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## MANAGEMENT AND PRESERVATION OF DIGITAL RECORDS IN TANZANIA

### Abstract:

The paper draws on the findings of the *Aligning Records Management with ICT/e-Government and Freedom of Information in East Africa* research project, recently completed by the International Records Management Trust (IRMT), to examine the situation in Tanzania. Comparisons will be made with the situations in the other countries of the East African Community (Burundi, Kenya, Rwanda and Uganda) in order to explore the impact and possible consequences of ad hoc computerisation and digitisation on government record-keeping.

### Key words:

digital records, digital preservation, records management, Tanzania

### Izvlček:

#### Upravljanje in hramba digitalnih zapisov v Tanzaniji

Prispevek predstavlja odkritja raziskovalnega projekta z nazivom "Usklajevanje upravljanja z dokumenti z ICT/e-Vlado in svoboda informacij v Vzhodni Afriki," ki ga je pred kratkim končal Mednarodni fond za upravljanje z dokumenti (International Records Management Trust - IRMT), da bi raziskal situacijo v Tanzaniji. Narejene so povezave med stanjem v drugih državah Vzhodnoafriške skupnosti (Burundi, Kenija, Ruanda in Uganda), z namenom raziskati vpliv in možne posledice ad hoc informatizacije in digitalizacije vladnega upravljanja z dokumenti.

### Ključne besede:

digitalni zapisi, digitalna hramba, upravljanje z dokumenti, Tanzanija

## INTRODUCTION

In 2011 the International Records Management Trust completed a two year research project in the five East African Community (EAC) countries; Burundi, Kenya, Rwanda, Tanzania and Uganda. The project, *Aligning Records Management with ICT/e-Government and Freedom of Information in East Africa*, was funded by Canada's International Development Research Centre. The aim of the project was to assess the extent to which records management was being factored into plans or initiatives in the areas of ICT/e-government and Freedom of Information, which are priority areas for the governments of the EAC countries.

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The research included literature, legislation and policy reviews, and interviews with senior government officials. The results provided a picture of the current status of ICT/e-government, Freedom of Information and records management at the national level. Case studies were then conducted in courts in each of the five countries, particularly examining the integration of records management functionality into court case management systems. This permitted us to see how gaps in the national frameworks for digital records management affected systems and citizens.

This paper provides an overview of the findings in Tanzania, compares them with the findings in the other EAC countries via the national framework for digital records management, and considers the risks to systems and citizens when the gaps in the national framework are not addressed.

## **THE CREATION OF DIGITAL RECORDS IN THE TANZANIAN PUBLIC SECTOR**

Digital records are being created by the Government of Tanzania, through both the digitisation of hard copy records and the creation of 'born digital' records in e-government systems. The Government of Tanzania is committed to using e-government as a tool for socio-economic growth in the public and private sectors. Their journey to e-government started with the introduction of the National Information and Communications Technologies Policy in March, 2003. The policy states that e-government will be used to facilitate the public's relationship and interactions with the Government of Tanzania. It links accurate and timely information generated through e-government with the Government's ability to shape policies, strategic plans and tactical decisions for developing and enhancing the delivery of affordable public services. The policy reflects confidence in the ability of e-government to promote good corporate governance by furthering information sharing.

The policy considers strategic ICT leadership, ICT infrastructure, the ICT industry, human capital, the legal and regulatory framework for ICT, local content and universal access. The policy was followed by a Cabinet directive in 2004 that called for developing a government-wide unified communications network for e-government implementation, creating awareness of strategic opportunities for ICT use across the public service, and establishing a focal point for co-ordinating existing fragmented and isolated e-government initiatives.

In August 2009, the Government took another important step by launching an e-government strategy to provide a more co-ordinated and citizen-driven focus to Tanzania's e-government initiatives and ensure that they bring services to citizens through an organised adoption of ICT. By that time, a number of significant developments were underway, including the installation of a government-wide network, sensitising large numbers of public servants to ICT opportunities, and implementing several government-wide systems, including the Integrated Human Resource and Payroll Management System, Integrated Financial Management System and the Geographical Information System.

## **MANAGING DIGITAL RECORDS IN THE TANZANIAN PUBLIC SECTOR**

In October 2009, the Government moved forward with its e-government strategy. It issued two significant circulars that demonstrated its recognition that records management is a vital component of ICT and e-government programmes. The

circulars provide clear guidance on controlling and using information created in electronic form. *Circular No 5* includes requirements that confidential government information should be protected when staff members use electronic storage media such as flash disks, diskettes, tapes, DVDs and CD-ROMs and that hard disks identified for disposition should be sent to the Records and Archives Management Department (hereafter, the National Archives) for storage. However, it does not recognise the need for National Archives inputs at the point that the records are created and captured in electronic systems.

*Circular No 6* also addresses electronic information management issues. It provides instructions on the retention and disposition of government information in electronic form. The circular requires that:

- Government electronic storage media must be used for official purposes only and only during office hours.
- Public servants may not use government computers or electronic storage devices for personal use inside or outside the office.
- All government data should be properly preserved in a secured storage media for future data recovery.
- Retention and disposal of digital records should follow the retention and disposal schedules for paper records and the system for digital records management should indicate which records are supposed to be transferred to the National Archives for permanent preservation and when records with no permanent value are to be destroyed.
- Records should be digitised and scanned according to standards set by the President's Office - Public Sector Management (PO-PSM), under which the National Archives sits.
- When using the Internet, government institutions should follow government regulations regarding security, confidentiality and records management.
- Confidential information should not be sent via the Internet. Fax should be used if necessary.

The circular refers to the role of the National Archives in relation to preserving digital records 'for future data recovery'. However, it is not clear how the National Archives is to achieve this, as there is no provision for a national digital preservation plan or for a national digital repository, which are essential components of a national e-government strategy.

*Circular No 6* directs civil servants to apply retention rules for paper records to digital records, and it requires that the documentation for electronic systems should indicate which records will eventually be transferred to the National Archives for preservation. This instruction is crucial to the preservation of government records, but there are still many issues to address.

Retention and disposal schedules for paper records have been in use in Tanzania since the 1990s, but they are not working effectively. There is a lack of understanding of the use of retention schedules. The schedules legally authorise records offices and the National Archives to destroy records that meet the specifications in the schedules without seeking permission again, but senior officials

tend to be unwilling to authorise destruction due to a concern that they may be acting illegally. As a result, the storage space in government offices and at the National Archives is largely full. Under the schedules, some records could be destroyed in the creating agencies, but this does not happen. The present situation delays the process of destruction and results in severe congestion in limited storage facilities. This makes records that are still needed increasingly difficult to locate.

There is also an issue in relation to digital preservation. The National Archives has no facilities for receiving or storing digital records securely, nor do the ministries, departments or agencies (MDAs) that are creating the digital records have the facilities needed to store and preserve them reliably over time. The National Archives needs to develop a digital repository as a matter of urgency.

The circular recognised the need to digitise hard copy records in accordance with standards set by the National Archives. However, there is no technical committee for information science within the Tanzanian Bureau of Standards that could adopt existing international standards as national standards. MDAs need guidance on scanning using consistent formats and according to international standards, assigning appropriate metadata to digital surrogates and linking digital surrogates to the hard copy originals. Staff in the MDAs indicated that a good deal of time and money has been lost because digitisation projects were conducted in isolation, without guidance.

There is also the question of how the digital copies are to be stored. For example the Ministry of Land's staff indicated that the sustainability of scanning initiatives has not been given priority. They have encountered problems, including the lack of resources needed for on-going scanning. They also stated that the earliest batch scanning initiatives were indiscriminate and that files were not put in order before scanning started, with the result that the corpus of digitised records is in disarray.

The National Archives needs to introduce standardised formats and metadata for digital records, but it does not have the expertise to do so and there is no source of training in Tanzania that could build this capacity. These formats and standards need to be linked to the requirements of a digital repository, but as yet there are no plans for a digital repository. The E-Government Strategy of 2009 indicates that a data centre should be developed by 2013, but it is not clear whether this data centre is intended also to serve as a repository for digital records. The stakeholders consulted were not aware of the international standards for digital repositories, and in particular for Trusted Digital Repositories. The National Archives has not been involved in preparing the blueprint for the data centre, which suggests that it is not intended to serve as a digital repository.

Despite these challenges, the National Archives is well positioned to support records management in MDAs. It is significant that the National Archives is a division of the President's Office, which, as staff within the National Archives and in the MDAs explained, gives the National Archives a certain level of authority that it would not have if it were in a less powerful ministry, regardless of its legal mandate. Moreover, records management is a standing item on the agenda of the President's Office Directors' Meetings. In no other EAC country is the issue of government records afforded this level of attention.

More than the other National Archives in the EAC countries, the National Archives of Tanzania has begun to make inputs to ICT and e-government projects. It

has been involved in consultations on government policies and strategies related to ICT and e-government. However, these consultations are *ad hoc*. There is no mechanism in place to ensure that the National Archives is consulted on all ICT and e-government projects. Despite its interest and concern, the National Archives relies on a theoretical understanding of digital records management issues, as it has not benefited from professional training and expertise in the practical issues involved. It has good working relationships with MDAs, through its network of Departmental Records Officers, and it is often asked to provide guidance and advice on records management.

The Ministry of Communication, Science and Technology is expected to monitor ICT projects in MDAs, and as a step in this direction, it is establishing a standard-setting ICT Board to be responsible for issuing specifications for government systems. If the National Archives could work closely with this Board, a great deal could be achieved toward closing the gap between records management and ICT/e-government. The National Archives could also work with the Tanzania Bureau of Standards to help develop technical protocols for managing digital records in line with international practice. However, again, the National Archives will need to be equipped with new skills in order to fulfil its legal role in the digital environment.

#### **THE ROLE AND CAPACITY OF THE NATIONAL ARCHIVES**

Although the National Archives of Tanzania had existed since 1965, the Records and Archives Act of 2002 broadened its power by establishing it as the Records and National Archives Division (RAMD) within the President's Office - Public Service Management. The Act is clear on the National Archives' roles and responsibilities, which include maintaining oversight and co-ordinating the government records management programme. In this capacity, the National Archives advises on government records systems and oversees staff capacity development in MDAs by offering training in collaboration with the Tanzanian Public Service College.

The National Archives has 70 staff, of which 40 are archives and records management professionals. The staff development budget has been used to provide professional and management training, largely through the Tanzanian Public Service College, the Eastern and Southern African Management Institute, and the School of Library, Archive and Information Studies at University College, London.

The National Archives has issued guidance on digital records management, but there are still components of a national digital records management framework that need to be established. Tanzania recognises the impact of poor records management on the efficiency of government operations and on accountability and transparency in the public sector and has been working to strengthen its records management systems for nearly a decade and a half. Between 1997 and 2001 a records management improvement project, funded by the UK Department for International Development, delivered a number of key reforms, that involved:

- passing a new records Act
- establishing the Records and National Archives Division, President's Office - Public Sector Management
- creating a records cadre across government
- developing and introducing a new file classification system based on keyword

#### indexing

- introducing a full range of file control systems, including file titling rules, location indexes, file censuses, file movement procedures and access controls across a wide range of MDAs
- developing records retention and disposal schedules
- introducing physical improvements to registries, which were upgraded to records offices, including removing closed files to the records centre or destroying files with no ongoing value, according to the schedules
- developing and extending a professional certification course in records management at the Tanzanian Public Service College.

When consulted, the National Archives' senior management team and key operational staff noted that the Government of Tanzania expects the National Archives to manage records and archives to ensure the safe custody and integrity and trustworthiness of government records and to make information available when it is needed. The staff commented that the National Archives services, including the support of MDA record-keeping, have improved since 1996 due to the Public Sector Reform Programme, which is now in its second phase. The number of complaints about service received from the public has reduced during this time. The staff cited examples of improvements:

- Records management in MDAs is now monitored and evaluated regularly, including quarterly assessments, for instance key records, such as missing land titles, have been discovered during National Archives inspections.
- Departmental records officers have been appointed in each MDA and meet annually at a National Records Management Forum.
- A procedure has been developed for seconding National Archives staff to MDAs when problems arise. The staff stated that MDAs are receptive, and that good working relationships have developed between the National Archives and MDAs because of these mechanisms.

They also gave examples of the challenges that they face in strengthening records management in the MDAs. These include:

- inadequate storage space in MDAs and within the National Archives
- inadequate skill levels among departmental records officers, especially up country, in relation to ICT and digital records management to equip them to manage the digital records in their care
- the lack of protocols and facilities for managing digital records over time
- inadequate funding to procure digital records management systems. The National Archives did seek funding to acquire a system for the whole of Government but was unsuccessful.

The National Archives does not oversee any e-government projects, but it was invited to participate in formulating the national e-Government strategy, which may, in part, be due to the National Archives' high visibility in Government. Tanzania's

development strategy, *Achieving Economic Growth, Prosperity and Reduction of Poverty by 2025*, establishes a role for the National Archives in its provisions for good governance and accountability, and this has been factored into the National Archives' corporate action plan. The National Archives attempts to preserve paper records over time through conservation (though equipment and supplies are limited) and through microfilming. Digital records management remains an issue. However, the National Archives is beginning to examine data migration as a preservation strategy. The over-arching issue for the National Archives is that there is no infrastructure for the long term preservation of digital records.

The National Archives does not have a designated digital records unit, a digital repository or a budget to support this work. This means that records remain in the MDAs, where they are unlikely to survive long. The National Archives and Records Administration in the United States estimates that there is a six month half life on a preservation opportunity for digital records: the opportunity to preserve the readability and accessibility of the record deteriorates by half every six months. The development of digital records management has largely been left to the IT staff in individual MDAs, with the result that there is inconsistent treatment of records.

To summarise the challenges facing the National Archives, it is significant that there is no:

- digital preservation strategy to ensure that the digital records remain accessible for as long as they are needed
- guidance on key issues, including classification, naming conventions and titling to support accurate retrieval
- training in digital records management
- standardised guidance on functional or system requirements and no records management input to IT processes
- formal business continuity plans or assessments of the risk to digital records caused by, for instance, power failure or surges, system or telecommunications break downs, computer malfunctions or data input errors
- education for users in identifying what digital records are pertinent to the organisation's business
- off-site back-up and storage
- print and file policy to ensure that significant records are placed on the relevant registered files until digital records management is introduced; as a result, paper files on a specific subject are incomplete because some information is held on computer and some in paper form.

## **A NATIONAL FRAMEWORK FOR DIGITAL RECORDS MANAGEMENT**

An important product of the *Aligning* project was the national framework for digital records management. This framework outlines the components that need to be in place at the national level, to allow the government to manage digital records adequately. This framework was used to gauge the situations in the five East African Community countries. The following version shows how Tanzania is presently performing.

<b>ICT/ e-Government</b>	
Planning for ICT/ e-Government systems ensures that the records needed for the proper functioning of the system are complete, accurate and accessible.	X
Planning for ICT/ e-Government systems addresses functionality for the management of records from creation to disposition.	X
The national records and archives authority is included in consultations on ICT/ e-Government initiatives.	X
<b>Freedom of Information</b>	
An FOI law has been enacted.	X
The FOI legislation is aligned with existing legislation, particularly the national records and archives legislation and other legislation relating to the release of information.	X
FOI legislation specifically over-rides a 30 year access law where there is one.	X
The FOI law stipulates mandatory response times.	X
A plan for FOI implementation has been adopted by the Government.	X
The plan for FOI implementation considers the completeness, accuracy and accessibility of government records in all formats.	X
The plan for FOI implementation makes all government staff aware of their responsibilities for managing records.	X
<b>Records Management</b>	
<b>Legislation</b>	
The records and archives legislation establishes a single authority on the management of government records, from creation to disposition.	✓
The records and archives legislation positions the national records and archives authority centrally within government so that it can fulfill its crosscutting function.	✓
<b>Policy</b>	
A government-wide records management policy has been adopted to define responsibilities for records management and relationships with ICT/ e-Government and FOI bodies.	X
<b>Standards</b>	
The national records and archives authority has adopted a records management standard has been adopted (ie ISO 15489).	X
A standard for records management functionality in ICT systems has been adopted (ie ICA-Req or MoReq).	X

A standard for archival management and digital preservation has been adopted.	X
<b>Procedures</b>	
The national records and archives authority has issued or approved procedures for every phase of the management of records, from creation to disposition.	X
A national retention and disposal schedule exists and is applied to all hard copy and digital records.	X
The national records and archives authority is mandated to enforce compliance with the retention and disposal schedule.	X
<b>Staffing</b>	
A cadre of records management staff exists.	X
A scheme of service exists for staff responsible for managing records in electronic or paper form, from creation to disposition. The scheme of service spans government and ranges from clerical to management positions.	X
<b>Infrastructure and Facilities</b>	
The national records and archives authority is allocated sufficient funds to fulfil its mandate.	X
MDAs have sufficient space and equipment to manage active records securely, in electronic and paper formats.	X
Purpose built records centres have been provided for the storage of inactive records.	X
Purpose built archival repositories have been provided for the storage of inactive records.	X
A digital repository has been created to preserve digital records over time.	X
<b>Capacity Building</b>	
Training in records management is available to staff at all levels and includes practical training in digital records.	X
University programmes offer in-depth education for records management with practical training in digital records management.	X

The following table shows the results for the region.

	Burundi	Kenya	Rwanda	Tanzania	Uganda
<b>ICT/ e-Government</b>					
Planning for ICT/ e-Government systems ensures that the records needed for the proper functioning of the system are complete, accurate and accessible.	X	X	X	X	X
Planning for ICT/ e-Government systems addresses functionality for the management of records from creation to disposition.	X	X	X	X	X
The national records and archives authority is included in consultations on ICT/ e-Government initiatives.	X	X	X	X	X
<b>Freedom of Information</b>					
An FOI law has been enacted.	X	X	X	X	✓
The FOI legislation is aligned with existing legislation, particularly the national records and archives legislation and other legislation relating to the release of information.	X	X	X	X	X
FOI legislation specifically over-rides a 30 year access law where there is one.	X	X	X	X	X
The FOI law stipulates mandatory response times.	X	X	X	X	X
A plan for FOI implementation has been adopted by the Government.	X	X	X	X	X
The plan for FOI implementation considers the completeness, accuracy and accessibility of government records in all formats.	X	X	X	X	X
The plan for FOI implementation makes all government staff aware of their responsibilities for managing records.	X	X	X	X	X
<b>Records Management</b>					
<b>Legislation</b>					

The records and archives legislation establishes a single authority on the management of government records, from creation to disposition.	X	X	X	X	✓	X
The records and archives legislation positions the national records and archives authority centrally within government so that it can fulfil its crosscutting function.	X	X	X	X	✓	X
<b>Policy</b>						
A government-wide records management policy has been adopted to define responsibilities for records management and relationships with ICT/ e-Government and FOI bodies.	X	X	X	X	X	X
<b>Standards</b>						
The national records and archives authority has adopted a records management standard has been adopted (ie ISO 15489).	X	X	X	X	X	X
A standard for records management functionality in ICT systems has been adopted (ie ICA-Req or MoReq).	X	X	X	X	X	X
A standard for archival management and digital preservation has been adopted.	X	X	X	X	X	X
<b>Procedures</b>						
The national records and archives authority has issued or approved procedures for every phase of the management of records, from creation to disposition.	X	X	X	X	X	X
A national retention and disposal schedule exists and is applied to all hard copy and digital records.	X	X	X	X	X	X
The national records and archives authority is mandated to enforce compliance with the retention and disposal schedule.	X	X	X	X	X	X
<b>Staffing</b>						
A cadre of records management staff exists.	X	✓	X	X	✓	✓

A scheme of service exists for staff responsible for managing records in electronic or paper form, from creation to disposition. The scheme of service spans government and ranges from clerical to management positions.	X	X	X	X	X	X
<b>Infrastructure and Facilities</b>						
The national records and archives authority is allocated sufficient funds to fulfil its mandate.	X	X	X	X	X	X
MDAs have sufficient space and equipment to manage active records securely, in electronic and paper formats.	X	X	X	X	X	X
Purpose built records centres have been provided for the storage of inactive records.	X	✓	X	✓	X	X
Purpose built archival repositories have been provided for the storage of inactive records.	X	X	X	X	X	X
A digital repository has been created to preserve digital records over time.	X	X	X	X	X	X
<b>Capacity Building</b>						
Training in records management is available to staff at all levels and includes practical training in digital records.	X	X	X	X	X	X
University programmes offer in-depth education for records management with practical training in digital records management.	X	X	X	X	X	X

## THE CONSEQUENCES OF WEAK NATIONAL FRAMEWORKS FOR DIGITAL RECORDS MANAGEMENT

The *Aligning* project assessed court case registration systems, where they are in use, in the five East African Community countries. The purpose of these studies was to consider the impact of the state of the national framework for digital records management on the lowest level (systems and, by extension, users and citizens).

The use of case management systems in the Tanzanian Judiciary is very limited. The Commercial Court had adopted a case management system and this was being replicated in the civil section of the High Court at the time of the study. The implementation of this system was facing several challenges. For instance, the High Court had been trying to back capture pending civil court cases for two years, but the exercise was yet to be completed, with the result that the Court was not able to produce Cause Lists. There were also problems that were yet to be resolved by the system developer. The result was that some registrars and judicial officers held opinions of the system that were less than favourable. The system is criticised for being of limited use.

The following assessment was made of the Case Management System (CMS) in use at the Dar es Salaam High Court.

The process mapping and risk assessments that have occurred in advance of the case management system design have not identified key points of records creation or capture. Further, no international standards for records management have been consulted in the design of the system. As a result, the system does not enable the measurement of records management performance. No mechanisms have been created to assess the system's compliance with records management requirements and therefore no regular assessments of this kind are conducted. Further, no performance standards for records security, data quality or data completeness have been developed against which to assess the system.

The system has limited functionality in terms of its ability to manage records through the records lifecycle. The system cannot capture records in all formats and has much the same functionality as MS Office with regard to converting record formats. The system cannot assign unique identifiers to documents, which limits searchability, slows retrieval and weakens the system's audit functionality.

The system does not include pre-defined metadata for records, nor rules for controlling metadata. This means that preferred indexing terms are not used, making possible data entry errors and the use of synonyms. Searches are therefore less comprehensive, which makes locating pertinent records difficult. This can have serious consequences for cases before the court and for the rights and entitlements of citizens. This situation would also make compliance difficult if a Freedom of Information law were to be enacted.

The system is not yet capable of assigning retention and disposal actions during records creation. This will mean that when administrators wish to move records to a digital repository for safe-keeping over time or to delete out-dated records from the system, individual records will need to be opened and assessed against a retention and disposal schedule. This process is time-consuming and therefore expensive.

The system has only limited audit trail functionality, and the audit trail is not monitored. There is no functionality for tracking user access to records, nor recording changes to records or their metadata. This leaves the records in the system

open to tampering and calls into question the reliability of all the information contained in the system. This is a flaw that could undermine confidence in the court and provide grounds for questioning judgments. Further, this could allow alterations to metadata that could effectively render records ‘lost’ in the system.

The system does not link digital records to paper records, which means that digital and hard copy records for the same case must be searched and tracked separately.

At the time of the assessment no back-ups were made of records contained in the system, though back-ups were planned. In effect, all digital records stored in the system between its implementation and the introduction of back-ups were at serious risk of corruption and loss.

The fact that records management issues have not been addressed in the design of the case management system is a result of the low profile of records management within the Judiciary. As elsewhere in the region, the ICT Committee responsible for managing the development of ICT capacity in the Judiciary in Tanzania does not include records management experts. This has contributed to the absence of digital records management components in the ICT Road Map, the Judiciary’s strategic plan for computerisation.

It is likely that the issues identified during our analysis of the system would have been addressed during the system design phase, if the missing components of the national framework for digital records management had been in place. For example, the three ICT/e-Government components are missing from the Tanzanian national framework.

<b>ICT/ e-Government</b>	
Planning for ICT/ e-Government systems ensures that the records needed for the proper functioning of the system are complete, accurate and accessible.	<b>X</b>
Planning for ICT/ e-Government systems addresses functionality for the management of records from creation to disposition.	<b>X</b>
The national records and archives authority is included in consultations on ICT/ e-Government initiatives.	<b>X</b>

Two further components of the framework are critical here. The first is the adoption of a standard for records management functionality in ICT systems. If ICA-Req or MoReq had been adopted and promoted as a national standard, the developers of the case management system could have used it to guide system design.

<b>Standards</b>	
A standard for records management functionality in ICT systems has been adopted (ie ICA-Req or MoReq).	<b>X</b>

Secondly, had a high reaching scheme of service for records professionals been in place, suitably senior staff might have been positioned to contribute to the system specifications.

<b>Staffing</b>	
A scheme of service exists for staff responsible for managing records in electronic or paper form, from creation to disposition. The scheme of service spans government and ranges from clerical to management positions.	<b>X</b>

It is clear that the failure to address records management at the highest level, that is, through government policy, has resulted in a lack of awareness of the issues at the lowest levels, viz. systems design. This has repercussions for the citizenry, including delays to court cases when records cannot be found, which can be expensive to the point of precluding some citizens from accessing justice. The risk to digital records that cannot be safeguarded and audited also jeopardises the rights of citizens, when either through error or misconduct, records are altered or destroyed.

## CONCLUSION

The gaps in the national framework for digital records management are already having repercussions at the lowest level in terms of the practical and technical design and implementation of electronic systems. The lack of attention to records management functionality in systems, such as the case management system in use at the High Court at Dar es Salaam, directly affect the performance of the courts and the enjoyment of rights and entitlements by citizens whose cases they manage. Additionally, our research showed that many expensive systems have been abandoned for traditional hard copy record-keeping systems because records could not be retrieved or relied upon, both in Tanzania and across the East African Community. If governments are going to embrace ICT and e-government systems, it is of critical importance that they also ensure a national framework for digital records management is in place, to ensure that the digital records created by these systems are available to support informed decision making, the rights and entitlements of citizens, and for the preservation of the national historical record.

## POVZETEK

### UPRAVLJANJE IN HRAMBA DIGITALNIH ZAPISOV V TANZANIJU

Ministrstva, oddelki in agencije Vlade Tanzanije že ustvarjajo izvorno digitalne zapise. Čeprav je Državni arhiv Tanzanije izdal navodila za dolgoročno upravljanje teh digitalnih zapisov, se država sooča z mnogimi izzivi glede razumljivega pristopa k ustvarjanju, zajemu, uporabi in hrambi digitalnih zapisov. Za izvorno digitalno gradivo to pomeni veliko tveganje, predstavlja grožnjo dobremu upravljanju, državljanskim pravicam in nacionalnemu zgodovinskemu spominu. Prispevek opozarja na odkritja raziskovalnega projekta z nazivom *Usklajevanje upravljanja z dokumenti z ICT/e-Vlado in svoboda informacij v Vzhodni Afriki*, ki ga je pred kratkim končal Mednarodni fond za upravljanje z dokumenti (International Records Management Trust - IRMT), da bi raziskal situacijo v Tanzaniji. Narejene so povezave med stanjem v drugih državah Vzhodnoafriške skupnosti (Burundi, Kenija, Ruanda in Uganda) z namenom raziskati vpliv in možne posledice ad hoc informatizacije in digitalizacije vladnega upravljanja z dokumenti.