THE ROLE OF ARCHIVES ON THE INCORPORATION OF THE FORMER KANGWANE HOMELAND INTO MPUMALANGA PROVINCE

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ABSTRACT

This study was conceptualised in order to assess the strategies used to incorporate the homeland of KaNgwane into Mpumalanga province after the cessation of apartheid in 1994. The specific objective of the study was to investigate the compliance of records and archives with the National Archives and Records Service of South Africa Act (Act No 43 of 1996), during the incorporation of the homeland of KaNgwane into Mpumalanga. The study adopted a qualitative methodology through document analysis, interviews and observations. The key findings revealed that the archives of the former homeland of Kangwane were not aligned with the requirements of the National Archives and Records Service of South Africa Act (Act No.43 of 1996). Institutions seem to lack experience when it comes to the challenges of storing records and implementing arrangement and control systems. The frequent lack of a records management policy and few to no staff with record-keeping and archival backgrounds was also a concern. A shortage of space to store records safely was also one of the major issues that the study uncovered. There appears to be no concerted effort to retain important historical records. Many records are stored in several different locations in government buildings. I conclude that archives play an essential role to the nation as the institutional memory.

Keywords: archives; homelands; incorporation; Kangwane; records management

INTRODUCTION

According to Archival Platform (2015, 72) archives are important because they serve as a memory of the nation and contribute to promoting social responsibility. When a

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nation maintains archival records of their past, the public benefits because archives have educational, historical, and cultural values. Archive materials are demanded by organisations, researchers, and scholars. However, most established organisations experience the challenge with archive management. Mnjama and Pendo (2014), Erima and Wamukoya (2012, 24), as well as Segaetsho and Mnjama (2012) agree that lack of proper legislation, preservation policy, proper archive handling, a shortage of storage facilities, inadequate preservation of records, and a lack of adequate security and disaster preparedness pose a challenge to archive management. Archival records should be kept save, arranged and marked, and made available to researchers. In South Africa archival records of Bantustans, especially the homeland of KaNgwane, were not properly documented since the formation of the Union of South Africa in 1910 until in 1994 when South Africa attained democracy. Hence, this study was an attempt to provide alternative views of history and the past about the homeland of KaNgwane, which was neglected by the apartheid government.

It is against this backdrop that the study sought to assess, in particular, the strategies used in incorporating KaNgwane into Mpumalanga. I assessed the preservation of historical records of KaNgwane and examined their compliance with principles of the management of archives and records. I also investigated the accessibility of the KaNgwane collection of archival materials. The next section provides background information on the archival management system. It is followed by a brief theoretical and conceptual reflections, analysis, implication of the findings and conclusions.

BACKGROUND

The Cape government started archiving documents in 1876—Transvaal and the Orange River Colony followed suit later in the 19th and 20th centuries. The archives of the provinces were incorporated into a single public archive after the formation of the Union of South Africa in 1910 (Archival Platform 2015, 20). South Africa's first Archives Act, the Public Archives Act (Act No. 8 of 1922) was passed in 1922 (Rodrigues 2012, 101). The act identified records to be transferred into the custody of the archives services. However, the information pertaining to black histories were not regarded as worthy to be transferred to archives. South Africa became a republic in 1960. The Archives Act, the Public Archives Act (Act No. 6 of 1962) was passed by parliament to control public records. With all the preservation of archive material in South Africa, the archive materials on black people were neglected.

In 1948 the National Party won the elections, and this led to the establishment of Bantustans (Adam, Rotberg, and Butle 1978, 1). The National Party developed policies, which systematically separated cultural groups in South Africa. The promotion of Bantu Self-government Act (Act No. 46 of 1959) identified cultural groups as Nguni, which is made up of people of Zulu, Xhosa, Ndebele and Swazi origin—Sotho (Northern Sothos (Bapedi), Southern Sothos (Bashoeshoe) and Batswana), Shangaan-Tsonga,

Venda, as well as Coloureds (King 2006, 15). The apartheid government intended to move these cultural groups towards self- governing states. According to Archival Platform (2015, 22), the Bantustans came into being in the early 1970s. The creation of Bantustans impacted on the regulation of archives, as they were created with their own legislation and repositories in Venda, Lebowa, Ciskei, Transkei, Kwazulu, Gazankulu, Bophuthatswana and Qwaqwa. However, KaNgwane did not have its own archival legislation.

The Republic of South Africa Constitution Act (Act No. 110 of 1983) declared that archives were only important to white, coloured and Indian communities (Archival Platform 2015, 22). This means that all Bantustan records were not inspected and monitored by the States Archives of South Africa.

Throughout this study the term "bantustan" has been used to refer to former homelands created by the apartheid government. These Bantustans included Transkei, Bophuthatswana, Venda, Ciskei (TBVC) states. These were self-governing states, even though they were not recognised as sovereign states internationally.

KaNgwane was selected for this study because the administration had no archival legislation in place, and because of its defiance to the apartheid regime, as well as its association with the liberation movement, the African National Congress (ANC).

The Swazi territorial authority was established in 1975, making KaNgwane the second smallest homeland in South Africa (King 2006). In 1981, the homeland was granted self-rule by the apartheid government. The territorial homeland status was suspended in 1982. This was after Sobhuza, the traditional leader of the Swazi nation opposed the idea of a self-governing state (Vail 2015, 313). The Swazi chief felt that the Bantustan will create hostility between its citizens and the monarchy in Swaziland. This led to the restoration of self-rule in 1984.

The KaNgwane homeland Legislative Assembly was constituted in 1977 (Ally 2015, 972). The homeland was intended to become a separate state for the African population that was justified through the paternalistic development. It comprised of areas around the former Transvaal, bordering Swaziland on the South and Mozambique on the East, as well as Lebowa and Gazankulu on the North. The majority of its inhabitants were Swazis.

Attempts were made by the apartheid government to incorporate KaNgwane into Swaziland (Ally 2011, 425). This was done with the intention to weaken the support that the ANC enjoyed from KaNgwane, thus destabilising the activities of the ANC in exile. Mr Enos J. Mabuza, the then Chief Minister of KaNgwane became one of the people who fiercely opposed the attempted land transfer as a result of a secret no-aggression pact signed by the governments of South Africa, Swaziland, and Mozambique.

As already alluded to, Bantustan states were created in order to sow division among the black tribes of South Africa, as part of the divide-and-rule strategy. The apartheid government's use of tribal authorities was a continuation of the British system of indirect rule during colonialism in Africa (King 2005). Indirect rule emphasises the role of chiefs

in governing African people, even for people who traditionally did not have political leaders as distinct from religious leader. Thus, King (2005) asserts that Bantustans were established as a mechanism for the indirect rule of South Africa's landscape and society by the apartheid regime.

The Bantustans were not self-reliant. King (2006, 17) alludes to the fact that the former Bantustans were often presented as underdeveloped territories that required continuous intervention from the apartheid government. Ironically, the apartheid policy failed to stimulate economic development and political independence in the Bantustans, which resulted in shifting strategies by the National government in the 1980s.

In terms of records administration, Bantustan rule was effected through the bureaucratic administration of chieftainships, processing of affidavits, notarial leases, trading licences, taxation notices and purchase orders (Ally 2015, 981). The Bantustan's political rule was not just documented in its records—rather, it was accomplished through the processing of documentation.

The administration of KaNgwane ceased to exist in April 1994 when South Africa's interim Constitution dissolved the homeland and established new provinces. Thus the KaNgwane administration fell within the borders of Mpumalanga province. The administration was merged with parts of the former Transvaal to form part of Mpumalanga (King 2006, 19). The tribal authorities were integrated within the municipalities of this new province. Therefore, as a result of this new dispensation, the KaNgwane administration became part of South Africa. According to King (2006), South Africa's democratic transition has had a significant impact on localised governance systems in mediating development opportunities within the former homeland.

The transition to democracy saw archives being destroyed and shred by government officials without authorisation. There was a massive deletion of state documentary memory as attested by Harris (1999, 11). This might have been caused by the fear that the new government was going to prosecute those who were involved in the violation of human rights.

In 1992, during the transition to democracy, the Department of Arts and Culture formed a Commission on Museums, Monuments, and Heraldry (Archival Platform 2015, 28). The Commission was formed with the purpose of addressing the problem of the lack of archives policy, the illegal destruction of records, and the state of records in the former self-governing "homelands." This effort required documenting records of Bantustan states. Based on the pre-assessment of Bantustan states, there were archives which were not properly documented. Besides the transition into a democratic government, Mpumalanga did not inherit archival facilities after the demarcation of the province in 1994 (Archival platform 2015, 60). This posed a challenge with transferring archives to archival repositories of the new province.

BRIEF THEORETICAL REFLECTION

Archives play a significant role in promoting and preserving memory, culture and identifies in the form of bureaucratic and social evidence—and also serve to make the evidence accessible to a wider audience (Mckemmish and Gilliland 2013, 84). Furthermore, Mnjama, Mmooko and Manewe-Sisa (2016, 157) cite the International Records Management Trust (1999), which discusses the importance of archives and records, arguing that archives are vital tools for good governance, transparency, accountability, protection of citizens' rights and entitlements, improved service delivery, promotion of the rule of law, management of state resources, implementation of anti-corruption measures, and the maintenance of foreign relations and international obligations. Therefore, archiving is of fundamental importance in governance and administration. Archives require continuous care and preservation by archivists.

Procter (2008, 140) argues that archive theory is regarded as interpreted rules and regulations regarding buildings, materials, custody, arrangement, classification and access and publication. The archives theory to be discussed in this study is the Records Continuum Model.

The Records Continuum Theory provides the theoretical foundation upon which this article is based. The Continuum Model distinguishes between records management and archives management as set out by the International Records Management Trust (IRMT 1999).

The Records Continuum Model requires records and archives professionals to meet organisational expectations of good governance (IRMT 1999). Furthermore, it also requires officials to meet the operational requirements of the organisation. In fact, organisations are required through legislation such as the National Archives and Records Service of South Africa Act (Act No. 43 of 1996) to preserve institutional memory in the form of vital records; including committee records, minutes of meetings, as well as records of the formation of the organisation.

The Continuum Model envisages the processes of records management and archives management that are integrated. IRMT (1999) acknowledges that the discipline of archive keeping consists of records and archives management. Rodrigues (2016, 231) points out that the Continuum Model requires collaboration between records managers and archivists from creation to disposal. The records manager and the archivist are professionally committed to managing corporate records in an integrated manner. This means that the responsibility for recordkeeping should be seen as a joint and collective responsibility.

Upward (2017, 59) argues that the Continuum Model provides a worldview that can help connect the development of knowledge through archives and records management globally. This model advocates for new skills and knowledge to manage information. The Continuum Model requires archivists and records managers to have, among other things, information technology skills.

Authoritative and reliable archives that are created and maintained in an accessible, intelligible and usable manner support the operational and strategic accountability requirements of an organisation. The Department of Public Service and Administration of South Africa (2002, 13) states that important developments within any organisation are embedded in the records kept in the archival repository.

Archivists and records managers are involved in all stages of managing all kinds of records. Millar (1997, 14) explains the four actions of records care under the Records Continuum Model as follows:

a. Identification and acquisition: Archives management actions associated with the selection and acquisition of archives. Okello-Obura (2011) indicates that records and archives should be collected in accordance with the mission of the organisation.

b. Intellectual control: This has to do with archives management actions that relate to the arrangement and description of archives.

c. Access: These are archives management actions that relate to the description of archives. Procter (2008, 152) argues further that there is a close relationship between access and the description of an archival collection. This means that there can be no access without a full description of archives, as researchers require this information to make use of an archive effectively. Consideration should be afforded to restricted, confidential information. Such records could compromise state security or violate human rights.

d. Physical control: This involves archives management actions that relate to the preservation of records. Paper-based records should be preserved in the archives. Records and archives must be protected against pests, damage, and must thus, be handled properly. There must be authorisation procedures in place to control the movement of records.

Ambira and Kemoni (2011, 43) argue that the Records Continuum Model could be adapted to organisations that are being incorporated.

The Records Continuum Model strengthens the link between records and archives management through recordkeeping and collective memory (Xiaomi 2003, 29). This means that records are integrated and processes form a continuum. This constitutes a relationship between records managers and archivists. The definition of records includes records of continuous value. Such records with historical and cultural significance should be identifiable.

Roper and Millar (1999, 45) state that integrated records management requires that records and archives be preserved in an accessible, intelligible and usable form for as long as they have continuing value. It is essential to make information from records and archives available in the right format, to the right people, at the right time. The integrated approach is a unification of the Life-cycle and Continuum Models into an integrated records and archives management system (Kalusopa 2011, 21). Strategic management

involves the management of records and archives in an integrated manner. The business plans, aims, and objectives of the organisation should be shaped by archival theory.

The Records Continuum approach was influenced by postmodern thinking and regards record keeping as a continuous interactional and evolving set of contingent activities with individual, institutional and societal aspects (Mckemmish and Gilliland 2013, 84). Theorising about the nature and role of archives with reference to postmodern and postcolonial thinking should include an exploration of the concept of decolonising archives.

Archivists are responsible for the management of inactive records. Inactive records consist of historical and cultural records which require no further disposal. The retention schedule poses a challenge to the handling of records, which are not included or mentioned in the file plan. Procter (2008, 146) argues that the creation of a classification framework would allow the researcher to identify the correct allocation of records and files.

The concepts discussed in this section have informed the study as will be seen in the next sections.

CONCEPTUAL REFLECTIONS

Issues about preservation, access, and compliance continue to reflect the legacy of apartheid (Schultz 1995, 3). This demonstrates the structural and social inequalities that serve as the foundation for post-apartheid South Africa. The social, economic and political history of the oppressed were not fully documented (Sheppard 2015, 871). This was done through planned and organised selection and destruction of unwanted government records (Hampshire 2013, 335).

Bantustan archives contain files which may fill gaps which exist in the history of South Africa. Rawling (2015, 195) acknowledges that there is a need to fill the gaps created by lost files and forgotten papers of former governments. The loss of corporate memory was a result of files that were destroyed as well as missing files. Furthermore, the loss of archives may be attributed to the lack of archives management policies and processes (Rawling 2015, 196).

 In the process of incorporation, Bantustan administrative records were declared confidential and state secrecy. Rawling (2015, 202) cites violence as reasons for state secrecy and confidentiality.

Public sector reform contributes to the creation of records, especially in developing countries. In this study, public sector reform is seen as the incorporation of homelands (the homeland of KaNgwane in the case of this study) into Mpumalanga province. According to Wamukoya and Mutula (2005, 68), public incorporation in Africa began in developing and transitional economies in the 1980s and initially focused on downsizing in accordance with structural adjustment programmes supported by the International Monetary Fund (IMF) and the World Bank. However, the homelands in South Africa were incorporated into provinces post- 1994.

In spite of the fact that South Africa was subject to such public sector reforms, most of the official records and archives have not been adapted accordingly to enhance transparency and accountability. Wamukoya and Mutula (2005, 69) state that there is inadequate support provided by government to the National Archives in order to ensure proper records management as a pillar of accountability and transparency. This was attested by Lihoma (2008, 3), who indicates that there is little awareness by government officials of the value of archives.

National Archives have the mandate to oversee archives and records management. In South Africa, the State Archives of South Africa, which was established in 1961 failed to discharge their responsibilities to preserve the Bantustan archives. This led to limited skills for the management of archives, space, budgets, equipment and material (Lihoma 2008, 7). This situation poses a threat to the long-term preservation of archival material.

Government institutions need to identify the regulatory environments that impact on their activities or functions and should ensure that their activities are documented to provide evidence of their compliance with legislation. According to the Department of Arts and Culture (2007, 73), records should be managed in terms of the broad policy guidelines contained in the National Archives and Records Service of South Africa Act (Act No. 43 of 1996). The purpose of the guidelines is to enable government institutions to manage their records during the incorporation.

Governmental institutions must ensure that all records under their control are stored and filed systematically and in an orderly manner according to prescriptions of the national archives.

It is necessary to apply for the disposal of records during the incorporation of organisations. In accordance with Section 13(2) (a) of the National Archives and Records Service of South Africa Act (Act No. 43 of 1996), no public records under the control of any governmental body may be transferred to an archives repository, destroyed, erased or otherwise disposed of without written authorisation by the National Archivist. Such written authorisation is issued by the National Archivist and specify the records to be transferred into archival custody. Heads of governmental institutions must ensure that they have received the proper authorisation for all records to be transferred or incorporated into other departments (Kalusopa and Mampe 2007, 15).

It is the responsibility of the affected department (in liaison with the National and Provincial Archives) to ensure that its records are disposed of accordingly before an incorporation. There are three types of disposal authority issued by the National Archives of South Africa: Standing, limited and general disposal authority (Department of Arts and Culture 2007, 21).

A strategy has to be developed for keeping records separate to streamline technical services in the future. Areas to be included are the alignment of administrative policies, provision of access and the consolidation of functions of technical services (Rozum and Brassaw 2014, 205). Furthermore, it is important to align organisational policies and procedures between the incorporated organisations (Rozum and Brassaw 2014, 206).

A records management programme is concerned with records throughout the process continuum (Bowker and Villamizar, 2017, 65). This means that there should be continuous management of records, which can be realised through the development of a retention schedule to identify historical, cultural and scientific records.

According to Phillips (2011, 2), capturing and retaining accurate records serve as a way to preserve evidence for future deliberations and activity reviews. The capturing of records should ensure that records are retained to meet the legal, financial, administrative, research and historical needs as set out in the National Archives and Records Services Act (Act No. 43 of 1996).

Organisations collect, categorise and analyse records for insights into organisational life. The history of the organisation and the stories concerning it provide an opportunity to reflect strategically on how the organisation orients towards itself and towards external stakeholders (Cartwright and Magni 2015, 48).

There is a need for staff to be trained during an incorporation to eliminate fear in respect of job losses. The training must extend to the technologies being employed as well as systems and work being introduced (Thakur, Anjali, and Stokes 2016, 07).

Open communication should be a priority during the incorporation of organisations to ensure that records and archival collections support institutional knowledge in all areas. Personnel at both institutions need to learn to communicate comfortably with one another (Rozum and Brassaw 2014, 204).

Lack of communication during incorporation results in the increased possible loss of institutional memory. The loss of records becomes a much greater risk, as records are typically left in the department in which they were originally created (Phillips 2011, 15).

Pearce and Resnik (2007) have identified the following factors to be taken into consideration during the incorporation of organisation:

- **Documentation and retention requirements** – The incorporation of organisation is subject to legal requirements. Some of the laws and regulations will indicate records which must be retained and the duration of their retention. Records must be retained and be made available in the event of a legal action. It is advisable for an organisation not to rely solely on legal or institutional instruments to guide integration, but rather on governance tools (De Vries, Laarakker, and Wouters 2015, 559). Organisations should examine whether the records they have acquired meet requirements. Furthermore, it is essential for organisations to be able to identify the locations of records for exchange and retention (Philips 2011, 24).

- **Privacy compliance** – The records audit should locate and identify any inappropriate personal information and plan for its secure disposal at the earliest opportunity during the acquisition process.

- **The cost of keeping records** – Maintenance of records may pose an undue financial burden.

- **Intake assessment** – The intake assessment process allows an organisation to examine each file for compliance gaps. Any missing documents should be noted for possible recovery.
- **File integrity clean-up** – All efforts should be made to recover missing files. The clean-up should also remove information that threatens the integrity of any file.
- **File conversion –** Label designs, folder colour schemes and tracking controls should be standard across the collection to facilitate fast retrieval for users.
- **Access** – an organisation must consider who will need access to the archives (Hendry and Bicknesse 2006, 18).

The management of records and information resources is often not appreciated as an integral part of managing an organisation (Phillips 2011, 14). Institutional incorporation requires stakeholder involvement, which is fundamental for the incorporation to be a success (Milos 2017, 10; Wamukoya and Mutula 2005, 69).

Poor management of any incorporation phase may lead to adverse outcomes for the incorporated organisation that include the loss of valuable resources and knowledge, as well as damage to organisational culture (Thakur, Anjali, and Stokes 2016, 4).

It is essential to understand what is involved in coding specific resources across organisations, the roles of various staff, and lay sufficient focus on the management of cultures between two organisations (Thakur, Anjali, Stokes 2016, 8). An awareness and understanding of differences and similarities in institutional cultures has a useful and informative role to play in guiding and influencing integration strategies and processes (Cartwright and Magni 2015, 47).

ANALYSIS

This study adopted a qualitative research approach to address the research questions and objectives. The decision to use a qualitative approach was based on the research question and the nature of the data that the researcher needed to collect and analyse in order to address the research question.

A purposive sample was used for this study. The researcher selected a sample that contained the most characteristic, representative or typical attributes of the population that served the purpose of the study. The sample for this study consisted of the provincial archivists and representative from the Mabuza family (Mr Enos J. Mabuza's information). Three participants from the Mpumalanga Provincial Archives were selected purposively by looking at their roles prior to integration with the former homeland. Participants from the Mpumalanga Provincial Archives were selected, based on their role in managing provincial archives, which includes inspection of all provincial archives. The representative from the Mabuza family was selected on the basis of the role he played in the KaNgwane administration.

The researcher chose a non-probability (purposive) sampling and not a probability sampling in order to gain insight into the incorporation of KaNgwane into the provincial government (Mpumalanga).

Data were collected and analysed through interviews and a review of documents. The interviews were focused, open-ended and brief, but allowed the exploration of the participants' experiences through discussions.

Primary data in the form of reports were collected by the researcher and integrated to gain more depth and insight into the incorporation of KaNgwane into Mpumalanga. However, there were some gaps in information, especially when the researcher did document analysis—because reports, statistical records, and historical documents were often incomplete. A further problem was that many personal documents such as letters were not written for official purposes. These documents contain specific knowledge that researchers who are unfamiliar with certain activities would not be able to assess.

The document review or analysis showed that there was no framework in place to handle the process of incorporating KaNgwane into Mpumalanga. This happened despite the national archives legislation, which can be utilised to arrange and classify records.

The researcher gathered from the interviews with provincial archivists that records of the former homeland of KaNgwane were not arranged, classified and described. There was acknowledgment that the planned and recorded destruction of some records on homelands was well rooted in apartheid practices. Unarranged, not classified records posed a challenge when the researcher wanted to access such records. Ally (2015, 977) further indicates that official records of KaNgwane were not recorded properly—they consisted of disorganised, inappropriately filed and fragile papers. This may lead to records with historical and cultural value to be lost forever.

Records of the former homeland were not properly transferred or incorporated into Mpumalanga Provincial Government. Archives of KaNgwane were not transferred with the rest of the Old Transvaal records to the National Archives in Pretoria (Ally 2015, 974) at the dissolution of the previous provincial administration in 1994 (Ally 2015, 973). Old Transvaal is one of the former province of South Africa during apartheid. Most of the records about KaNgwane were dammed in the government complex in Nelspruit. Ally, (2011, 985) argues that the National archives and the archival imperatives have been neglected by the post-apartheid state. As a result, some records were damaged while others were lost as there was no proper control of archival services. Moreover, the Bantustan administrations were excluded from the powers and functions of the centralised repository (Archival Platform 2015, 16).

The researcher notes that the process of transferring Bantustan archives to the Mpumalanga Provincial Archives was somewhat more complex. Preservation priority was given to the succeeding state government.

The researcher assumes that neglecting records of the former Bantustans was caused by the lack of understanding of the importance of archives by government

employees. Ally (2015, 972) indicates that employees of the past administration did not have an interest in the preservation of records—this was evidenced by the wasting of the Bantustan records. Most of the employees indicated that there was no need to keep or preserve such records. Some government employees further indicated that such records represent the brutality of the apartheid government. This view is supported by Hampshire (2013, 342) who asserts that records which might bring embarrassment to governments, members of the police, military forces, and sources of intelligence must not be passed on to the successor government.

Furthermore, data analysis revealed a lack of inspection of terminated records—hence it is the responsibility of the National Archives of South Africa to inspect public records to ensure that governmental bodies comply with the requirements of the National Archives Records Service Act (Act No. 43 of 1996).

IMPLICATIONS OF THE FINDINGS

It seems that there is a need to amend the National Archives and Records Management Act (Act No. 43 of 1996), to include the preservation of records of the former homelands states, including KaNgwane. Standards on the management of records of the former homelands should be developed. Policies and procedures must be developed, which will reflect legislation and ethical standards. These developed policies and procedures should be reviewed regularly in order to ensure that they reflect current good practices and adhere to legal requirements. This is because records of the Bantustans contain historical and cultural values of neglected societies.

It appears as though there should be a general retention and disposal authority of the archives of the former homeland of KaNgwane. This authority must cover records created by the former homeland of KaNgwane from 1977 to 1994 when the transition to a democratic state took place. Such authority will ensure that records with permanent value are preserved permanently by national and provincial archives. Furthermore, proper disposal of records will provide evidence of what records were created and subsequently destroyed, with clear instructions on what should happen with records when they are no longer needed to support business. This will include records which have ceased to have any value to organisations.

It is therefore, proposed that a project be undertaken to document how the incorporation of Bantustans into South Africa was handled. The project will lead Provincial Archivists to fulfil the mandate of the Mpumalanga Archives Act (Act No.14 of 2008), by empowering Provincial Archivists to oversee recordkeeping practices in Mpumalanga. All historical evidence created during the apartheid era should be documented, in compliance with the act. It is important to understand how archives of the former Bantustans were incorporated in the post-apartheid dispensation so that mistakes (if any) and, or lessons can be distilled. For this project to be successful, resources for special projects should be allocated.

CONCLUSION

I conclude that records and archives are important during any incorporation period. The importance of records can be emphasised by raising awareness and giving advice on the management of records. This assertion is supported by Kalusopa and Mampe (2012, 8), who maintain that records management programmes succeed best when there is awareness of the procedure, policies and standards governing the management of records.

Furthermore, the national and provincial archives, in terms of the National Archives and Records Service Act (Act No. 43 of 1996) should play a critical role in advising governmental organisations during the incorporation. Organisations should develop a framework for managing records or archives during the incorporation. The Archives and Records Management Policy or procedure can serve as a framework for organisations to carry out their functions effectively and efficiently during such a transition.

Organisations should appoint and assign Records Managers responsible for the management of corporate records. The responsibilities of such a managers would, among a host of other responsibilities, be to oversee the disposal of records as well as the design of a retention schedule that would guide organisations on the management of records/archives during the transition. Departments should apply for the limited type of the disposal of records. The process involves arrangement, description, and classification of all types of records.

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