



Report: State of Government Recordkeeping and Public Records Act 2005 Audits 2013/14



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Contents

- Introduction1**
 - Recordkeeping as normal prudent business practice 1
 - Archives New Zealand’s work programme to support government recordkeeping 2
 - Structure of the report..... 3

- Section 1: State of government recordkeeping5**
 - Overview 5
 - Themes and recommendations 5

- Section 2: Audit Programme findings11**
 - Audit Programme background 11
 - Audit methodology 11
 - Scope of the audits..... 12
 - Summary of key audit findings for 2013/14 12

- Appendix A: Extracts from the Public Records Act 200520**

- Appendix B: Entity types audited22**

- Appendix C: Public offices audited23**

- Appendix D: Definition of functional areas25**

Introduction

This report is issued by the Chief Archivist under sections 32 and 35 of the Public Records Act 2005 (the Act). The relevant sections of the legislation are attached at Appendix A. This report provides an overview of the key issues and opportunities for government recordkeeping and presents the results of the audits completed during the 2013/14 financial year.

The purposes of the Act include enabling Government to be held accountable through creating and maintaining full and accurate records of its affairs, and enhancing public confidence in the integrity of public records. The auditing of specified recordkeeping practices and reporting of findings to Parliament directly contribute to those objectives.

Information management in the public sector has always faced changes and challenges but increasingly these are driven by technology, both the old and the new. Traditional recordkeeping practices have not kept pace with the speed of technological change and the New Zealand public sector needs to work together to find new ways of managing information assets over time and enabling their use and re-use.

Recordkeeping as normal prudent business practice

Recordkeeping is crucial to improving the efficiency and accountability of government. Effective business decision making relies on timely access to reliable information. Well-integrated recordkeeping reduces the time spent finding information and supports the reliability and authenticity of the information. Significant administrative and storage costs are reduced by ensuring records are kept only as long as they are required for normal prudent business practice.

Benefits of managing records

Public offices cannot function without trustworthy evidence of business activity. Credible records are required to:

- design and deliver services
- make good decisions and good policy
- earn public confidence
- understand, manage, report on and account for business activities
- track progress against objectives
- demonstrate compliance with legislative and regulatory requirements
- prepare effectively for litigation
- protect their contractual and other interests
- achieve business continuity
- maintain corporate memory
- protect the rights and entitlements of New Zealanders.

A systematic approach to creating, maintaining and disposing of records enables public offices to achieve the benefits described above, and to do so effectively and efficiently. It allows them to:

- create the records they really need
- realise the true value of their records as information assets
- find and access all of the right records at the right time and use them with confidence
- preserve records for as long as required and then dispose of them appropriately
- assess the relative importance of different kinds of records
- identify and protect records containing sensitive, confidential or private information
- control costs associated with finding, accessing and preserving records.

Risks of not managing records

Public sector organisations that do not systematically manage the creation and maintenance of their records are more likely to:

- create records that are not fit for purpose
- leave important activities undocumented
- misunderstand the information in records
- lose track of, misplace or accidentally damage or destroy records, including those with long-term value to the New Zealand public
- lose the ability to access records when required
- lose trust in the records that can be found and accessed
- allow inappropriate access to records containing sensitive, confidential or private information
- incur unnecessary operational and remediation costs.

Ineffective and inefficient records management thus exposes public sector organisations to the risk of not attaining the benefits outlined above.

Archives New Zealand's work programme to support government recordkeeping

The Act establishes a framework for supporting, monitoring and improving recordkeeping across public offices. Archives New Zealand operates a programme of work that enables public offices to ensure the objectives and requirements of the Act are met.

Core elements of this framework include:

- the requirement for public offices to create and maintain full and accurate records in the course of normal prudent business practice
- the requirement for public offices to gain authorisation for the disposal of records from the Chief Archivist

- the Chief Archivist's authority to set standards to support the Act
- the requirement for the Chief Archivist to conduct independent audits of recordkeeping practices and report the result of these audits
- the requirement for the Chief Archivist to independently report on the state of government recordkeeping.

Archives New Zealand works to provide New Zealanders with assurance that:

- specified recordkeeping practices of public offices are identified and reported to public office chief executives
- recordkeeping areas that would merit further investigation/focus are identified and reported to public office chief executives
- recordkeeping practices found to be unfit for purpose are brought to the attention of public offices and chief executives and relevant governance bodies, together with recommendations for corrective or remedial action
- evidence suggesting improper or unlawful activity or systematic management failure is followed up to ensure plans to address problems are put in place.

Structure of the report

This report is in two parts:

- Section 1: The state of government recordkeeping
- Section 2: Audit Programme findings 2013/14.

The state of government recordkeeping

This section of the report is issued under section 32 of the Act. It identifies key trends and issues facing recordkeeping in the public sector, makes recommendations to public offices aimed at improving the state of government recordkeeping and reflects on the progress and change of recordkeeping within public offices. This section also mentions some of the work programmes in place to support public offices.

The information for this section is sourced from our operational dealings with and feedback from public offices, including:

- interacting with recordkeeping managers across the public sector to provide advice and support
- our training and events programme
- consultation and research undertaken as part of specific work programmes.

Archives New Zealand received 193 recordkeeping advice queries in 2013/14 from organisations subject to the Act. Archives New Zealand ran six training courses and five events in Wellington, Auckland, Christchurch and Dunedin. Archives New Zealand also receives complaints from members of the public who believe that a public office is not fulfilling its obligations under the Act and, where appropriate, conducts an investigation. This engagement, together with analysis of trends and issues affecting the recordkeeping sector, forms the basis of the findings on the state of government recordkeeping.

Audit Programme findings

The Audit Programme findings section of the report is issued under section 35 of the Act. The findings presented in this report are from audits undertaken across 40 public offices in 2013/14. This section does not contain information which may identify the individual audit findings of any specific public office.

This section presents a short analysis of each functional area audited. Each public office is audited using the same methodology to ensure consistency of findings. Audit compliance is measured from a continuous improvement perspective rather than using a pass/fail approach. The Audit Programme findings section of the report provides a more detailed overview of the audit methodology.

The 40 public offices audited in 2013/14 were made up of a different mix of entity types from the 2012/13 audits, as required by our standards, methodology and sampling requirements. Comparative analysis groups, for example by entity type, size of the organisation (determined by the number of full-time equivalent staff), will not be available until the full five year cycle of audits has been completed next year.

Mature recordkeeping capability was demonstrated by half of the public offices audited in 2013/14. Although it is an improvement on the previous year, we are concerned about this result, given that the Act was passed nearly 10 years ago.



Marilyn Little
Chief Archivist

Section 1: State of government recordkeeping

Overview

Analysis of information gathered by Archives New Zealand highlights three key themes in the government recordkeeping environment:

- all-of-government initiatives for recordkeeping
- creation and management of recordkeeping metadata
- managing records during administrative change.

Themes and recommendations

All-of-government initiatives for information management

The environment the public sector operates in is continually being transformed by technology. However, practices for managing information have not kept pace with this transformation. Public offices need support to manage information and records effectively and efficiently in new contexts including online, in the cloud, on mobile devices, using social media, in datasets and business systems.

Information management accountabilities and practices are not only fragmented and inconsistent, but also encourage or require agency-centric approaches. While progress has been made in establishing strategies for individual information domains and in the use of common technology capabilities, much more needs to be done to implement common information capabilities and shared, authoritative data sources.¹

As a consequence of this fragmented approach, New Zealanders must provide the same information to different public offices, meaning that information is duplicated across multiple systems and public offices. This represents poor service and bad recordkeeping practice.

There is a clear government objective to open up public sector information to provide for better analysis and more integrated services. The public and government have become less tolerant of poor information management practices, particularly those affecting the security of personal information.

¹ Government ICT Strategy and Action Plan p16, June 2013 <https://ict.govt.nz/assets/Uploads/Government-ICT-Strategy-and-Action-Plan-to-2017.pdf>

The Government ICT Strategy and Action Plan to 2017,² launched in June 2013, stresses the importance of managing information as a strategic asset.

Personal and classified information must be protected, secure and private, and only accessed and used for authorised purposes. This becomes even more critical where government services are increasingly available online. Capability and management awareness must be increased. Improvements to privacy and security of information across government are being overseen by the Information Privacy and Security Governance Group, chaired by the Government Chief Information Officer (GCIO).

One of the three common capabilities launched by the Department of Internal Affairs during the year is the all-of-government information management service Enterprise Content Management as a Service (ECMS). ECMS will support initiatives to improve information management in government, as outlined in the Strategy and Action Plan.

In addition to the document and records management tools provided by traditional electronic document and records management systems (EDRMS), ECMS services include workflow and collaboration tools and efficient access to information through mobile devices. ECMS will assist public offices to create, store, share, protect and manage their digital information, enabling them to provide better public services.

Common capabilities are intended to simplify ICT management in public offices, help them work together, and make them more efficient and effective. Public offices will need support and time to change to all-of-government solutions.

Feedback from public offices to Archives New Zealand indicates that some face significant challenges in working towards these goals, including a lack of investment in, and an awareness of, the importance of information management and the value of information as an asset.

Recommendation

- Public offices should engage with all-of-government solutions and not perpetuate a fragmented approach.

² Ibid p16

Creation and management of recordkeeping metadata

Metadata³ is a key aspect of good recordkeeping but is also one of the main challenges. *The 2013 Report on Agency Adoption of the ICT Declaration on Open and Transparent Government*⁴ notes that one of the common data-related themes across public offices was improving data structures and metadata to enable its use and re-use. Conversely, the challenges included:

- data quality and inconsistent data across sectors
- resources to find, catalogue and prioritise all of a department's data
- issues relating to information sharing between departments.⁵

Public sector records management is undergoing a digital transformation. Almost all records are now born digital or managed digitally. Digital records often need to last longer than the systems used to create and/or manage them and are dependent on metadata to provide the context for their use, re-use and sharing.

In 2008, Archives New Zealand introduced a mandatory standard for *Electronic Recordkeeping Metadata* accompanied by an optional set of *Technical Specifications*, which outlined the metadata required for good recordkeeping. However, the requirements in this standard did not apply to digital records created before 2008 or to the metadata required for physical records.

Archives New Zealand's digital continuity work has confirmed that there are many systems still in use in government that were implemented before the mandatory minimum metadata requirements of 2008. Many of those systems, and others implemented since then, were designed for a particular business need. The result of this is that they have been designed without consideration that the records, and the metadata, would need to be migrated or transferred to another public office or Archives New Zealand. An additional concern is that even when metadata is present, and in suitable quantities, poor management of that metadata over time has led to varying quality and consistency.

In December 2013, a new combined *Records Management Standard for the New Zealand Public Sector* was completed which is designed to replace the four standards: Disposal, Storage, Electronic Recordkeeping Metadata and Create and Maintain. The scope of the metadata requirements in the new standard has been simplified and broadened to apply to both physical and digital records and does not distinguish between records created before 2008 and those created after.

³ "Data describing context, content and structure of records and their management through time." (ISO 15489-2001).

⁴ *The 2013 Report on Agency Adoption of the Declaration on Open and Transparent Government* <http://ict.govt.nz/guidance-and-resources/open-government/declaration-open-and-transparent-government/2013-report-adoption-declaration/>

⁵ Ibid, point 35

Application of the new standard should gradually improve the quality of the metadata foundation required for enhanced use of information.

As noted above, in November 2013 a new all-of-government information management initiative, Enterprise Content Management as a Service (ECMS), was launched by the GCIO, and is intended to:

‘...improve the ability of agencies to create, store, share, protect and manage their digital information...help us to unlock the value of the information held across government to design and deliver new services and support evidence-based policy-making.’⁶

Adoption across government of the capabilities offered by ECMS will improve metadata quality by embedding the creation of metadata into agencies’ processes and enhancing capability across the sector.

Recommendations

- Public offices should implement minimum metadata requirements across all systems that manage information in any format, both digital and paper, to enable use and re-use
- Public offices should work with Archives New Zealand to build the minimum records management metadata into these systems as defined in Principle 3 of the new *Records Management Standard for the New Zealand Public Sector*, to enable appropriate management over time.

⁶ Department of Internal Affairs press release. 22 November 2013.
<http://www.dia.govt.nz/press.nsf/d77da9b523f12931cc256ac5000d19b6/fd86060c714dbc7acc257c2b00084fda!opendocument>

Managing records during administrative change

It was noted in the Chief Archivist's report on government recordkeeping for 2011/12⁷ that machinery of government changes presented both risks and opportunities for the public sector. The risks include:

- unlawful disposal of records which may include loss of vital records
- inability to transfer data across organisational systems
- inconsistent, ineffective and inefficient conduct of business
- loss of records that support New Zealand's economic, social and cultural development.

Change also brings opportunities, such as:

- improving and simplifying existing policies, procedures and practices for recordkeeping
- disposing of records no longer required for day to day use
- upgrading or changing systems to better meet recordkeeping requirements.

In 2013/14 there were a number of significant transfers of function between public offices, most particularly from the Ministry of Business, Innovation and Employment to WorkSafe, and the transfer of the Ministry of Civil Defence and Emergency Management from the Department of Internal Affairs to the Department of the Prime Minister and Cabinet.

In these examples, the transferring agencies regularly engaged with Archives New Zealand to identify and manage any recordkeeping issues, particularly how to manage the disposal of non-current legacy records, both physical and digital.

This issue highlights the increasing impact of two of the themes identified in 2011/12:

- the benefits of having systematic records disposal programmes, and
- the difficulties in transferring born-digital records.

During 2013/14, Archives New Zealand has also successfully worked to ensure newly-created agencies are aware of their obligations under the Act. When the Government extended the Mixed Ownership Model (i.e. partly Crown ownership and partly private) to four State-Owned energy companies, a specific provision was added to the Act to clarify the divided public-private management of the records. Consideration of information management issues in the early development of policy and legislation is the best approach for policy agencies to take.

⁷ Chief Archivist's Report to the Minister: *State of Government Recordkeeping and Public Records Act 2005 Audits 2012/13*, May 2014 http://archives.govt.nz/sites/default/files/2011-2012_chief_archivists_report_to_the_minister_stateof_gov_and_audits_-_final_-_20140424_0.pdf

Structural change in the wider state sector also affects the legal mandate of Archives New Zealand to regulate public offices. While the Act is clear in most cases about which entities are public offices, the status of some entities can only be determined by the application of a legal control test.⁸ A complaint made in 2013/14 about Southern Response Earthquake Services Ltd, a company owned by the Crown, led Archives New Zealand to check whether the Act did apply to the company. We concluded that it did not. This process also led us to begin a review of the approach to making these determinations and will lead to a review of the status of other similar companies.

Recommendations

- Public offices should use the opportunities provided by machinery of government changes for sharing lessons learnt, for improving, simplifying and rationalising recordkeeping practices, and for disposing of non-current records
- By creating and implementing regular disposal programmes, public offices will be better prepared to meet the challenges of mergers and functional transfers
- Policy agencies should engage early with Archives New Zealand and the Department of Internal Affairs on the information and records management implications of policy and legislative development.

⁸ Outlined in *Commissioner of Inland Revenue v Medial Council of New Zealand* [1997] 2 NZLR 297 (CA)

Section 2: Audit Programme findings

Audit Programme background

The Act sets the statutory framework for recordkeeping across government. Some recordkeeping requirements are set out directly in the Act, while more detailed obligations are put in place through the standard-setting provisions of the legislation.

Archives New Zealand has worked with public offices to develop an audit methodology to achieve the objectives of the legislation. Over 200 public offices have been scheduled for audit in the five year period that commenced in July 2010.

The design of the audit methodology reflects an assessment of the current recordkeeping environment within public offices, based on survey and operational information. Recordkeeping audits are still a relatively new intervention and need to positively support effective and efficient recordkeeping, and contribute to the Act's objective of public confidence in the integrity of public records.

The Audit Programme aims to limit demand on resources in the audited public offices, and to support business planning, risk management and internal audit reporting activity. The audit approach is based on a self-assessment, which is subjected to a desk-top review and validated through a follow-up onsite audit. The methodology was reported on in more detail in the Chief Archivist's report for 2010/11.⁹

Audit methodology

The Audit Programme assesses public offices' recordkeeping practices against the requirements of the four mandatory standards issued by Archives New Zealand.¹⁰

The requirements of the Act and mandatory standards are broken down into the following eight functional areas:

Management:

- Planning
- Resourcing
- Training
- Reporting

⁹ Chief Archivist's Report to the Minister: *Public Records Act 2005 Audits 2010/2011*, September 2012
http://archives.govt.nz/sites/default/files/ministers_report_2010-2011_-_public_records_act_audits.pdf

¹⁰ [S2: Storage Standard](#); [S7: Create and Maintain Recordkeeping Standard](#); [S8: Electronic Recordkeeping Metadata Standard](#); [S9: Disposal Standard](#)

Operational:

- Creation and capture
- Retrievability and security
- Maintenance and storage
- Disposal and transfer.

Each public office is audited using the same process to ensure consistency of findings. Audit compliance is measured from a continuous-improvement perspective rather than using a pass/fail approach. The audit is designed to assess the maturity of a public office's recordkeeping capability for each functional area.

Individual detailed public office-specific audit reports are provided to each public office upon completion of the audit. The individual reports provided to public offices contain more detailed information and include practical target recommendations for implementation.

Scope of the audits

In accordance with section 33(2) of the Act, the criteria for the focus of the audits for the financial year 2013/14 in the aspects of recordkeeping practices were as follows:

- core requirements of the Act
- four mandatory standards
- direction and planned outcomes
- recommendations for capability development
- awareness of business risks.

It is important to note that the audits are designed to assess overall recordkeeping maturity. In many public offices this was found embedded in business processes, procedures and systems (as opposed to specific recordkeeping programmes).

This report analyses and presents findings across the entire cohort of the 40 entities audited for the 2013/14 year but does not contain information which may identify the individual audit findings of any specific public office.

Summary of key audit findings for 2013/14

This section of the report presents a summary of the key findings from the fourth year of the Audit Programme. This year we audited 40 public offices, across a range of entity types. A breakdown of the entity types audited is at Appendix B. The list of public offices audited is at Appendix C.

The chart in Figure One summarises the overall maturity rating for the public offices audited during this cycle. A maturity rating for each functional area is given to the audited public office. Each of the eight functional areas contains three stages of development. They have been added together to give an overall picture of progress. A definition of the functional areas is at Appendix D.

The maturity ratings are defined as follows:

- **Absent** - No systematic approach to requirements
- **Aware** - Awareness of requirements and basic implementation is evident
- **Actioned** - Evidence of managed approach to the requirements for recordkeeping
- **Embedded** - Effective management of records is fully integrated and continuous improvement is evident.

The overall maturity rating shows that over half of public offices audited demonstrated mature (i.e. embedded or actioned) recordkeeping capability in each of the eight functional areas. The maturity ratings for public offices audited in 2012/13, 2011/12 and 2010/11 are summarised in Figures Two, Three and Four.

Figure One: Overview of 2013/14 maturity ratings

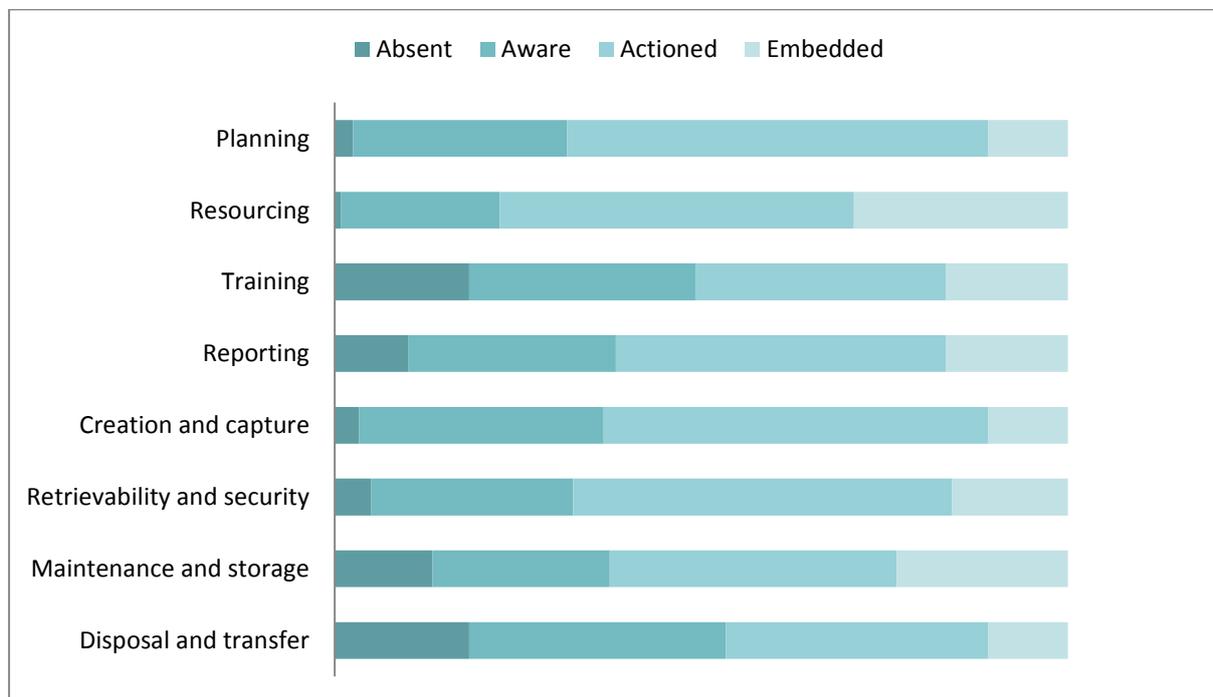


Figure Two: Overview of 2012/13 maturity ratings

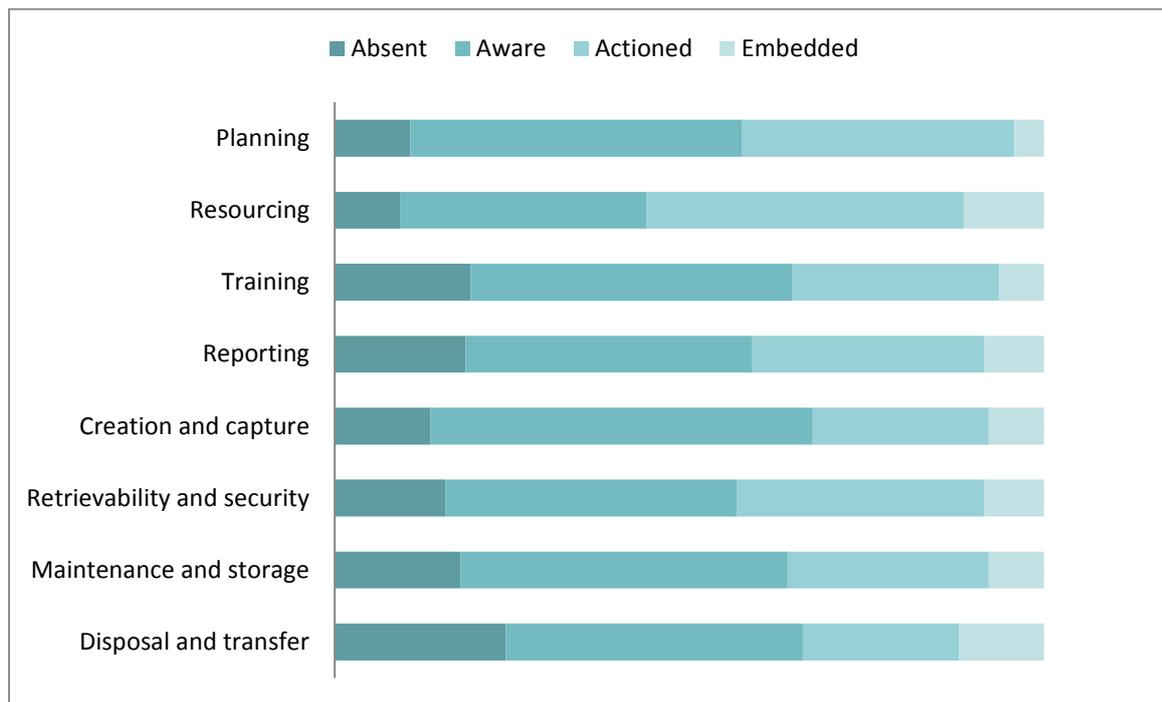


Figure Three: Overview of 2011/12 maturity ratings

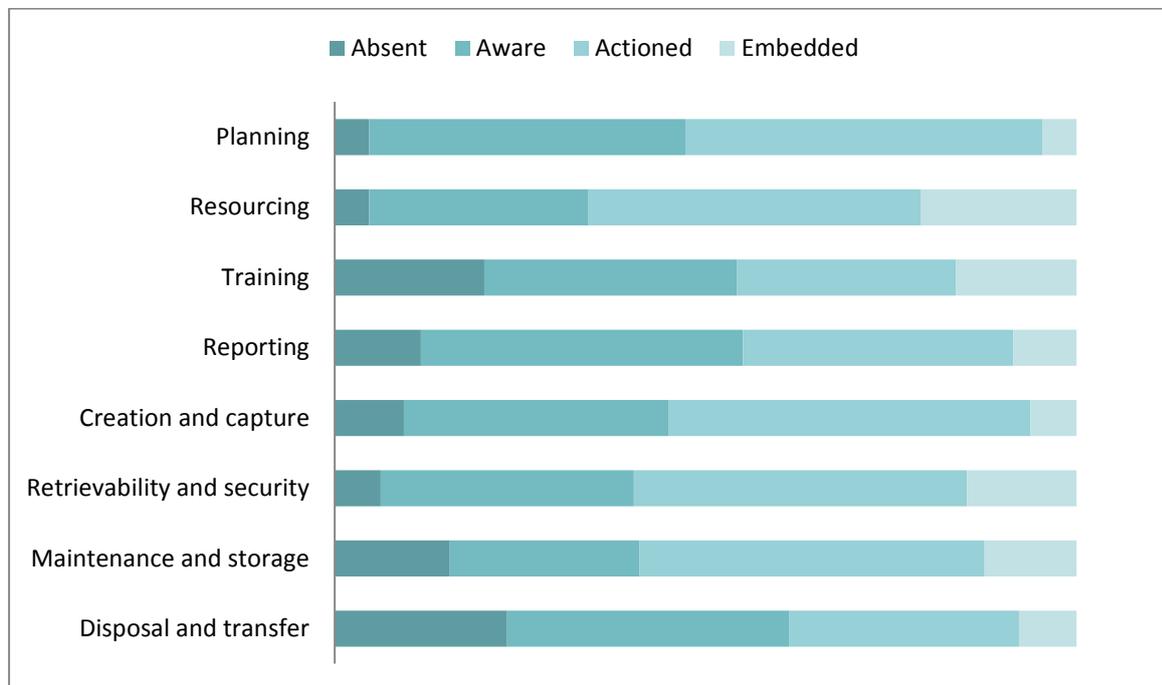
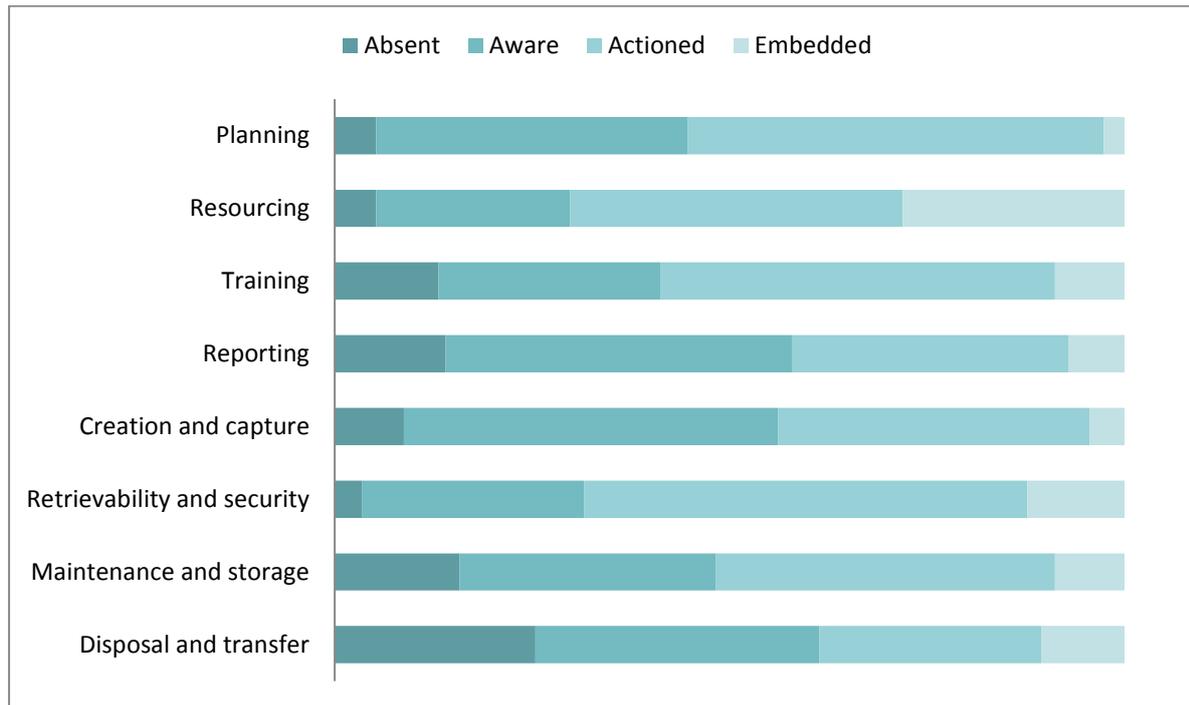


Figure Four: Overview of 2010/11 maturity ratings



Planning

Appropriate planning is the key to ensuring records are created and managed to support the delivery of business activities. Well over half of the 2013/14 public offices audited had recordkeeping functions and activities that were defined as part of a strategic programme. The actioned/embedded strategies had been endorsed by senior management. Responsibilities for records management had been identified and business risks had been documented. The planning typically acknowledged records in all formats and locations.

Identification and listing of vital records is also important for public offices. Of those audited, many had not identified or listed vital records and had no plans to do so. However, a few of the public offices had identified vital records in the context of their business continuity/disaster recovery planning. Those business continuity/disaster recovery plans were found to heavily focus on disaster recovery arrangements for digital systems and only one or two had approaches to address the recovery of vital paper records in the event of a disaster. The need to have plans in place for paper records was highlighted following the Christchurch earthquakes, when many public offices could not access records from condemned buildings.

Resourcing

Resourcing of records management was part of a managed approach in a high proportion of the public offices audited this year. Responsibility for records management was generally clearly assigned, and operational staff were adequately trained on records management practices and activities. Many operational records staff had development opportunities identified and documented within performance development plans or human resource training plans. However, public offices do need to ensure that they are regularly reviewing and updating job descriptions and monitoring performance goals to include recordkeeping responsibilities for all staff.

Training

A quarter of public offices audited were found to give ad hoc records management training to all staff. Several had plans in place to develop training plans, and those with a mature capability held regular training sessions, and training plans with follow-up refresher sessions for all staff. Public offices that have trained staff in recordkeeping are likely to have higher productivity and an increased ability to deliver effective services to New Zealanders. We would like to see public offices improving their training by embedding recordkeeping and information management training in organisational development programmes.

Reporting

The public offices audited showed a managed approach to regular reporting of recordkeeping objectives and the effectiveness of recordkeeping practices. By doing so, these offices ensured that there was continual identification of issues and potential improvements. However, regular monitoring and reporting on the effectiveness of recordkeeping practices was still mostly in planning stages and no mechanisms had been implemented or actioned by public offices. Some continued to rely on ad hoc feedback from users to assess the effectiveness of recordkeeping systems.

Regular reporting to senior management on audits undertaken increases their awareness of the state of the public office's recordkeeping and may assist in supporting resource allocation to address specific issues.

More clarity was needed around the roles and responsibilities for oversight of records management including the responsibilities for monitoring compliance with policies. While some business groups had access to reports designed to monitor compliance, a consistent set of compliance measures needed to be established for each public office along with procedures for escalating exceptions.

Creation and capture

The creation and capture of business activities and decisions is an important aspect of records management. This year's audits showed the majority of public offices had a managed approach for recordkeeping. They had identified information that needed to be created, received and maintained as a record for major business activities. They had also identified core business systems and how these should be managed from a records management perspective. One area of continuing concern was the mapping of disposal authorities to these systems. More work needed to be done to ensure disposal actions are actually taken.

Public offices were aware of the metadata they needed to capture into systems that keep records but often had no formal documented rules for metadata creation and management. As in 2012/13, many of the public offices were still in the planning stages of developing disposal authorities and had not implemented General Disposal Authorities. These public offices could not therefore sentence¹¹ records when they were created.

¹¹ Sentencing is the decision to retain or dispose of a record. This usually occurs as part of an appraisal process.

Retrievability and security

Records need to be protected from theft and damage, and from unauthorised destruction, access or alteration, so that they are available when needed. Adequate records also facilitate responses to Official Information Act requests, and provide accountability evidence including that used for reviews or legal action. Public offices need to ensure they have adequate security (access, control and prevention of alteration or destruction) over physical and electronic records. Regular audits of hard copy records had been undertaken in many cases to verify their existence and location.

Maintenance and storage

As in 2012/13, many maintenance and storage facilities were managed on an ad hoc basis with few controls in place. Again reflecting 2012/13, some records were kept in inappropriate locations, with staff largely free to move records as they saw fit. Designated storage was not used for all records. Policy documents often reflected the requirements to store records in secure locations to minimise risk. There were plans in place in some public offices to develop processes to prevent deliberate and accidental damage to records.

Disposal and transfer

As in previous years, disposal and transfer was the area with the least maturity. However, this year's findings showed that more public offices had a managed approach to disposal and transfer than last year. Records should only be retained for as long as they are required and disposed of appropriately. Several public offices received recommendations from the Chief Archivist in their final audit letters and reports to create, apply, review and update their core disposal authorities. Recommendations were also made on the application of General Disposal Authorities and the planning of regular and formalised disposal.

Several public offices audited had never disposed of any records, although they had records which had reached the timeframes set for disposal. While agencies must protect and maintain their records in good condition, most records can be destroyed once they reach an age set out in the General Disposal Authorities or a core disposal schedule. Physical and digital records storage incurs a cost. If records are no longer needed they can be destroyed, saving on storage costs. Over-retaining records creates costs, as public offices pay commercial providers of offsite storage. Public offices need to consider the ongoing costs of whichever format they store records in.

Summary

The 2013/14 audits showed that awareness of requirements and responsibilities under the Act and mandatory standard was generally high. Of those audited, only one public office had extremely low recordkeeping capability. Recommendations made to that public office included:

- understanding the purposes of the Act and how its requirements relate to the public office's business
- developing policies and procedures that include the management and control of records
- training their staff in recordkeeping practices
- developing criteria to assist with assessing and reporting the performance of records management activities and practices
- developing disposal procedures and a disposal authority that covers their core business records
- establishing a clear mandate for these changes from the Chief Executive to ensure action is taken.

An initial follow-up meeting to agree on actions to redress the findings and discuss the recommendations and audit findings report was held between Archives New Zealand and the public office. The public office acknowledged the seriousness with which they were taking the report and their commitment to act on the recommendations made. An action plan has been drafted, and ongoing monitoring and assistance is being provided by Archives New Zealand.

This year's audits indicated that a robust information and records management culture is gradually being instilled into public offices. Several of the audited public offices showed a high level of commitment to good recordkeeping and plans in place to further improve the management of records. Since the passing of the Act, public offices have undertaken significant work to improve recordkeeping practices, and awareness of the business benefits of good recordkeeping continues to grow. Best practice for digital recordkeeping is still developing, and there are opportunities to embed good recordkeeping practices into core business systems.

Whilst the findings from this year's audits are an improvement on the performance of public offices in 2012/13¹² we are concerned that, although the Act came into force nearly 10 years ago, only half of the public offices audited in 2013/14 have sufficient recordkeeping maturity.

¹² The overall maturity rating for 2012/13 showed that about one third of public offices audited demonstrated mature recordkeeping capability.

Appendix A: Extracts from the Public Records Act 2005

Section 3 Purposes of Act

- (c) to enable the Government to be held accountable by—
 - (i) ensuring that full and accurate records of the affairs of central and local government are created and maintained; and
 - (ii) providing for the preservation of, and public access to, records of long-term value; and
- (d) to enhance public confidence in the integrity of public records and local authority records; and
- (e) to provide an appropriate framework within which public offices and local authorities create and maintain public records and local authority records, as the case may be;

Section 11 Functions and duties of Chief Archivist

- (1) The functions of the Chief Archivist, in achieving the purposes of this Act, are—
 - (b) in relation to public records,—
 - (vi) to monitor and report on the compliance of public offices with this Act; and
 - (viii) to issue criteria for the independent auditing of public offices under section 33 and to review, amend, or revoke the criteria;

Section 32 Annual report on recordkeeping

- (1) The Chief Archivist must make an annual report to the Minister on the state of recordkeeping within public offices.
- (2) This report may be included in the annual report given to the Minister under [section 30\(1\)](#) of the State Sector Act 1988.
- (3) The Minister must present the report of the Chief Archivist to the House of Representatives.

Section 33 Independent audits of public offices

- (1) As soon as is reasonably practicable after the date that is 5 years from the commencement of this Act, an independent audit of recordkeeping practices must be carried out in every public office.
- (2) The Chief Archivist must commission and meet the costs of each audit, which must—
 - (a) cover the aspects of recordkeeping practices specified for the purpose of the audit by the Chief Archivist; and

(b) be based on criteria developed by the Chief Archivist.

(3) Further audits must be conducted at intervals of not less than 5 years and not more than 10 years after the date of the previous audit (but it is not necessary to conduct an audit of all public offices in the same year).

Section 34 Audit of recordkeeping practices of Chief Archivist

(1) The Minister must commission an independent audit of the recordkeeping practices of the Chief Archivist—

(a) as soon as is reasonably practicable after the date that is 5 years from the commencement of this Act; and

(b) at intervals of not less than 5 years and not more than 10 years after the date of the previous audit.

(2) An audit commissioned under subsection (1) must—

(a) cover the aspects of recordkeeping practices specified for the purpose of the audit by the Minister; and

(b) be based on criteria specified by the Minister on the advice of the Archives Council.

Section 35 Audit reports

As soon as is reasonably practicable after the end of the financial year in which an audit has been conducted—

(a) the Chief Archivist must prepare a report to the Minister on the audits conducted under section 33; and

(b) the Minister must prepare a report on the audit conducted under section 34; and

(c) in each case, the Minister must present the report to the House of Representatives.

A full copy of the Public Records Act 2005 is available on the New Zealand Legislation website:

<http://www.legislation.govt.nz/act/public/2005/0040/latest/whole.html#DLM345529>.

Appendix B: Entity types audited

Entity type	Number
Autonomous Crown Entities	4
Crown Agents	4
Crown Agents – District Health Boards	6
Crown Entities – Tertiary Education Institutes – Polytechnics	5
Crown Entity Subsidiaries	1
Crown Research Institutes	3
Non-Public Service Departments	2
Offices of Parliament	1
Public Service Departments	8
Stand-Alone Agency	1
State-Owned Enterprises	5
Total	40

Refer to Appendix C for a full list of public offices audited for the 2013/14 financial year.

Appendix C: Public offices audited

Client	Entity type
Auckland District Health Board	Crown Agent – District Health Board
Bay of Plenty District Health Board	Crown Agent – District Health Board
Counties Manukau District Health Board	Crown Agent – District Health Board
Department of the Prime Minister and Cabinet	Public Service Department
Earthquake Commission	Crown Agent
Eastern Institute of Technology	Crown Entity – TEI – Polytechnic
Education Review Office	Public Service Department
Genesis Power Limited	State-Owned Enterprise
Guardians of New Zealand Superannuation	Autonomous Crown Entity
Hawke's Bay District Health Board	Crown Agent – District Health Board
Institute of Environmental Science and Research Limited	Crown Research Institute
KiwiRail/New Zealand Railways Corporation	State-Owned Enterprise
Meridian Energy Limited	State-Owned Enterprise
Ministry for Culture and Heritage	Public Service Department
Ministry for the Environment	Public Service Department
Ministry of Education	Public Service Department
Ministry of Health	Public Service Department
National Pacific Radio Trust	Autonomous Crown Entity
New Zealand Defence Force	Non-Public Service Department
New Zealand Institute for Plant and Food Research	Crown Research Institute
New Zealand Police	Non-Public Service Department
New Zealand Tourism Board	Crown Agent
New Zealand Walking Access Commission	Crown Agent
Office of the Controller and Auditor-General	Office of Parliament
Quotable Value Limited	State-Owned Enterprise
Reserve Bank of New Zealand	Stand Alone Agency
Scion - (New Zealand Forest Research Institute Limited)	Crown Research Institute
Serious Fraud Office	Public Service Department
Te Māngai Pāho (Māori Broadcasting Funding Agency)	Autonomous Crown Entity
Te Papa Tongarewa Board Museum of New Zealand	Autonomous Crown Entity
Te Wānanga o Aotearoa	Crown Entity – TEI – Polytechnic
Telarc Sai Limited	Crown Entity Subsidiary
Tertiary Education Commission	Crown Agent
The Treasury	Public Service Department
Transpower New Zealand Limited	State-Owned Enterprise
Universal College of Learning	Crown Entity – TEI – Polytechnic
Waiariki Institute of Technology	Crown Entity – TEI – Polytechnic

Wairarapa District Health Board	Crown Agent – District Health Board
Western Institute of Technology at Taranaki	Crown Entity – TEI – Polytechnic
Whanganui District Health Board	Crown Agent – District Health Board

Appendix D: Definition of functional areas

Planning

The Planning functional area covers the requirements in the mandatory standards to have recordkeeping functions and activities well defined.

The Planning area requires that:

- organisational strategy includes recordkeeping objectives
- recordkeeping risks are included in risk management planning
- systems used to create and manage records are identified and documented
- policies and procedures are documented, implemented and regularly reviewed, including procedures for capturing recordkeeping data (metadata)
- business critical records are identified and managed
- a disaster recovery plan or business continuity plan includes the management of both physical and digital records and the plan is regularly tested and reviewed.

Resourcing

The Resourcing functional area covers the requirements in the mandatory standards for the management of records to be assigned to a position(s) within an organisation and appropriately resourced.

The Resourcing area requires that:

- management of records is assigned to a position(s) within the organisation
- staff assigned to recordkeeping have been given the appropriate training
- all staff understand the recordkeeping requirements for the organisation
- annual budget planning includes resourcing and improvements for recordkeeping within the organisation.

Training

The Training functional area covers the requirements in the mandatory standards for staff to be trained to achieve recordkeeping requirements.

The Training area requires that:

- an analysis is conducted of training needs and skills for staff with recordkeeping responsibilities
- a training plan is implemented and maintained

- training is provided by appropriate trainers and skills are regularly reviewed
- staff training includes clear guidance on policies, procedures, specific tools and systems, relevant legislation and standards
- staff are trained to protect and salvage records in an emergency.

Reporting

The Reporting functional area covers the requirements in the mandatory standards for recordkeeping to be included in an internal monitoring and compliance programme.

The Reporting area requires that:

- the creation and capture of records is routinely monitored
- corrective actions are taken where required
- an assessment of recordkeeping capability is undertaken.

Creation and Capture

The Creation and Capture functional area covers the requirements in the mandatory standards for recordkeeping requirements being identified in business processes and functions.

The Creation and Capture area requires that:

- all physical and digital records, including recordkeeping data (metadata), are captured routinely, documented and organised according to the public office's business requirements
- business critical systems/applications are identified and documented
- business classification structures are routinely reviewed for relevance
- disposal authorities are linked to business classification structures to enable record sentencing at time of creation.

Retrievability and Security

The Retrievability and Security functional area covers the requirements in the mandatory standards for records to be secure and accessible where required.

The Retrievability and Security area requires that:

- records are accessible, retrievable and managed within appropriate systems
- storage facilities and systems that manage physical records include the appropriate security and controls of access
- sensitive and restricted records are identified, documented, controlled and accessible in accordance with legislation or guidance (for example, the Official Information Act 1982, the Privacy Act 1993 and the *Security in the Government Sector* manual)

- records 25 years of age or older have access authorities in place
- records locations are monitored and routinely audited.

Maintenance and Storage

The Maintenance and Storage functional area covers the requirements in the mandatory standards for all records and recordkeeping data to be managed so they cannot be altered, deleted or disposed of without permission.

The Maintenance and Storage area requires that:

- a risk-based assessment of the storage of physical records must be completed to ensure records are stored appropriately, and reviewed/appraised and stored in accordance with their value and security needs
- a plan has been developed for the storage of physical archival-value records that meets the requirements of the storage standard.

Disposal and Transfer

The Disposal and Transfer functional area covers the requirements in the mandatory standards for all core functions to be appraised and disposed of appropriately.

The Disposal and Transfer area requires that:

- all core functional records are appraised
- retention and disposal authorities are approved and applied
- disposal, which includes transfer or destruction, must be managed in line with procedures to ensure records are managed according to public office business requirements
- public offices must plan and document regular efficient disposal of records, this includes ensuring that all necessary and practical steps have been taken to ensure the disposal of records is complete
- records of 25 years of age and over which are still required by the public office must have a deferral of transfer agreement approved by the Chief Archivist.