are as follows:

- Presidential Decree No. 9/93 that created the National Commission for Implementation of State Secrecy Rules (CPISE);
- Ministerial Diploma No. 31/2008 that approved Rules and Procedures on Records Appraisal and Disposal in the public sector;
- Law No. 34/2014, the Right to Information;
- Ministerial Diploma No. 30/2008 that approved Methodologies for designing classification schemes and retention schedules for specific activities in the public sector;
- Ministerial Diploma No. 35/2010 that created the National Council on Archives;

- Ministerial Diploma No. 36/2010 that created the National Commission and Records Appraisal and Disposal;

- Diploma Ministerial 37/2010 that created standards for the functioning of records appraisal and disposal committees in the public sector;

- Decree No. 30/2001, which approves the functioning rules of services provided by the public administration;

- Decree No. 51/2004, which regulates the municipal organisation and functioning of administrative and technical services provided;

- The Law No. 7/2012 on the organisation and functioning of the public administration;

- Resolution No. 42/2015, of the 31 December 2015 created professional careers and qualifications on Information and Documentation in the public sector.

To sum up, the legal framework of archives and records management has changed since 2017. The current legal framework is challenging the information professional particularly on records management. Designed records management regulations, policy, procedures, tools, standards and guidelines should be implemented within State central departments and public government agencies through an effective and efficient coordinated and articulated strategy of all stakeholders of the national Archives system at different levels namely national, provincial and district.

7.2. The role of the Mozambique Historical Archives/National Archives

The tasks of national archives, focusing on the ESARBICA region, are becoming similar in various countries. In most ESARBICA member countries, such as Botswana, Kenya, Malawi, South Africa, Zambia, and Zimbabwe, one of the duties of the national archives is to ensure the proper management of public records and oversee the records management issues of local authorities and parastatals or statutory bodies (Mbewe, 1987; Mazikana, 1987; Kemoni & Ngulube, 2007; Ngoepe & Kaekopa, 2011; Kamatula & Saurombe, 2013).

The MHA is administratively under EMU (Moçambique, 1976). The MHA is the National Archives (AHM [s.d]:1). the primary role of the Mozambique National Archives is that of archival administration, promoting the preservation and accessibility of the archival heritage at national, provincial and district levels (Moçambique, 2007). It is not directly responsible for

ensuring the proper management of current and semi-current records within government bodies. It plays two important archives and records management roles: the first is as an advisory body to CEDIMO particularly in designing records management systems and monitoring records appraisal processes and the second is as a management body also in charge of the administration of permanent records all over the country, while ensuring their preservation and accessibility over time by the public (Moçambique, 2007: 23). The provincial archives have not yet been created, but they would be under its administration and could enhance its role across the country. Notwithstanding, the MHA is a member of the NCA and NCRAD, respectively

According to the IRMT (1999), in many countries, the national archives is regarded primarily as a cultural institution, but an effective approach to records and archives management entails transforming the national archives, centered on the archives alone, into a national records and archives institution. This approach will ensure the protection and preservation of the nation's corporate memory, by assuming responsibility under the new records and archives legislation for current and semi-current records as well as for archives.

The archives and records management legislation of South Africa, Botswana and Uganda are seen as the most progressive legislation in the ESARBICA region (Matongo, Marwa & Wamukoya, 2013: 10). Tanzania and Uganda, for instance, have enacted new archival legislation and this has enabled the national archives to manage records from creation to disposition. Maintaining such archival records is a fundamental activity of public administration because the rule of law is only operationalized by making records available that comply with laws, rules and procedures (IRMT, 2000: 2).

In short, The MHA regarded primarily as a cultural institution plays an indirect role of National Archives. It is only in charge of the management of permanent or historical records across the country making available for the public inspection.

7.3. An overview of the current status of the records management in the public sector

According to the action plan produced, which complies with the records management strategy, the National Archives and Records Management Act was promulgated in 2007, but some important related regulations, standards, rules and procedures have not yet been created (issues discussed in section 2.3.2 of this chapter). As a result, there are still some challenges faced by

the state central departments and public agencies at provincial and district levels that were pointed out by the government in 2014 (Jornal notícias 2016:1); (Poema 2013:2); (MAEFP 2015:1); These challenges are expected, for example, to consolidate the use of classification schemes and retention schedules for administrative and specific functions at all levels in the public sector, as well as consolidate the designing of classification schemes and retention schedules for administrative and specific functions at all levels in the public sector. They will also ensure that records appraisal and disposition processes are carried out, thereby permanently creating related committees at national, provincial and district levels. In addition, they will ensure the adequate management of semi-current records in the public sector, the provision of storage of semi-current records for protection and preservation at central and district levels and permanent records at provincial level. Formulation of rules, standards and procedures for the management of electronic records in public sector will also be carried out. Along with this, there will be a design of a policy on management of sound and visual archives, a reprography policy that includes microfilming, digitization, photocopying and photo-reproduction. All of these strategies will enhance the relationship among all stakeholders of the national state archives system.

Most of the activities outlined above as challenges are covered by the National Archives and Records Management Act, based on the Records Management Strategy promulgated in 2006. Several issues are noteworthy and need to be prioritized, namely: the operationalization of the National Council on Archives, the establishment of policies on the management of sound and visual archives and reprography as well as the provision of human, material and financial resources. These also need to be made available for the implementation of a sound archives and records management programme in the public sector ensuring that all the stakeholders of the National State Archives System work together through the efficient and effective coordination and articulation at national, provincial and district levels, and from the top to the bottom and vice - versa as well (Pereira 2016:25-27).

Meanwhile, some of the aspects such as the lack of funding, qualified and motived staff, storage areas and adequate legislation were pointed out by Issak (2005:30). Those factors were seen as the main drawbacks for further development, not just in the records management field, but also in other information fields, namely, library, documentation and museology (Issak 2005:30). In

addition, there is a need for raising awareness with regard to the social importance of archives and improving the planning of records management activities in the public sector as a whole in order to obtain support from the senior management staff (Tembe 2005:154).

In other words, due to the lack of support from senior management, the promulgated National Archives and Records Management Act has not yet been fully implemented in the public sector. On the one hand, there is a need for the promulgation of complementary regulations and designing of standards, rules and procedures in manual and electronic environments and on the other hand, the provision of funding for training and recruiting motivated, qualified staff and making records storage available, with adequate archives and records management materials and equipment.

The creation of provincial archives all over the country has not been given priority among other issues of records management in the public sector. Consequently, there is not a balanced and integrated approach with regard to archives and records management, thus creating a risk regarding the preservation of archival records for future users. According to interviews and observations there is not only a great demand within public state central departments and public government agencies on records storage areas for semi-current records and permanent records but the need identifying and selecting them for cleaning the existing backlogs. As unlike MHA, the governmental bodies do not have necessary infrastructure and skills to preserve public records.

8. The strategy adopted by the MHA in managing and preserving public sector records

As it was already above observed, records surveys or assessments followed by the implementation of related projects on records management strategies, including such items as legislation and regulations, governance structure, awareness raising, policies, staff training, procedures and tools, have been a common methodology used for introducing organizational changes in archives and records management fields for better service delivery (Chebani, 2005:144; Mauer, 2013:43; Keakopa, 2013:40; Wamukoya & Lowry, 2013). The current records management strategy aims to provide records management services within public sector and it was adopted by the MHA based on a range of aspects as follow as:

- Request of a client through a written letter that should be sent to the Director of Mozambique Historical Archives;

- Records assessment carried out in a state central department or public government agency. The MHA assigns a specialized staff for that;

- The methodology applied for the study includes site observation, interview and questionnaire used as data collection tools;

- Presentation of a report on the records assessment carried out and a records management plan for introducing changes in an organization. This records management plan should be budget with a deeper insight of records management needs;

8.1 Records surveys or management assessment

According to Chaterera (2013:3), records surveys are a critical function in the management of public records. The records surveys or records management assessment are carrying out to enhance proper records management practices in an organization ensuring that public government records are effectively preserved and accessible by citizens over time without unnecessary delays. Due to lack of qualified staff on records management within public government agencies this function is often carried out by staff from the Mozambique Historical Archives. It has qualified and trained staff for carrying related activities in an organized and systematic ways.

The records management assessment includes the identification followed by a specialized analyze of a number of records management issues that result in formulation of a budgeted action plan as follows:

a) Identification and physical address of the organization/client includes contacts;
b) Short administrative history of the organization/client;
c) Physical address of the records storage/archives repository including contacts;
d) Quantification of the existing records and the available storage areas;
e) The availability of storage areas that share with other valueless items;
f) Records management tools;
g) Records appraisal and disposal;
h) Finding aids;

i) Efficiency and effectiveness of records management tools;

j) ITC tool used;

k) Type of medium;

l) Environmental conditions control;

m) Quality of furniture, shelving and equipment;

n) Regulation on access to records;

o) Organizational staff;

p) Description of the backlogs:

   - Indicating the type of archival enclosures used;

   - Ordering criteria used;

   - Conservation state of records;

   - Furniture used;

   - Quantity of the records by type of archival enclosures used

8.2. Action plan and budgeting of the management function

a) Description of activities to be carried out;

b) Assigning responsibilities of parts involved in project;

c) Design time work plan of the identified activities;

d) Description of archival enclosures, furniture and equipment needed for the accomplishment of the project;

e) Indication of methodology used for controlling and monitoring of the project;

f) Duration of the project with the starting date and the end of the project.

8.3. The expected records service project out put

The output of the records service project to users should be based on the records management policy and procedures. As Keakopa (2013:37) observed, no any records management project can succeed if there no an approved records management policy. However, this policy should cover the life cycle of records and attached to procedures for creation, maintenance, use and disposition of records (Keakopa 2013: 37). Therefore, some expected records service project output can be pointed out as follows:

a) Records storage areas identified and adapted for archival needs;

b) Records appraisal and disposal committees created;

c) Records appraisal and disposal processes carried out;

d) Registries and storage areas of semi-current records decongested;

e) Records management tools designed and implemented (classification scheme and retention schedule, classification scheme of classified information for specific records, vital records schedule, disaster recovery plan and procedure);

f) Finding aids designed;

g) Adequate archival enclosures, furniture, shelving and equipment acquired;

h) Records management staff trained;

i) Organization records made available for internal and external users;

j) Organization records protected and preserved from any hazards;

k) Senior management support gained within the organization;

l) Awareness on the importance of records as a strategic resource raised;

m) The management of electronic records was realized;

n) Monitoring and accountability ensured within the organization.

The strategy adopted by the MHA in managing and preserving public sector records is based on a designing and carrying records management assessment, formulating an action plan and budgeting of the management function and describing the expected project output.

A part from that, records management professionals may still face some challenges in excising the implementation of records management programme with an organization. Those challenges should be talked over time but there are two important aspects that have to be bared in mind namely, the organizational structure and strategic plan (Keakopa 2013:37).

9. The experiences gain from the implementation of records management project

Some Mozambican organizations in public sector start developing and implementing records management projects. The Mozambique Historical Archives has been contracted in last five years for designing and implementing a range of records management strategies. The number of interested organizations has been dramatically increased over time as it is reflected in table 1:

Table 1: Private organizations and public government agencies that requested to MHA the implementation of records management strategies.

Identification of public government agencies	Year of implementation
Institute of Mozambique Civil Aviation (IACM)	2016-2017
Institute of Mozambique Insurance Supervision (ISSM)	2016-2017
Institute of the State Participation Management (IGEPE)	2012-2013
Malonda Fundation	2005-2006 (Records survey)
Millennium Challenge Account (MCA-Moçambique)	2013-2014
Ministry of Finance	2014 (Records survey)
Ministry of Foreign Affairs (GON)	2014
Ministry of Tourism	2015
Mozambique Agrarian Researching Institute (IIAM)	2007 (Records survey)
National Fund for Housing Development (FFH)	2016-2017
National Fund of Tourism	2015
National Institute for Fishery Development and Aquaculture	2017 (Records survey)
National Institute of Fishery Inspection	2017
National Institute of Statistics (INE)	2016 (Records survey)
School of Fishery	2012-2013
Supreme Court	2005-2006 (Records survey)

It means that, the role of the MHA has been gradually recognized particularly in the public sector in Mozambique. A number of public government agencies are requesting advice from the MHA for the development of their records management strategies. Nevertheless, a shortage of financial and material resources for the implementation of the records management projects are the great challenges to overcome by those organizations. As a result, a number of them have requested a records survey from the MHA in order to design a working and changing plan but they did not managed to get support for the funding for the implementation of the records management project as whole. This situation can be viewed from the table 1.

On the one hand, when the records management project is fully implemented within an organization, records management changes are introduced. The records services within that organization are characterized by some of the above identified project output (See section 8.3 of this paper for further information). In other hand, the records management professional from the MHA do gain and enhance their practical skills with regards:

- Designing and carrying records management surveys;
- Designing and budgeting of working plan;
- Delivering records management training complying with The National Archives and Records Management Act;
- Assigning responsibilities within involved parts;
- Establishing a sound communication structure within the participants from the button to the top senior management and vice versa;
- Monitoring, evaluation and reporting the implementation of the project.

Meanwhile, to keep the output of the records management project alive the existing staff should well trained and qualified. It means that the requested records management project should be sustainable over time through a commitment of the top senior management within an organization (Kaekopa2013:46). The records management staff are crucial of an organizational business. Who can only add value to the fund likely to be made available by top senior management otherwise, the project may not definitely succeed.

10. The challenges for effective and efficient management and preservation of public sector records

The provision of funding and material resources for the records management function within the organization plays important role for operationalization any programme. However a strategic planning on records management programme should be considered. Otherwise, recognition of documentation and information career and recruitment of qualified records management personal may not occur on the regular base posing enormous difficulties in implementation of a proper records management programme within public government agencies encompassing the management of electronic records. Currently, consolidation of the creation of records appraisal

and disposal committees within public sector; creation of records management units within public sector; operationalization of National Commission on Archives; consolidation of designing classification scheme and retention schedule for specific records within public sector; and operationalization of classification scheme and retention schedule for common records within public sector are the key records management aspects to be implemented within the public sector in Mozambique. Furthermore, formulation of policies one on photo-reproduction, copying, digitization and microfilming and other one on the management of audio visual archives are issues as well as the construction of records management centers at central, provincial and district levels within the public sector across the country. These are the issues that border records professionals.

10. Conclusions

Preservation and access to records are preceded by organization and planning of records processes within a State central department and public government agency. Back logs both pose difficulties either to access to information contained in records or to conservation and preservation of records. A regular records management assessment and followed by a budgeted action plan of the management function can limit a loss of the documentary institutional memory that was on the risk. A lack of adequate funding and material and trained and qualified human resources for the records management function is crucial issue to deal with in a public government organization.

In short, by defining strategic priorities based on an effective coordinated and articulated approach of all stakeholders of the National State Archives System at central, provincial and district levels should be a way forward for the current identified challenges.

11. Recommendations

In this section, the recommendations will be discussed on the key above challenges as follows: Recognition of Documentation and information professional, recruitment of qualified records management personal, records management planning for accountability, provision of funding and material and human resources, management of electronic and audio visual records and archives and formulation of photo-reproduction, copying, digitization and microfilming policy.

a) Recognition of Documentation and information professional

The approved documentation and information career should be implemented. It must followed by assigning records management responsibility within the organization creating the records management units.

b) Recruitment of qualified records management personal

There is a need for a planned estimation at central, provincial and district levels of the public sector of required qualified staff on records management so that the existing gaps can be filled gradually. The national schools of Documentation and Information can be invited to establish a partnership for short records management projects.

c) Records management planning for accountability

The Central Director of the National State Archives System through CEDIMO should ensure that all Permanent Secretary and the correspondent Senior management are effectively implemented the approved records management particularly, regarding the creation of records appraisal and disposal committees, creation of records management units within public sector, designing classification scheme and retention schedule for specific records and operationalization of classification scheme and retention schedule for common records within public sector.

d) Provision of funding and material and human resources

Provision of funding and material and human resources for the records management function within the organization through creation of records management units within State central departments and public government agencies of the public sector;

e) Management of electronic and audio visual records and archives

There is a need for formulation of specific policy, standards, procedures and regulations for the management of electronic and audio visual records and archives

f) Formulation of photo-reproduction, copying, digitization and microfilming policy

As policies of electronic and audio visual records are needed to put in place the reprography policy is also crucial for preservation and access.

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