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THE ROLE OF ARCHIVES IN THE PROMOTION OF DOCUMENTARY NATIONAL HERITAGE IN TANZANIA, SOUTH AFRICA AND BOTSWANA

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Abstract

National heritage is an important part of a country's identity. When a nation appreciates its heritage, it becomes more likely that this heritage will be sustained. In Africa, a lack of appreciation for national heritage is not uncommon (UNESCO 2006), and therefore various efforts are directed towards changing this trend. This paper argues in the affirmative that archives are described as evidence of history and these records, therefore, have the potential to contribute to promoting national heritage. Archives serve as documentary evidence of the individuals or governments that created them. As such, citizens have a right to review such records to learn more about their national heritage. This article seeks to examine the role of archives in promoting national heritage. The perception and experience of national archival institutions on this matter is explored in three Eastern and Southern Africa Regional Branch of the International Council on Archives (ESARBICA) member states, namely Tanzania, South Africa and Botswana. Documentary review and questionnaires were employed to identify, among other things, the types of archival materials preserved in the national archives of each country with regard to national heritage, the number and description of individuals or groups that normally visit such repositories and the categories of information that visitors frequently request. The findings indicate that the three archives, RAMD, NARS, and BNARS, have a good number of archives of national heritage value. However, the number of professionals and strategies to manage, preserve and promote them is inadequate. There is a need to think out of the box to determine different ways to reach out to people and to promote access to information on our national heritage. For instance, social networking is an approach that none of the archival institutions in this study use to promote their collections, despite more and more people in these countries having access to social networks through mobile technologies. The study suggests that, while digitising records has proved to be one solution to preserving archival heritage, it is important that archival institutions use such technological advancement by digitising archival documents and then uploading them to their websites for easy public access.

Keywords

Introduction

Heritage can refer to anything that has been carried over from the past. It includes evidence of the past, such as documents that are to be considered the inheritance of present-day society. Manaf and Ismail (2010:107) also describe heritage as "our legacy from the past". Therefore, national heritage can refer to anything of national significance that is handed down and preserved through generations, especially documents, architecture, landscapes and other artefacts. The definition of heritage has evolved over the years. In 1972, the United Nations Educational, Scientific and Cultural Organisation's (UNESCO) convention on cultural and

natural heritage described cultural heritage as monuments and groups of buildings and sites; and natural heritage as natural features, such as geological formations and natural sites. Recently, the concept of intangible cultural heritage has also emerged. Intangible cultural heritage should not be confused with monuments and objects. Instead, it refers to oral traditions, performing arts, social practices, rituals, festive events, knowledge, practices and skills to produce traditional crafts (UNESCO 2012).

In light of the above, Watson (2003) argues that, though culture is an important part of society, many people take culture for granted. This should not happen, as cultural heritage provides society with a sense of identity and being. Stressing on the importance of culture in societies, Watson observes that:

> The culturescape of a people is one of the key characteristics that differentiate societies and regions from each other. Preserving and protecting the plethora of a society's cultural expressions and manifestations are two of the most important obligations and responsibilities that information professionals of each age must execute. Successive generations need to have access to authentic sources, artefacts, documentation and realia that comprehensively represent their cultural heritage (Watson 2003:3).

Consequently, archives, as documents, refer to records of enduring value. They are a documentary heritage that includes cultural, historical and other important factors. UNESCO (2010) refers to documentary heritage as items that are moveable; comprised of signs, codes, sounds and images; capable of preservation; reproducible; and the product of a deliberate documenting process. In most cases, such types of documentary heritage are acquired and preserved in archival institutions.

In the case of Tanzania, South Africa and Botswana, heritage is clearly an important part of societal identities. In this instance, one could assume that each citizen in every country has a comprehensive understanding of the different cultures. Unfortunately, this has not always been the case, with UNESCO (2006:8) stating that "for various reasons the value of this (African) heritage has not always been recognised. For a long time, this heritage was deprecated, and its owners and holders were even encouraged to forsake it". The reasons proposed for this include colonialism, the spread of Christianity and apartheid, among others.

Since the liberation of the African continent, most nations and organisations have set up different initiatives to change this trend. One organisation that has been at the forefront of preserving and promoting access to documentary heritage is UNESCO. UNESCO has promoted programmes such as the Memory of the World and digitisation projects introduced and implemented to guide the safeguarding of documentary heritage. The national archives of the countries also keep documentary heritage that has value to their citizens. However, these institutions will be rendered useless if the resources they keep are not utilised by the people they keep them for. This is crucial where heritage is concerned. Promoting the archives to the people is one way of making citizens more aware of the holdings and facilitating access and use of these resources. Appreciation of the archives, therefore, is a result of citizens linking these records with their identity, history and cultural heritage. Recently, the committee on best practices and standards working group on access from the International Council of Archives (ICA) (2012) adopted a set standard on principles of access to archives that clearly stipulates the responsibility and necessity of the archival institution to raise awareness and promote access to their holdings. The first three principles in the ICA (2012:8) principles of access to archives documents state that:

1. The public has the right of access to archives of public bodies. Both public and private entities should open their archives to the greatest extent possible.

2. Institutions holding archives make known the existence of the archives, including the existence of closed materials, and disclose the existence of restrictions that affect access to the archives.

3. Institutions holding archives adopt a proactive approach to access.

The three national archives, namely the Records and Archives Management Division (RAMD) of Tanzania, the National Archives and Records Service (NARS) of South Africa and the Botswana National Archives and Records Service (BNARS), that participated in this study are members of the ICA and therefore approve of these set principles. Referring to this study, it is noted that its purpose is mostly positioned within the third principle.

Archives as documentary heritage

Considering that archives serve as documentary evidence of the course of actions taken by individuals or governments, such unique documents carry some information that qualifies as national heritage. Archives are documents made or received and accumulated by a person or organisation in the course of conducting affairs and preserved because of their continuing value. The term "archives" can also be used to refer to: the organisation, agency or programme responsible for the selection, care and use of records of continuing value; and the repository, building or place dedicated to their storage, preservation and use (McKemmish 1993). In the same venture, Jenkinson (1996) proposes that a document that may be said to belong to the class of archives is one that was drawn up or used in the course of an administrative or executive transaction of which it formed a part. It is further revealed that:

> In its singular form, archive refers specifically to the whole body or group of records of continuing value of an organization or individual, a vital resource also known by the French word fonds or the term archief common to many European languages (McKemmish 1993:2).

Trying to differentiate between archives and records, Williams (2006) argues that; "an understanding of archives cannot be separated from an understanding of records." She argues that although processes for dealing with records and archives vary, the two are inextricably linked. This is true because records comprise information generated by organisations and individuals in their daily business or personal transactions and archives are a subset of these records, kept for posterity because of their continuing value. Supporting this argument, Ngoepe and Keakopa (2011) rightly posit that records management and archives administration are one field unified by the life cycle concept. The life cycle concept portrays that recorded information has a life similar to that of a biological organism in that, it is born (creation phase), it lives (maintenance and use phase) and it dies (disposition phase). At disposition phase records which are identified to be valueless are destroyed and those identified to have permanent value are transferred to the national archives for permanent preservation because of their continuing value. In this regard, records which are sent for permanent preservation at the national archives are known as 'archives'. There are many varieties of archives, and the types of materials they collect also differ (Society of American Archivists 2013). In this context however, archives are categorised into public and private archives as described in the following subsections.

a) Public archives
The National Archives and Records Services Act (Government of Botswana 1978) defines public archives as government records in the custody of the government, including those that

have been transferred to the national archives. The importance of public archives to society has been underscored by the Association of Canadian Archivists (Bayane 2012), who indicate that:

i.   Archives ensure that historically significant records are systematically described and, wherever possible, are available for a variety of research uses, including teaching purposes, building plans, publications, television and radio programmes, plays and legal proceedings.

ii. Archives serve as society's collective memory; they provide evidence of the past and promote accountability and transparency of past actions.

iii. Archives help people to understand their history and the role of particular organisations, individuals and movements in shaping the past. Knowledge of the past creates a better future.

iv. Archives help to foster and promote a sense of community and identity.

b) Private archives

Private archives have been defined by the Society of American Archivists as materials of "non-governmental provenance" (Bellardo and Bellardo 1992:27). A much simpler definition is offered by Evans, Harrison, Thompson and Rofes (1974) who define private archives as "archives of nongovernmental organisations and institutions". Similarly, the former director of BNARS defined private archives as "documents created, received and maintained by non-governmental organisations, families, and individuals relating to their public and private affairs" (Ramokate 2004:2). It is clear from the three definitions that private archives originate from the activities of private organisations and private individuals, even though such individuals may also have a public life.

Historical background of RAMD, NARS AND BNARS

To fully understand the role of archives in promoting national heritage both in their current state and what they purport to be, one needs to first understand the historical background of archives and archival institutions. This section gives a brief background of the Records and Archives Management Division (RAMD) of Tanzania, the National Archives and Records Service (NARS) of South Africa, and the Botswana National Archives and Records Services (BNARS).

The Tanzania Records and Archives Management Division (RAMD)

The Records and Archives Management Division (RAMD) of Tanzania is placed under the President's Office, Public Service Management (PO-PSM). Previously, the department was placed under the Ministry of Education and Culture. The department was then relocated to the President's Office, Civil Service Department following the restructuring of the records and archives services (Magaya and Lowry 2013). The reason behind the relocation was reforms that emphasised the need for merging the Records Management Unit from the Civil Service Department and the Nation Archives from the Ministry of Education and Culture. This came as a result of research conducted by Dr Anne Thurston in the 1980s. The study identified a number of problems related to records and archives management in the Tanzanian Public Service. In 1996, the Overseas Development Administration (ODA) engaged with the International Records Management Trust (IRMT) to advise the government on the development of records management systems in the public service. The process sought to improve the organisation and efficiency of the management of current, semi-current and archival records.

The history of Records and Archives Management in Tanzania can be traced back to 1920. A British officer in Tanganyika discovered secret instructions, issued in 1916 by the last German governor, among the dilapidated records left behind by the German administrators that the most

valuable government files should be buried at Tabora and other places to prevent them from falling into the hands of their enemy (the British administration). By burying the records, the Germans thought that they could recover these records with evidence of the legal rights of German settlers after winning the war. The discovery led to negotiations between the British administration in Tanganyika and the German government, which had formerly claimed that all records were destroyed. Germany agreed to send out two representatives in 1921 to assist the British in finding and disinterring the records. The recovered records form the nucleus of the collection of German records, of which about 800 files are now held by the National Archives of Tanzania. This collection was inscribed in the UNESCO Memory of the World register in 1997 (Magaya and Lowry 2013). In 1951, the British government appointed Mr VW Hiller, who was chief archivist at the Central African Archives at Salisbury (now Harare), to report on the feasibility of establishing an archive service in Tanganyika. Hiller recommended the establishment of an East African archives service to preserve the records of Kenya, Uganda, Tanganyika and Zanzibar, but the government did not act on these recommendations. It was not until 1962 that an initial move was made by the government of Tanzania, in collaboration with UNESCO, to tackle persistent recordkeeping problems. This followed Miss Marcia Wright's report on her survey of an overview of recordkeeping under German and British rule, as well as the registry reforms of the 1950s (Magaya and Lowry 2013).

The need for a national archive arose from concern about the backlogs of inactive records that had accumulated in various government offices at the time of independence. Most of these backlog records were German archives and British Secretariat records, which were later inherited by the newly independent government of Tanganyika. Most of the records were not in very good physical condition. This pressured the government to speed up the establishment of an archival institution. Thus, the records and archives service in Tanzania was established in 1963 through Presidential Circular No 7 of 1963, the main mandate of which was to facilitate the proper care and disposal of public records. However, the National Archive, as an institution, was not established until 1965 when an Act of Parliament (National Archives Act No 33/1965) was passed. The Act empowered the National Archive to have access to all public records and preserve such records. During this period, the role of the National Archives was confined to handling non-current records, rather than current and semi-current records. In 2002, the government passed the Records and Archives Management Act No 3, which repealed the Records (Disposal) Ordinance of 1931 and the Amended National Archives Act No 33 of 1965 and formalised the position of the National Archive as the Records and Archives Management Division (RAMD) in the President's Office under Public Service Management (Magaya and Lowry 2013).

The vision of RAMD is to provide the highest standards of Records and Archives Management Services and to create public awareness of the importance of a written heritage to the nation. In addition, the mission of the department is to ensure the preservation of the archival heritage of Tanzania, to make government agencies accessible to the public and to establish an efficient and effective records management system in the government. RAMD is responsible for providing effective guidance and supervision to government departments and other bodies subject to the Records and Archives Management Act No 3 of 2002. To support the ongoing Public Service Reform Programme (PSRP), the department has the following main functions:

  i.   to ensure that all archival collections are properly acquired, described, arranged, preserved and accessed, and that the order in which this work is carried out reflects customer demand, the intrinsic value of the archival groups and optimal utilisation of resources

ii.   to introduce modern records management systems to public service to increase government efficiency and accountability, as well as advising the government on best practices and establishing standards in keeping records in the public service

Historical background of the National Archives and Records Service of South Africa (NARS)

The National Archives and Records Service of South Africa (NARS) has a long history, dating back to 1652 when the Dutch East India Company (DEIC) decided on an alternative route for trade (Ngoepe and Keakopa 2011). According to the State Archives Service (1987), as cited in Ngoepe and Keakopa (2011), during the time of the DEIC (1652–1795) and the three years of the Batavian Republic (1803–1806), each of the government offices controlled its own records. During the British rule of the Cape (1806–1901), the custody of records became a function of the Colonial Secretary, or the Secretary and Registrar of Records. However, it is important to note that in 1876, the Cape government appointed an ad hoc commission to investigate how government records were managed. This commission was specifically instructed to collect, examine, classify, index and make accessible the records of the colony (Ngoepe and Keakopa 2011).

Callinicos and Odendaal (1996: 2) recount that:

> The South African archives have been "highly politicised revealing the historical biases of colonialism, segregation and apartheid. Apartheid in particular, grossly distorted the acquisition of records, the destruction of records and the administrative structures for the management of archives...archives were a part of the broader system which negated the experiences of black South Africans.

In the 1970s, archival services were racially segregated with different reading rooms and other facilities. Jobs in the archives were reserved for whites only until the 1980s. There were four archival depots for the provincial capitals of the former homelands; namely Transkei, Ciskei, Bophuthatswana and KwaZulu. This was done along apartheid's ideologies of separate development. However Callinicos and Odendaal (1996) report that apartheid kept these depots under tight control. Harris (2007:71) further explains that " low educational standards, high rates of illiteracy, physical isolation from city centres, competency in languages other than the official Afrikaans and English ensured that most South Africans enjoyed only nominal access to public archives. Outreach endeavours were modest, uncoordinated and targeted at white users." After the new dispensation in the 1990s, the National Archives found itself with a "memory splintered into a multitude of pieces". Since then, the National Archive is striving towards an archive that represents all people of South Africa (McEwan 2003:739). This involves introducing legislation that ensures equal representation and access to the archives.

Ngoepe and Keakopa (2011:147) state that the Public Archives Act (Act No 9 of 1922) led to the incorporation of four separate archives services under the control of a Chief Archivist. The current National Archives and Records Service (NARS) was established under the National Archives and Records Service Act of South Africa (Act No 43 of 1996). Among others, one of the functions of this service outlined in Section 3 (h) of this Act is to: "Promote an awareness of archives and records management, and encourage archival and records management activities". The NARS official website (n.d.) further indicates that "the foremost purpose of preserving archives is to ensure that they are made available for use". This legislation gives every citizen in this country the right to access records that are older than 20 years.

NARS has holdings that exceed 140 kilometres of shelving space; this includes a variety of records in paper format, electronic records, audio-visual records, photographic and cartographic materials. The records "reflect the activities of governments in South Africa and their impact on the lives of ordinary people since middle of the 17th century" (NARS official website n.d.). To this degree, the South African Department of Arts and Culture (DAC), which oversees the national archives, acknowledges that "the national archive is the custodian of South Africa's collective memory and that true history and identity are found within the records, but the value of the collection depends on the appreciation the country has for it" (NARS official website n.d).

Historical background of the Botswana National Archives and Records Service (BNARS)

The Botswana National Archives and Records Service (BNARS) falls under the Ministry of Youth, Sport and Culture. According to Ngoepe and Keakopa (2011), the beginning of archives and recordkeeping systems can be traced to the pre-independence period in the early 1960s when the seat of government was transferred from the old capital, Mafikeng (in present-day South Africa), to the new capital, Gaborone. Kukubo (1986, as cited in Ngoepe and Keakopa 2011), reveals that the Federation of Rhodesia and Nyasaland government was entrusted to temporarily house approximately 500 cubic feet of Botswana's early secretariat and District Administration files for an annual fee. In 1978, the National Archive was officially established following the passing of the National Archives Act, which gave the mandate to undertake archive administration and records management activities in the country (Government of Botswana 1978, amended in 2007). Before the passing of this Act, the National Archives relied on instructions from the then Ministry of Labour and Home Affairs in carrying out its operations.

Moreover, it is further revealed that the breakthrough in records management developments in Botswana only came about in 1985, following the recommendations of the Organisation and Methods on the restructuring of the archive service. However, the new mandate regarding the management of records and archives was only executed in the 1990s when a directive on the integration of registries into the National Archive was issued. This also necessitated a change of name from Botswana National Archives to Botswana National Archives and Records Service (BNARS). In 1992, the President's Circular No 4 was issued and a new organisational structure was put in place to accommodate the records management function (BNARS 1993**).** According to BNARS (2001), government agencies receive advice on the transfer of records to the records centres located in the capital, Gaborone, and the regional records centre situated in Francistown.

In its holdings, BNARS has public, private and migrated archives. Public archives at BNARS are diverse. They come from public sector bodies and they include pre- and post-independence government records. Examples of archival heritage collections include the High Commissioner's records, Bechuanaland Local Administrative records, audio-visual records, newspapers, other publications, government gazettes and records relating to the history of Botswana, among others.

Moreover, BNARS has private archives relating to politics, religion, chieftainship, health matters and Tswana culture among its holdings. These archives were donated by politicians, traditional leadership, churches, non-governmental organisations, former senior civil servants and business people (Ramokate 2004).

In addition, Botswana, like most colonies, has migrated archives in other countries (Akhaabi 2001). Botswana has thus located and repatriated its migrated archives from Zimbabwe, South Africa, the United Kingdom, Namibia and Germany. The archives date as far as back as 1857 and go up to 1911. They cover matters such as slavery in Botswana; files on Bechuanaland Boundary Commission maps; Bechuanaland police; photographs of the famous 19th century

King of Bamangwato, Khama III; and Francistown (Ramokate 2002). Section 14 of the Botswana National Archives and Records Services Act as amended in 2007 (Government of Botswana 1978) bars anyone from exporting archives from Botswana without permission from the director. It is in light of this that BNARS has a programme to repatriate its migrated archives, as they are part of its national heritage (Akhaabi 2001). BNARS believes that the repatriation of its migrated archives would enable it to fill existing gaps in its collection and, by extension, fill gaps in the history of Botswana. In 1998/1999, BNARS repatriated one tenth of its migrated archives from the United Kingdom following a payment of U.S. $8 726 to the UK Public Records Office, now referred to as The National Archives of the UK (TNA). Mnjama (2010) notes that only a small fraction of the records have been copied and returned home even though efforts and resources have been committed for the repatriation of migrated archives.

Statement of the problem

Archives are described as evidence of history, documentary heritage and the corporate memory of individuals, organisations or governments that created them. As such, these unique records have the potential to promote a national heritage that can be transferred from one generation to the other. In this regard, citizens have a right to review such records to learn more about their history and culture, and in so doing, determine their future. However, many archival institutions in the ESARBICA region do not have sufficient initiatives and procedures to promote their archival resources (Kamatula 2011; Ngulube and Tafor 2006; Njobvu, Hamooya and Mwila 2012). As a result, this could mean that very few citizens have access to or use of archival materials related to their heritage. Therefore, this study sought to identify the role played by the national archives of Tanzania, South Africa and Botswana in promoting such documentary national heritage.

Objectives of the study

The broad objective of this study is to establish the role of national archives, specifically the RAMD, NARS and BNARS, in promoting national heritage, particularly with respect to documents in their custody. The study aims to answer the following questions:

i. What is the number and qualification of records and archives professionals at RAMD, NARS and BNARS?

ii. What are the existing practices in promoting national heritage in the national archives?

iii. What is the status of the digitisation of archival materials in the national archives?

iv. What are the types and formats of archival materials regarding national heritage available to the public in the national archives in these countries?

v. What are the challenges hindering the effective promotion of national heritage in archival institutions?

vi. What are the possible ways forward for effectively promoting national heritage using these national archives?

Methodology

The study employed a quantitative approach. This involved the use of a survey questionnaire and a documentary review to collect data from the three national archives. One structured questionnaire was distributed to each of the three directors or senior staff at RAMD, NARS and

116

BNARS. These were successfully filled in and returned after three weeks. The responses from the questionnaire were analysed in themes. A review of pertinent literature on archives and national heritage was also undertaken to supplement data collected from the questionnaire. The major findings of the survey are presented in the next section.

Findings

The findings of the study are presented in accordance to research questions. This is done in the following sub-sections.

Staffing and qualifications of national archival institutions

One of the objectives of this study was to determine the staffing and description of records and archives professionals at the national archives of Tanzania, South Africa and Botswana. Although the director of RAMD was not available to respond to the questionnaire, the findings indicated that he possesses a master's degree in records and archives management. According to Magaya and Lowry (2013) RAMD staff development budget has been used to provide professional and management training through the Tanzania Public Service College, the Eastern and Southern African Management Institute and the School of Library, Archives and Information Studies at University College London. As a result, RAMD comprises 27 records and archives management professionals, including: one (3.7%) director, five (18.5%) assistant directors, three (11.1%) principal archivists, two (7.4%) senior archivists, ten (37%) records managers, two (7.4%) conservators and four (14.8%) others.

The director of NARS was not available to respond to the questionnaire, so this was completed by the archivist in charge of outreach and publications on her behalf. This respondent possesses an honours degree in Archives and Records Management and has been in the post for more than six years. In addition, the findings on the composition of staff at NARS revealed that there are 22 records and archives professionals. These include: one (1.5%) director, three (13.6%) deputy directors, two (9%) assistant directors, two (9%) principal archivists, eight (36.3%) senior archivists, three (13.6%) records managers and three (13.6%) conservators. Information regarding the qualifications of these individuals was not provided in the survey.

On the other hand, in Botswana, it was observed that the director possesses a master's degree in Records and Archives Management. The total number of qualified staff in records and archives management at BNARS is 19, including: one (5.3%) director, one (5.3%) deputy director, one (5.3%) assistant director, one (5.3%) principal archivist, one (5.3%) senior archivist, two (10.5%) records managers, eight (42.1%) archivists, three (15.8%) records managers and one (5.3%) conservator.

Interestingly, the respondents were unwilling to share the qualification details of overall staff at the three national archives. This is most likely because this is considered to be sensitive information that should not be known. Table 1 gives a summary of the professional staff composition at RAMD, NARS and BNARS. From Table 1, we see that the National Archives of Tanzania, officially known as the Records and Archives Management Department (RAMD), has the largest number of records and archives management professionals of the three. However, the number of professionals could still be considered as inadequate in all three archival institutions, taking into consideration the number of activities that ought to be performed by these professionals, including the promotion of national heritage.

Table 1: Staffing and qualifications of national archival institutions

Archival institution	No of professionals	Percent (%)
RAMD	27	39.6
NARS	22	32.4
BNARS	19	28
Total	68	100

Source: field data

Types of documents preserved as archives

This survey sought to identify the types of documents regarded as archives at RAMD, NARS and BNARS. The findings revealed that RAMD has managed to collect public and private archives from colonial to contemporary records. These are well listed, preserved and open to the public, with the exception of classified documents. According to the United Republic of Tanzania (URT 2011), the records that are in the national archives include, but are not limited to: German records (1890–1918); Tanganyika secretariat records (1919–1960); provincial (regional) and district administrative archives; church archives and private papers (1885–1980s); post-independence archives; maps and plans; and photographs.

A similar trend was revealed at NARS, in that only public and private archives were being preserved. An observation of NARS website indicated that 5% of the holdings are private and non-governmental records. The holdings date back to the 17th century, the records are generated at national, provincial and local government level and include court records, estate papers of the deceased, records of property rights and tenure, amongst others (NARS official website n.d.).

On the other hand, BNARS keeps records of public archives, private archives and migrated archives. Public archives are transferred from public bodies, while migrated archives are repatriated from their place of location following a detailed plan and agreement between BNARS and the concerned archival agency in the other country. Private archives are sourced from non-governmental organisations (NGOs), politicians, traditional leadership, churches, political parties, preachers and senior civil servants, among others.

The findings suggest that the three archives (RAMD, NARS and BNARS) have a good number of archives on national heritage. Moreover, it is observed that Botswana has demonstrated a remarkable effort to fill existing gaps in its collection in the history of Botswana by developing a programme to repatriate the migrated archives that are part of its national heritage. This programme is supported by Section 14 of the Botswana National Archives and Records Services Act (Government of Botswana 1978; amended in 2007), which bans anyone from exporting archives from Botswana without permission from the director. Nothing of this nature was indicated for either RAMD or NARS.

Common users of heritage resources

"Traditionally, archival institutions have been perceived as places where only academicians and genealogists can obtain valuable information. Rarely does one find other society members seeking for information from the archives" (Kamatula 2011:75). In view of this statement, the authors wanted to identify the common users of archival materials at the national archives of Tanzania, South Africa and Botswana. From the distributed and returned questionnaires, the study revealed that across the three archival institutions, the common users of archives are

historians, students, professional researchers, genealogists, public administrators, journalists, politicians and the public.

It was further revealed that RAMD visitors are normally interested in materials including: British colonial records, German records, government gazettes and newspapers, Hansards and law reports; and post-independence archives.

Similarly, the respondent from the national archives of South Africa revealed that the archival resources that are frequently requested for reference at NARS include estate files, land claims, maps and title deeds. Archival materials mostly requested for are old newspapers, publications, records related to history of ethnic groups, chieftaincy, land matters, water rights, colonial administration secretariat files and family history.

The role of archival institutions in promoting the national heritage

Archives belong to the people as they document rich information about what happened in the past in their society. In other words, archival materials may contribute to people's enjoyment and inspiration, cultural values, learning potential, economic prosperity and social equity. As such, archives exist to be accessed and used and, in this way, to promote national heritage. Hence, one of the objectives of this study was to identify the role of RAMD, NARS and BNARS in promoting the national heritage in their holdings.

According to the Records and Archives Management Act No 3 of 2002 Section 13, RAMD is responsible for ensuring that the national heritage, through archives, is preserved and promoted in the following ways:

    i.   to take charge of the National Archives

    ii.   to provide therein, and in any other archival repositories under their control, suitable conditions for the preservation and consultation of their holdings

    iii.   to arrange and describe those holdings and provide appropriate guide lists, indexes, and other finding aids to facilitate access

    iv.   to ensure that reasonable facilities are available to the public for inspecting and obtaining copies of public records in the National Archive or any other archival repository under their control

    v.   to ensure that reasonable facilities are available to duly authorised officers of the public office that created them, or its successor, for inspecting and obtaining copies of public records in the National Archive

Moreover, RAMD utilises the Dar es Salaam International Trade Fair, Cultural Activities Exhibition, Mwalimu Nyerere Exhibition, Independence Day, Utumishi week and visits to schools and colleges to promote public awareness of its services and its archival collection (Kamatula 2011). The survey also indicated that RAMD uses tours, word of mouth, seminars, workshops and websites to promote the national heritage by means of the archives in its holdings.

NARS, which was established by an Act of parliament, the National Archives and Records Services Act of 1996 (Act No 43 of 1996), has a mandate to provide for:

- a national archives and records service
- the proper management and care of the records of governmental bodies
- the preservation and use of a national archival heritage
- to provide for matters connected therewith

Besides the functions outlined in legislation, the findings indicate that NARS takes public programming seriously, with the respondent contending that this was proved by the appointment of staff to effect this important portfolio. When asked how they achieve this, they outlined programmes, including exhibitions and tours, seminars and workshops, websites and a newsletter, as the means they use to market and encourage the use of heritage resources. The public programming and outreach section at NARS currently runs a National Oral History Programme. The aim of the programme is to fill in gaps in South Africa's social memory. This unit's activities are guided by the functions outlined in Section 3 of the National Archives and Records Services Act of 1996, which states, among other things that the objects and functions of the national archive shall be to:

- preserve public and non-public records with enduring value for use by the public and the State
- make such records accessible and promote their use by the public
- ensure the proper management and care of all public records
- collect non-public records with enduring value of national significance, and which cannot be more appropriately preserved by another institution with due regard to the need to document aspects of the nation's experience neglected by archives repositories in the past
- generally promote the preservation and use of a national archival heritage

BNARS, like the other two archival institutions, has a programme to promote national heritage preserved in its holdings to encourage people to use their services. BNARS publicises its archives through exhibitions and tours, word of mouth, seminars and workshops, a website and a newsletter to attract potential users to its collection. Further, BNARS occasionally uses Botswana Television (Btv) to publicize its programmes and a five-minute radio slot on a programme called "Today in History".

From the findings, it is commendable that all the national archives in question have programmes targeting clients. However, details such as which programme or programmes were the most or the least successful in attracting users to the archives were not provided. This could be identified as a shortcoming of using a quantitative approach that does not provide room for further probing.

Similarly, it was evident that these archives are not taking full advantage of media such as television and radio to promote their facilities and services. These have proved to be effective means of attracting public interest (Lukenbill 2002). In the current information society, many organisations use Web 2.0 tools to market their services. For instance, the national archives in developed countries, such as the United States of America (USA) and the United Kingdom (UK) use Facebook pages to communicate and market their institutions. Lacher-Feldman (2011) reports on how using Facebook as an outreach method for a special collection proved successful by informing people and organisations about lectures, activities and endeavours at this particular archive. Similarly, Medina-Smith (2011) explains how using Twitter put the Jewish Women's Archive on the map, with at least 700 users each day reading their compilation of "This Day in History" and more traffic on the archive's blog. Could this happen in Africa? Mobile phone technology has grown tremendously in Africa in the past few years (Ogunlesi 2012) and now connects people in even remote areas of the continent. Web 2.0 platforms, such as Facebook and Twitter, have become very popular and can be used to promote the documentary heritage housed in RAMD, NARS and BNARS.

Collaboration between national archives and other stakeholders

Brooks (2010) argues that it is necessary for archivists to use common trends in society to market their holdings. One of the common trends that is evident in today's society is the art of cooperation and collaboration. Consequently, this study aimed to establish whether the national archives of Tanzania, South Africa, and Botswana cooperate with other institutions or stakeholders in promoting their national heritage. Findings indicated that RAMD in Tanzania collaborates with the ESARBICA and ICA in ensuring standards are maintained in preserving and promoting the national heritage using archives.

On the other hand, the survey indicated that NARS collaborates with other institutions to promote South Africa's national heritage. It is important to note that South Africa is a country that is proud of its heritage to the extent that it has a public holiday dedicated to appreciating heritage. South Africa's National Heritage Day is observed on 24 September every year. Institutions that collaborate with South Africa include the National Library, the Nelson Mandela Foundation, the National Heritage Council and the South African Broadcasting Corporation (SABC). Lukenbill (2002), Barrett, Cannon, and O'Hare (2009) and Brooks (2010) emphasise the importance of collaborating with other institutions to promote the use of holdings within an archive. A good example can be drawn from South Africa, where legislation (the National Archives and Records Service Act of 1996 and the National Heritage Council Act No 11 of 1999) emphasise the need to work together to promote the heritage of South Africa. For instance, Section 10 of the National Heritage Council Act of 1999 outlines the functions of the council as, among other things, to:

    i.   coordinate the activities of public institutions involved in heritage management in an integrated manner to ensure optimum use of state resources

    ii.   generally support, nurture and develop access to institutions and programmes that promote and bring equity to heritage management

In Botswana, it was revealed that BNARS collaborates with local, regional and international bodies. The local partners include the University of Botswana, Limkokwing University of Creative Technology, Botswana Television, Radio Botswana, National Museum and Art Gallery, Department of Information and Broadcasting Services and the Department of Surveys and Mapping. Collaboration between Botswana and media houses has assisted BNARS in collecting broadcast tapes from Botswana Television. According to Mnjama (2010), a sizeable portion of selected televised and broadcast programmes and films has been deposited with BNARS. In addition, an informal arrangement exists between BNARS and the Department of Surveys and Mapping, which collects and preserves maps and plans, Radio Botswana, which collects music, and the Department of Information and Broadcasting Services, which collects photographs. BNARS also collaborates with international stakeholders such as the ICA and ESARBICA. At the regional level, BNARS regularly participates significantly in the archives and records management profession. For example, the department hosted the ESARBICA conferences in 1991 and 2005 (Ngoepe and Keakopa 2011). BNARS also took part and contributed to the SADC (South African Development Community) Sector on Culture, Information and Sport. Furthermore, on the international front, BNARS is a regular participant in the International Conference of the Round Table on Archives, the Association of Commonwealth Archivists and Records Managers (ACARM) and the International Records Management Trust (IRMT) workshops on capacity building for records management.

Regarding collaboration, it would seem that NARS and BNARS are more advanced than RAMD. As such, RAMD needs to do more in this respect. For instance, it is important that RAMD cooperates with media houses such as the Tanzania Broadcasting Cooperation (TBC),

121

formerly known as Radio Tanzania Dar es Salaam (RTD), to ensure the proper preservation of the nation's recorded historic events, its culture, and its social experiences since independence. Good examples are the speeches made by famous figures, such as that given by the first Tanzanian President, Mr. JK Nyerere, on independence night in 1961, and others. According to Paa Tanzania (2013), most of Tanzania's knowledge and history has been passed down through speech, which is being preserved in Radio Tanzania's archive. Hearing such voices from the past may have a immediacy and power for present-day students and researchers who listen to the tapes or CDs. However, the archive is in danger of being lost forever, as there are no initiatives planned by RAMD to collaborate with the TBC to effectively preserve or digitise the collection and make it accessible online for posterity. As was asserted by Paa Tanzania (2013:62):

> Tanzania's sound heritage is certainly worth saving. The existence and availability of such a resource has a profound effect on our understanding of who we are, where we live, and our place in history. Technological developments now offer us the chance to safeguard this archive, whilst also greatly increasing access"

Moreover, Tanzania, through RAMD, could use the example set by South Africa by establishing a special public holiday to observe and appreciate the nation's heritage. This would help raise awareness among the public and other stakeholders on the importance of the national heritage, which would further help to promote it.

Contribution of government towards promotion of national heritage

In Tanzania, the government's contribution to promoting the national heritage in the form of archives at RAMD was identified as budgetary support. This support enables RAMD to run its business and pay salaries and other expenses at the institution. This study wanted to determine whether there is any policy or official strategy that guides outreach and public programming at the institution. It was indicated that RAMD does not have any such policy or official strategy.

At NARS, it was indicated that the government's contribution is in the form of set legislation that clearly states the importance of archives and heritage in the SA society. Secondly, by providing a budget, this institution has sufficient funding to carry out public and outreach programmes. NARS indicated that it has a draft strategy on promoting usage of its archival resources related to heritage. This was drafted in 2012 and workshops are planned for the future to ensure the adoption of the strategy.

The contribution of BNARS in the promotion of national heritage is embodied by BNARS, a government department executing its yearly mandate by providing budgeted resources in the form of human resources and financial resources. The study revealed that BNARS does not have a written policy or strategy for promoting the use of the archival heritage within its collection. However, this does not mean that BNARS does not undertake archival outreach programmes. BNARS actually promotes the use of its archival resources on a daily and annual basis.

Digitisation of archival resources

Digitisation of archival resources has become a necessity in the face of dwindling budgets to finance collections, a desire to provide remote access, the quest for collaboration, a need for partnerships and resource sharing, and the ever-increasing costs of preserving analogue material (Asogwa 2011). With technological changes taking place every day, it is important that archival institutions use such technological advancement by digitising archival documents and then uploading them to their websites for easy public access.

122

The survey revealed that there are plans to start digitising some archival materials at RAMD, but not all. Magaya and Lowry (2013) further reveal that a number of Ministries, Departments, and Agencies (MDAs) in Tanzania have started scanning projects independently of RAMD. However, these projects have consistently failed to recognise the legal issue of evidence, the technical specifications that should be set for digital surrogates to ensure that high-quality, lossless surrogates are created, and the need for systems that are capable of managing and preserving digital surrogates over time. Following such weaknesses, the President's Office, Public Service Management (PO-PSM) issued Circular No 6, which recognised the need to digitise hardcopy records in accordance with standards set by PO-PSM through RAMD. Similarly, it was learnt that the procurement of digitisation equipment is progressing well. As of yet, modern scanners, a high-capacity server and microfilming machine have been installed in the newly built National Records Centre situated in the capital city of Tanzania, Dodoma.

At NARS, findings indicated that there is an ongoing project that aims to digitise all paper-based archival holdings. When asked to elaborate on their progress, it was stated that NARS has nominated a task team that is developing a digitisation policy that will guide this exercise. In addition, the task team is in the process of identifying collections to be digitised. However, researchers of this study were not informed whether parts of these selected collections had to do with heritage.

The same was observed at BNARS, where digitising selected archival records is being planned. A digitisation policy and strategy has been formulated, and the procurement of necessary equipment for digitisation is underway.

Factors hindering the effective promotion of archival materials as a national heritage

Another objective of this study was to determine the factors that hinder the effective promotion of archival materials as a national heritage. In the case of RAMD, results revealed that inadequate funding is, in one way or the other, a hindrance. The lack of a clear understanding of the relationship between RAMD and other heritage institutions, libraries and cultural centres; lack of active programmes of events on heritage; the number of qualified personnel responsible for outreach and public programming; and inadequate information on the website concerning archival collection are some of the obstacles to the effective promotion of their national heritage.

In South Africa, it appears that the number of qualified staff and the location of NARS building are the only factors that affect the promotion of national heritage resources. Such factors were also identified by Blais and Enns (1991). Their argument is that any public programme is affected by image, awareness, education and use. According to these authors, image is linked to the vicinity of the archives and how they are viewed by resource allocators or the public. Awareness relates to the public programming skills of the archivist, while education includes identifying gaps and filling them accordingly to achieve such programmes. Lastly, use focuses on ascertaining users' needs and addressing them. On the other hand, factors that positively affected the promotion of heritage resources in the case of NARS include: the relationship between NARS and other heritage institutions, libraries, and cultural centres; an active programme of events on heritage; and the qualifications of the archives personnel responsible for outreach and public programming. Though active programmes are in place, measuring effectiveness becomes crucial. This study did not seek such information, however a study by Ngoepe and Ngulube (2011) conducted in the city of Pretoria (a part of the municipality of Tshwane), where NARS is based, indicated that very few people were aware of NARS and how they could benefit from its services. The study recommended that NARS needed to do more to reach out to the public.

In BNARS, it was found that they face no challenges so far with regards to the promotion of archival materials as national heritage. The department has a purpose-built archival building, easily accessed by users. However, due to the time limit, the study did not focus on the actual clients or users, who could have given more insight on the role of national archives in the promotion of national heritage.

Conclusion and recommendations

Archival institutions have a role to play in promoting the national heritage within their holdings. Access and usage of the archives is paramount. The continued relevance of the archives to society depends on the actual usage of these resources. The archives have to continually advocate public use of its collections to survive competition for scarce financial resources. The national archives in the three countries do keep documentary heritage that is of value to society. This study attempted to find out whether they promote these resources to their respective societies. It was confirmed that they use a variety of means to do this, including exhibitions, lectures, newsletters, websites and school and college visits, to mention a few. Referring to South Africa, NARS and NHC (National Heritage Council) legislation indicates the seriousness with which South Africa appreciates its heritage. NARS has systems in place to promote access and use of their holdings on heritage. Challenges that hinder the promotion of records on national heritage include the vicinity of the institution and a lack of staff to implement set programmes.

The findings revealed that the national archives do not make the most of information communication technologies to preserve and promote their collections. The advancement in technology and the advent of Web 2.0 tools call for a different kind of marketing and promotion of archives. Social networking is an approach that none of the archival institutions in this study use to promote their collections, despite more and more people in these countries having access to social networks through mobile technologies. Digitising records has proved to be one solution to preserving archival heritage. It is important that archival institutions prioritise the digitisation of archival documents.

Though these archival institutions have programmes in place, the authors came to the conclusion that is not enough to be satisfied with the current strategies. It is also important to determine the effectiveness of such strategies. This calls for further investigation into the promotion of national heritage involving clients and potential clients of these archives. Quantitative and qualitative research methods could result in more comprehensive information.

In light of the findings in this study, the following are recommended:

- RAMD, NARS and BNARS should undertake more initiatives to market their archival services, hence increasing awareness among the public of what is available and the value of their national heritage. This could lead to increased use of the facilities and records, and should involve clearly identifying documentary heritage within the collections, raising awareness and promoting access to these collections.

- Archival legislation should be strengthened to enable national archives in the ESARBICA region to have legal control of electronic archives management.

- The advent of e-Government has meant that governments produce electronic records in the delivery of public services. National archives should prepare themselves for managing electronic archives by undertaking capacity building in that area. This can be done with the help of partners, locally, regionally and internationally.

- It is also time that RAMD develops strategies to translate German records into a language that can be understood by the majority of citizens, which is not currently the case. The accessibility and usability of German records can be made possible only when such records are translated and digitised.

This study does not provide all the answers, but aims to stimulate debate on how our documentary heritage is promoted by our archives. There is a need to think out of the box to determine different ways to reach out to people and to promote access to information on our national heritage.

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125

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