

# **THE DEMAND FOR AND SUPPLY OF SKILLS IN LIBRARY AND INFORMATION SERVICES, ARCHIVAL SERVICES AND RECORDS MANAGEMENT**

**FOR THE DEPARTMENT OF ARTS AND CULTURE**

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## ACRONYMS AND ABBREVIATIONS

ABET	Adult basic education
ARMSCOR	Armaments Corporation
BBBEE	Broad-Based Black Economic Empowerment
CAF	Corporate Archives Forum
CORE	Public Service Code of Remuneration
CPD	Continuing professional development
CSIR	Council for Scientific and Industrial Research
DAC	Department of Arts and Culture
DUT	Durban University of Technology
ECM	Enterprise content management
EEA	Employment Equity Act
ERM	Electronic records management
GFETQF	General and Further Education and Training Framework
HBU	Historically black university
HEQF	Higher Education Qualifications Framework
HWU	Historically white university
ICASA	Independent Communications Authority of SA
ICT	Information communication technology
IMS	Information Management Sector
IT	Information Technology
JSE	Johannesburg Securities Exchange
LIASA	The Library and Information Association of South Africa
LIS	Library and Information Services
NARS	National Archives and Records Service
NCLIS	National Council for Library and Information Services
NQF	National Qualifications Framework
NRF	National Research Foundation
NWU	North West University
OBE	Outcomes-based education
OFO	Organising Framework for Occupations
OQF	Occupational Qualifications Framework
OSALL	Organisation of South African Law Libraries
PFMA	Public Finance Management Act
QCTO	Quality Council for Trades and Occupations
SADC	Southern African Development Community

SAMA	South African Museums Association
SANDF	South African National Defence Force
SARMAF	SA Records Management Forum
SASA	South African Society of Archivists
SAOUG	Southern African Online User Group
SAPS	South African Police Service
SLIS	Special Libraries and Information Services Group
TSA	Technikon South Africa
UCT	University of Cape Town
UFH	University of Fort Hare
UJ	University of Johannesburg
UKZN	University of KwaZulu-Natal
UL	University of Limpopo
UNISA	University of South Africa
UP	University of Pretoria
US	Stellenbosch University
UWC	University of Western Cape
UZ	University of Zululand
WSU	Walter Sisulu University

## EXECUTIVE SUMMARY

### BACKGROUND AND METHODOLOGY

In South Africa libraries and archives face critical challenges such as inadequate infrastructure, inconsistent levels of service, a lack of staff and, in disadvantaged areas, a lack of services. These problems have already been prioritised by government and are currently being addressed by a major conditional grant available over a three-year period (for the re-capitalisation of the public or community libraries). However, in the implementation of this grant government and the National Council for Library and Information Services (NCLIS) became aware of an acute shortage of trained librarians. This shortage prompted the Department of Arts and Culture (DAC) and the NCLIS to investigate the demand for the skills and the education and training currently provided by higher education institutions for librarians, archivists, records managers and other information specialists. The overall aim of this study was to provide DAC and the NCLIS with an integrated profile of the sector and a comprehensive evaluation of education and training provision compared to the skills needs and requirements of the sector.

The study has consisted of extensive desktop research; a survey of the ten higher education and training providers that offer formal qualifications relevant to this sector; a survey of 184 employers; focus groups with students in library and information sciences; and focus groups with library users. Interviews were also held with six professional bodies in the sector. Finally, a series of 21 workshops were held with representatives of the sector to verify the findings and to discuss possible recommendations.

### CONCEPTUAL FRAMEWORK

At the outset of this study it was necessary to define certain of the key concepts used in the study and terms used to describe these concepts. The sector that was studied is collectively referred to as the “Information Management Sector” (IMS). The sector is a service-delivery sector and its sub-components (for the purposes of this study) are library services, archival services, and records management. These services are distinct but interrelated, with a certain amount of overlap between them. They are distinct in the sense that they manage different processes related to the collection, classification, management, storage, preservation, retrieval and dissemination of different types of information resources and they are interrelated in the sense that together they cover the management of the full spectrum of information resources that provide evidence of the intellectual and cultural development, activities and achievements of society.

Other concepts that are defined in Chapter 2 of this report are: information, information management and information science; library and library science; document and document management; record and records management; archive and archival science; and knowledge management. The definitions offered in this report clearly show the areas of convergence between the three sub-

components of information management. This convergence becomes clear in the organisational context and is reflected in the skills requirements of practitioners.

The organisational context in which information management services are rendered is also described in Chapter 2. In the discussion two distinctions are made: the first is the distinction between organisations with statutory responsibilities and those without; the second is that between organisations in which information management is a core function and those where it supports core organisational functions.

The bulk of library services and archival services falls within the public sector. This has important implications for the demand side of the labour market – the creation and filling of posts are to a large extent subject to public sector budget allocations and political decisions.

Records management is a function that permeates the work of all organisations. In some organisations it is an integral part of the core competencies or services of the organisation while in others it is elevated to a separate, supportive function. In most organisations, however, records management is not called by this name and is seen as part of the ordinary administrative functions of the organisation. The fact that this function is diffuse and, in many organisations, undefined impacted on this study and made it impossible to glean a clear understanding of the demand for records management skills.

## **THE LEGISLATIVE FRAMEWORK**

The IMS is affected by legislation in various ways. In the first instance much of the work of this sector emanates from legislative requirements. There are currently more than 800 Acts that regulate record keeping – in terms of, for example, what records to create, how long to keep them, and in which format. Approximately 200 of these Acts are specifically applicable to the public service while the rest are applicable to other role players in the economy. Legislation is one of the major drivers of the demand for the services that are offered by the IMS and, by defining the sector's work, legislation indirectly helps to define the quantity and type of skills needed in the sector.

Secondly, a broad legislative framework regulates the establishment of the IMS infrastructure in South Africa, especially with reference to the public service. A citizen's basic right of access to information, balanced with the right to privacy, underpins the provision of these services. The legislation covers the collection, classification, storage, management and preservation of the full spectrum of the documentary information resources that provide evidence of the intellectual and cultural achievements of society.

Thirdly, the organisations in the sector are, just like all other South African organisations, subject to policies and legislation aimed at the transformation of the country's economy. This legislation impacts on employment practices and slants the skills demand towards the transformation agenda.

Lastly, the skills development for this sector takes place within the legislative and regulatory framework that governs the educational sector. The educational landscape has changed dramatically over the last decade and the labour supply to the sector is affected by these changes. One of the changes that had a profound effect on the IMS was the restructuring of the South African higher education sector in the period 2000 to 2006. The 36 public higher education institutions (HEIs) were merged into 23. The original distinction between universities and universities of technology became blurred as some of the mergers included both and a new type of institution, sometimes referred to as “comprehensive universities”, emerged. Institutions affected by the mergers had to re-design their educational offerings and this inevitably led to a reduction in the number of qualifications offered. Another important change in the educational field was the establishment of the Quality Council for Trades and Occupations (QCTO) and the Occupational Qualifications Framework (OQF) (which is a sub-component of the National Qualifications Framework (NQF)).

### **KEY OCCUPATIONS IN THE INFORMATION MANAGEMENT SECTOR**

In order to evaluate the education and training provision to the IMS, it is necessary to understand the occupational structure of the sector, the entry requirements into the key occupations, and the tasks or functions generally performed by individuals employed in those occupations. In Chapter 4 of this report the main professional tasks associated with the three professional occupations that are key to the sector (archivists, librarians and records managers) are described.

When looking at the task descriptions of the key professional occupations, it is clear that the occupations have much in common with each other and that there is a certain extent of overlap between the work performed in them. The commonalities between the tasks and skills requirements of archivists and records managers are particularly evident and it is therefore to be expected that these two occupations will draw from the same skills pool – especially in the absence of specific records management qualifications. Each of the key professional occupations requires a set of technical skills and knowledge as well as cross-cutting “general skills” that are very similar. In addition, in the library environment the emphasis on community work and the skills needed to interact with various (often disadvantaged) community groups seems to be quite important.

## EMPLOYMENT IN THE INFORMATION MANAGEMENT SECTOR

Based on the information obtained from the employer survey, total employment in the LIS and archival services components of the IMS (excluding records management) was estimated at approximately 13 000. This is 0.16% of total formal employment in South Africa. Archival services accounts for approximately 7.5% of the total IMS employment. It was not possible to come to any reliable estimate of employment in records management and in Chapter 5 of this report the profile of the employees in the records- management organisations that participated in the study is given but was not extrapolated to a total or national sector, as was done in the case of library and archival services.

A total of 5.3% of employees in the LIS and archival services occupied management positions. Archivists and librarians constituted respectively 2.6% and 17.9% of all employees and library assistants 45.8%. Other professionals, such as IT professionals and specialists, constituted 7.9% of total employment. Total employment in the records management organisations that participated in the survey was 222 and 16.7% of them occupied management positions, while another 4.1% were records managers. Registry/records clerks constituted 32.4% of employees and other clerical staff 25.2%.

The majority (71.4%) of the employees in the LIS and archival services were women and 28.0% were men. Most of the managers (72.5%), librarians (81.9%) and library assistants (74.0%) were women, while more men (61.3%) than women (38.7%) were working as archivists. Of all the employees employed by the records management companies or records management units that participated in the study, 62.6% were female and 36.5% male. The majority of records managers (77.8%), registry/records clerks (76.4%) and other clerical staff (75.0%) were female, while 51.4% of managers were female. All technicians were male.

Half (50.0%) of the employees in the sector were African workers, 26.9% were white, 16.5% were coloured, and 2.4% were Indians. Of the managers, 44.7% were black – i.e. 33.3% were African, 8.0% coloured, and 3.4% Indian. More than half the total number of librarians (55.7%), 46.2% of archivists, and 77.0% of library assistants were black. Almost two thirds of the employees in records management were African, while 19.8% were white, 9.9% coloured, and only 1.8% were Indian. Of the managers, 59.5% were African and of the records managers only 33.3%.

A third of all employees were between the ages of 31 and 40 while a further quarter (25.3%) were between 41 and 50. A total of 18.8% of employees were between 51 and 60 and 3.7% were older than 60. Employees in records management were slightly younger than those employed in LIS and archival services.

The majority of managers and professionals in the sector held qualifications above NQF Level 4 – 95.7% of managers, 88.3% of archivists and 85.3% of librarians. Of the managers, 51.6% had NQF Level 7 qualifications and 22.9% had qualifications at NQF Level 8 and above. Of the archivists, 45.7% held qualifications at NQF Level 8 and above – i.e. masters or doctoral degrees – while another 21.2% held NQF Level 7 qualifications. Most of the librarians held NQF Level 6 or Level 7 qualifications – 12.8% had Level 6 diplomas and 31.3% had first degrees. Another 35.1% held Level 7 qualifications and 4.2% held masters or doctoral degrees. The majority (57.1%) of library assistants had NQF Level 4 (Grade 12) qualifications. As many as 13.1% of library assistants did not have Grade 12. Most managers (67.6%) and records managers (66.7%) in the records management component of the IMS held qualifications above NQF Level 4. Of the registry/records clerks 48.6% had NQF Level 4 (Grade 12) qualifications.

The survey found that a total of 1 574 vacant positions existed in LIS and archival services, which was equal to 11.1% of total positions in the sector. The number of vacancies that existed for archivists (155) was equal to 32.2% of total positions for archivists in the sector, while the number of vacancies for librarians (440) was equal to 16.4% of total library positions. Although more vacancies existed for library assistants (567), the number of vacancies represented only 9.0% of total library assistant positions. The vacancy rates for professionals such as archivists and librarians are exceptionally high and are indicative of shortages in the market or the inability of employers to effectively compete for and retain the skills of these professionals. Similarly, the 27% vacancy rate in records management is also exceptionally high.

Not all the organisations could provide accurate figures on the number of employees who had left or the reasons why they had left. In the organisations that did provide detailed information the turnover rates varied substantially, but the average figure reported was 13%. Most of the people (65.7%) who had left their employment had resigned voluntarily. The labour turnover information shows that the churn of black employees is relatively higher than that of their white counterparts. However, in the year that was studied the number of retirements of white employees was higher than one would expect, given the age distribution in the sector. This suggests that white employees were taking early retirement as part of the transformation of the sector.

The salary information presented in Chapter 5 by no means represents a proper remuneration survey. Nevertheless, it shows that there are vast differences in the remuneration offered in the market and these differences suggest that some employers are using salaries to compete for or retain the skills of information management professionals.

## **TRAINING NEEDS OF THE CURRENT WORKFORCE**

Chapter 6 of the report focuses on the skills deficiencies in the workforce employed in the IMS. Employers' comments showed that a number of factors have led to skills deficiencies in the current workforce and, therefore, to training needs: the pressures brought about by the rapid transforma-

tion of organisations, the unfavourable labour market conditions in the IMS (specifically skills shortages) and the budgetary constraints faced by the IMS have given rise to a situation where the current skills deficiencies cannot be addressed through informal training in the workplace alone. The specific training needs identified by employers included generic training needs (skills needed by employees in archival services, LIS and in records management) such as IT training, customer care/service delivery, literacy and language proficiency, communication and “soft skills” training and management training. These needs also included technical training specific to each of the three work environments.

## **FUTURE SKILLS NEEDS**

Chapter 7 looks at the future demand for skills in this sector. First, future skills needs are viewed from a quantitative perspective. Of the employers in the LIS and archival services, 6.5% indicated that they expected a decrease in total employment over the period 2009 to 2014, 43.0% expected it to remain the same, and 50.5% expected employment to increase. If individual employers' expectations of growth or decline in their respective organisations come true, total employment in these two components of the sector will increase by 1.8% per year over the period 2009 to 2014. Most employers in records management could not answer the questions on changes in employment. However, of those who did most indicated that they expected increases in employment in the next five years.

In order to arrive at an objective estimate of the number of people who will be needed to fill positions in future, a demand-projection model was developed for the IMS. The model includes only the LIS and archival components of the IMS. The records management component had to be excluded because of a lack of sufficient baseline employment data.

The demand-projection model was developed to project demand at the broad occupational level over the ten-year period from 2010 to 2019. The model takes into consideration employment growth, vacancy rates, retirement, mortality and people leaving the sector to find employment elsewhere. The model projects demand over a ten-year period and some of the variables were adjusted to create three different scenarios. The model projects the number of new positions that will be created in each of the broad occupations as well as the replacement demand that will emanate from employees' retirement, death or movement out of the sector. In the last chapter of the report the demand projections are compared to projections of the supply of new entrants to the market.

Future skills demand was also viewed from a qualitative perspective – i.e. the type of skills that people will need in future. The employer survey clearly showed that developments in IT are a main driver of a shift in the type of skills needed in all three components of the IMS. Employers were almost unanimous in their view that IT skills are becoming increasingly important and that various IT-linked specialisations are developing within the key occupations. In contrast, employers

involved in community library services also emphasised that librarians working in rural and less developed areas need the skills to run a community-orientated service without technological backing. Professionals who work in these areas don't only need the technical skills (in a sense, the "old fashioned" skills) to provide a service with the minimum of resources; they also need the motivation and passion to do so.

A theme that recurred throughout the study was that in the eyes of funders, decision makers, students and potential students the IMS doesn't have the standing that the respondents felt it deserves. The lack of recognition is also indicative of a need for stronger leadership and advocacy skills – especially among the professionals in the sector.

### **EDUCATION AND TRAINING OFFERED BY HIGHER EDUCATION INSTITUTIONS**

Currently ten public higher education and training institutions in South Africa offer education and training in LIS – nine universities and one university of technology (Chapter 8). Three of the universities also offer qualifications in archives and records management. (At the time of this study one of these three programmes was temporarily suspended.) The programmes offered at these institutions fall under different faculties, schools and departments. Most of the programmes reside under faculties of arts and humanities, but some are located under accounting and informatics; engineering, built environment and IT; and under education.

There are two educational routes that students can follow if they want to enter the LIS at a professional level. The first is by obtaining an undergraduate degree in library and information sciences. These degrees are three-year- or four-year degrees. The three-year degrees can be followed by postgraduate diplomas or honours degrees. The second route is by doing a first degree in another field of study or a general BA degree and then a postgraduate diploma in library and information sciences.

UNISA and the universities of Fort Hare (UFH), Pretoria (UP) and Zululand (UZ) offer the undergraduate degree route. The University of Cape Town (UCT) and the University of KwaZulu-Natal (UKZN) offer the postgraduate diploma route. The universities of Zululand (UZ) and Limpopo (UL) and Walter Sisulu University (WSU) offer both the undergraduate degree and the postgraduate diploma. The University of the Western Cape (UWC) offers the undergraduate degree route as well as a variation of the postgraduate diploma: the two-year Bachelor of Library and Information Science (Alt) degree for students with any other B-degree. Various changes have been made to the courses over the last two years and various others are planned for the next two years.

Training in archives and records management consists of a certificate in archives and records management (soon to be replaced by a higher certificate) and two post graduate diplomas in archives and records management.

At the time of the survey the ten institutions employed 62 academic staff members on a full-time basis as well as a number of additional staff members on a part-time basis. Some departments did not have administrative support or had to share administrative support with other departments.

In the period 1 August 2008 to 31 September 2009, ten academics in library and information sciences, archival sciences and records management left the service of their employers. This constitutes a staff turnover rate of 15.4%. At the time of the survey there were 21 vacancies for academic positions in the respective departments. All the training institutions reported difficulties in recruiting suitable candidates to fill vacancies. More than half (13) of the 21 positions had already been vacant for more than six months.

The institutions (especially the historically disadvantaged institutions) reported various problems related to infrastructure that impacted negatively on their educational programmes (especially on practical training).

Overall it is clear that the formal educational system has been under severe pressure over the last number of years. The institutions that offer training for the key professional occupations in the IMS have been profoundly affected by:

- The restructuring of the higher education sector;
- A marked decline in the image of the IMS and, as a consequence, dwindling student numbers;
- Financial constraints; and
- Skills shortages resulting in high vacancy rates and staff shortages.

In an attempt to deal with these realities most of the departments have refocused and restructured their programmes. Some have moved away from the traditional library-orientated education and into the more sophisticated environments of IT and knowledge management – areas for which there is a market demand and that are more popular among students. Other departments have included auxiliary areas such as publishing in their programmes. Others have rationalised their programmes. Despite these changes the education sector remains under pressure.

## **STUDENT OUTPUT, ENROLMENTS AND STUDENT VIEWS AND EXPECTATIONS**

An analysis of qualification trends and the number of students that have qualified over the last ten years is provided in Chapter 9. The supply of skills by the public higher education system was analysed for the ten-year period 1999 to 2008. At first-degree level the total number of qualifications awarded remained more or less the same between 1999 and 2002. In 2002 it was 344, but then it drastically decreased to only 137 in 2007. In 2008 the numbers increased again to 166. This increase was mainly due to an increase in the student output of UP and UL. At the other institutions the numbers remained more or less the same or they continued on their downward trend. At honours and postgraduate diploma level the number of qualifications awarded decreased from

1999 to 2003. In 2004 there was a slight recovery, followed by a dramatic drop in 2005 to only 75 qualifications awarded. As with the first degrees and diplomas there was also a recovery in 2008, when 115 students qualified with honours degrees or postgraduate diplomas.

In 2009, a total of 2 538 students were enrolled at eight universities and one university of technology for qualifications in library and information sciences and archival sciences. Of these, 56.0% were enrolled for first degrees (three or four years), 8.9% for honours degrees or postgraduate diplomas, and 6.0% for masters or doctorates.

Students' perspectives on their education were explored in five focus groups held at the HEIs. The following themes were explored in the focus groups:

- Reasons for choice of the library and information science study field;
- Challenges experienced during the study phase; and
- Expectations of students in terms of career prospects.

The students provided various reasons for choosing library and information science as a study field. However, a large contingent indicated that they landed in the study field by default. At the institutions where the focus is on IT, students indicated that they chose the programme because it would give them the skills that they would need to pursue a career in IT. It was clear from the discussions that those who received any kind of career guidance got no or very little information about LIS as a career option.

Most of the students reported that their theoretical training is, in their view, sufficient and of an acceptable standard. A number of the students commented on the lack or the insufficient period of practical training. Most of the students mentioned that finances are one of the major constraints during their study phase. According to them, bursaries and/or financial assistance are lacking in this field. On a more general note students commented on the low profile and status of the profession. According to them, this has an effect on their status in their student communities.

In terms of their preferred employment destinations, students gave a wide variety of options ranging from school, public, municipal, community, specialist and academic libraries as well as opportunities that are business related (such as business analysts and systems analysts). Some of the students were very vocal about the fact that they would not like to work in a traditional library environment.

## **EVALUATION OF HIGHER EDUCATION AND TRAINING**

In Chapter 10 we present an evaluation of the quantitative supply of skills compared to the number of positions that will become available in the sector over the next ten years, followed by an evaluation of the content of the education and training currently offered by HEIs against the task profile of the key professional occupations in the IMS.

The quantitative comparison is based on projections of both demand and supply and focuses on the main professional occupations – librarians and archivists. Demand projections for records managers were not possible for reasons already mentioned. Nevertheless, it is important to bear in mind that records management is an emerging field and that the demand for records managers is increasing. Organisations could source records managers from the pool of archivists or from the pool of graduates with information science degrees, thus increasing the overall demand for these graduates.

The quantitative comparison shows that the current supply of new entrants is far from being adequate to fill the positions that become vacant. This is mainly due to the drastic fall in the number of new graduates that has occurred over the last decade. The chapter also shows that in order to lift the IMS out of its current predicament, some drastic growth in the output of the HEIs will be required – at least a 30% or 40% growth over the next four to five years. However, although the percentage increases seem quite high, the actual numbers of new graduates needed are small compared to those needed in other occupations and professions. A few well-planned interventions, therefore, could lift the supply of new entrants to the required level.

In terms of the content of the educational programmes, it seems as if the employers and the training institutions agree to a large extent on the content of the work and the relative importance of the different tasks. It also seems as if the training programmes address most of the areas that are regarded by employers as important, the one exception being managerial skills. However, the actual quality of the training could not be evaluated and falls in the domain of the quality assurance processes in the higher education sector.

## **STAKEHOLDER VIEWS ON THE IMS**

Stakeholder views were tested in the last phase of this study in a series of 21 workshops conducted in various locations across the country. Stakeholders were given the opportunity to comment on the research so far and to provide further perspectives on the issues of importance to the IMS and to help with the identification of possible solutions (Chapter 11).

## **LIS**

A recurring theme in the LIS workshops was the fact that South Africans are generally unaware of the importance of information in society, the role of libraries in accessing information and the functions of librarians. The low status of the librarian profession compared to that of other professions was also often mentioned in the workshops and was linked to the lack of awareness of the importance and value of library and information services. Some of the participants pleaded for strong leadership from the National Library and from the NCLIS to increase public awareness and to elevate the status of the librarian profession. They felt that these two organisations should steer the sector in providing LIS and in making the public aware of the importance of its functions.

Another issue that was repeatedly raised in the workshops is the lack of co-ordination and communication within the LIS component of the IMS. Although the lack of communication was a common theme in most of the workshops, there were also examples of regular communication and close co-operation – specifically between some of the HEIs and the employers in their close proximity.

The lack of standardisation in the work environment of librarians was another recurring theme. Employer organisations differ in terms of job titles and the associated responsibilities, educational requirements (especially at entry level) and remuneration levels. The general feeling among stakeholders is that the lack of standardisation undermines the professional image of the librarian profession. The issue of salary levels was also raised repeatedly. Workshop participants were also of the opinion that limited career progression opportunities lead to the loss of valuable skilled people who move out of the sector.

Most of the participants agreed that the large number of library assistants currently employed in the LIS could benefit from training and that some of them may be good candidates for professional librarianship. However, a training path needs to be established to allow for their career progression.

From the reaction of employers in the workshops it was clear that most find the variety of educational models followed in the HEIs confusing and frustrating and that a lack of clarity about the content of educational programmes makes it difficult for them to set and apply educational requirements when they advertise positions and make new appointments. The stakeholders also identified a need for better communication between educational institutions and employers.

The issue of practical training was also addressed in the workshops. Some employers complained about new entrants' lack of practical skills and ability to work independently while others felt that the practical training offered by the HEIs is sufficient and that the employers should take responsibility for further training.

Dwindling student numbers was a concern for most of the stakeholders and the lack of financial assistance, especially at post graduate level was identified as one of the factors contributing to a drop in student enrolments. The need for a national bursary scheme was expressed in various workshops.

### **Archival Services**

Participants in the archival services workshops were, as those in the LIS workshops of the opinion that the public does not understand the relevance of archival services and that that was one of the factors contributing to the low status of the archival profession. Other factors include the lack of recognition of the profession in the public sector, the lack of standardisation in terms of the job title, the job content, and remuneration of archivists, a lack of co-ordination between different stake-

holders and limited opportunities for career progression and professional growth. Another serious concern is that there are no standardised qualification requirements for entry-level positions and that a wide range of qualifications are accepted by employers. There is also no longer a requirement for a professional qualification for promotional purposes.

During the workshops participants emphasised the role that the National Archivist could play with regard to enhancing the status of the profession. Most of the workshop participants held the view that the progression and prosperity of the archival profession depend on strong leadership at national level and they expect NARS to lead the sector in every way. NARS should take the lead with regard to the restoration of qualification requirements in the public sector archives and it should restore its role in the provision of practical training.

However, the shortage of resources and capacity at NARS is a serious concern. Furthermore, the workshop participants were of the opinion that many professionals who have substantial archival experience and skills are on the verge of retirement and that within a short while a generation of archival skills will have been lost. The transfer of these skills is an important aspect that needs attention.

The linkage between the archival- and records-management professions was a theme that occurred in every workshop.

### **Records Management**

As with the other two professional fields the issue of awareness, understanding and appreciation of the value of the services offered by records managers was a recurring theme in all the workshops. Records management is seen as an emerging profession and several factors that impede its development as a profession in its own right were identified, including the low status of the archival profession which is through the strong association between the two professions impacting on records-management, the fact that the DPSA's CORE does not acknowledge records management as a profession in its own right, the fact that municipalities do not perceive records management as a critical business function and management tool and a lack of co-ordination within the profession. Another important factor that plays a role in the status of the records management function and records management professionals is the differences in the job content of the records managers – vertically between the different spheres of government and horizontally in each sphere of governance between individual organisations.

Various aspects regarding the training of records managers (and the lack of dedicated training programmes) were discussed in the workshops. Various suggestions with regard to the structuring of training programmes were also made. One suggestion was that a proper scoping study be carried out to identify the different areas of specialisation needed for both the public service's operational records-management environment and the private sector's. Such a study could help en-

sure that future qualifications can be aimed at the correct target groups and identify appropriate exit-level outcomes.

## CONCLUSIONS AND RECOMMENDATIONS

In Chapter 12 we present the conclusions drawn from the total research process and a set of recommendations for addressing challenges that the IMS faces in terms of human resources provision and skills.

### General Conclusions

The IMS is a small and slow-growing sector that cannot rely on its size to gain prominence or to exert influence in the political sphere. It has to market itself concertedly with a very strong emphasis on the value of its services.

Given the size of the sector the actual numbers of new entrants needed to fill positions in the market are relatively small and therefore it should not be too difficult to rectify imbalances in the labour market. However, it is unlikely that these numbers will sustain all ten library schools or university departments that offer programmes in this field in the long run.

From the study it was clear that all three components of the LIS are in dire need of the promotion of their services and an improvement of their image as professional services. The marketing of the IMS is imperative for better funding and resourcing, but also for attracting new students to educational programmes in the respective fields.

During this study questions were often raised about the relationship between information management and knowledge management. It seems as if these two terms are often confused and are used interchangeably. The view taken in this study is that there is obviously a link and a degree of overlap between information management and knowledge management processes, but that they are not the same.

However, although this study focused on information management, it is important to take cognisance of the new and fast growing adjacent field of knowledge management. It is very likely that as technology develops and the need for quicker and easier access to information for the purposes of knowledge management develops, a greater convergence between the two fields may occur.

Existing and new developments in information technology are crucial factors that need to be considered in all planning for skills development in the IMS. IT is a major driving force behind change in the sector. The almost exponential development in the IT field poses not only challenges but also huge opportunities to the IMS to make itself relevant, to improve its services and to market itself. However, a large portion of the current workforce in the IMS is lagging behind in terms of IT skills and the HEIs reported that they experienced impediments in terms of the IT training of their students. These gaps need to be closed as soon as possible.

Although the LIS, archival services and records management are separate services, they are connected through the commonalities in their functions, similarities in skills requirements and similarities in the challenges that they face. In the HE system the training programmes for these three services are offered in the same university departments or schools. Furthermore, the three individual components of the IMS are very small if they are considered on their own. It therefore makes sense to approach the recommendations set out in this report as one integrated strategy for the IMS, instead of separate interventions.

### **Conclusions - LIS**

The LIS consists of a highly sophisticated part which is largely driven by technological developments and first-world information needs and community libraries that serve development at community level and are largely driven by community needs. It is important to ensure that the educational programmes cater sufficiently for the needs of both parts of the LIS, that the librarian profession remains a unified profession which, supports and develops both parts of the sector and that employment positions in both parts are marketed as attractive and worthwhile career opportunities.

The differences in the way in which provinces fund, organise and control community library services leads to local governments managing their library services according to their own sets of rules, which in turn leads to (sometimes vast) differences in staffing levels, the mix of positions in libraries of the same size, the job content associated with specific job titles and remuneration levels. This lack of uniformity and standardisation impact negatively on the professional status of the library services as there is no longer a clear understanding of the work of a professional librarian.

The conditional grant has played a role in stimulating the LIS and in creating new employment opportunities. However, the grant is temporary and the jobs that it created are mostly contract appointments.

Certain employers (specifically local governments) have started to deviate from professional requirements by appointing unqualified staff as librarians. The practice of appointing unqualified people as librarians has gone so far that a quarter of the employees currently working as librarians don't have LIS-related qualifications. Just more than half of the people working as librarians have the qualifications that are generally regarded as full professional qualifications. This general disregard on the part of employers of the professional qualifications has led to what could be termed the "de-professionalisation" of the librarian occupation.

The possibility of changing librarianship into a statutory-regulated profession is seen by various role players as a way of restoring its professional status. In fact, LIASA has already started to investigate the possibility of transforming itself into a statutory regulatory body. However, in deciding on statutory regulation or not, the following points need to be considered:

- Strictly speaking the main purpose of the statutory regulation of professions is to protect the public against unqualified and unscrupulous practitioners. A case for public protection in the true sense of the word would be difficult to substantiate. However, it could be argued that by employing unqualified librarians, communities are denied a professional service that they are entitled to.
- In most of the legislation that regulates professions in South Africa only the professional titles are protected. That means that employers can still continue to employ unregistered people to perform the functions, as long as they don't use the professional titles but call their employees by other names. It also means that professional registration may prove to be ineffective if it is not supported by other measures that will force employers to require professional registration from the people they employ in certain positions.
- HEIs are not automatically bound by the accreditation requirements or by the accreditation processes of a statutory regulatory council.
- Professional councils or boards normally have the following functions:
  - The accreditation of educational programmes for professional registration purposes;
  - The registration of professionals;
  - Enforcement of a code of conduct; and
  - Providing advice to the relevant minister(s) on issues pertaining to the profession.
- The NCLIS is already a statutory body established to provide an advisory service to the relevant ministries. The establishment of another statutory regulatory council may lead to the duplication of and conflict between functions.
- LIASA indicated in this study that it is quite far with the process of becoming an accredited training provider in the sector. An education and training provider cannot be at the same time the accreditation body.

In summary: statutory regulation may help to restore the professional status of librarians, but on its own it is not a guarantee that the de-professionalisation process will be reversed. Statutory regulation has to be supported by other measures that simultaneously force employers to insist on professional registration and HEIs to seek accreditation.

Currently a complete lack of uniformity exists in the educational programmes on offer an five different educational models could be identified at the ten universities that offer LIS-related programmes. Many of the changes seen in the educational programmes in the last few years were essentially driven by the drop in student numbers and reflect the HEIs' efforts to adapt to the changing labour market and student markets. The drop in student numbers has also compelled HEIs to move away from the narrowly defined library and information science courses to more

broadly defined information science courses with specialisations in other fields such as publishing. This has led to a downscaling of the library-specific content.

The existence of a variety of educational models has led to confusion and some disillusionment among employers. The existence of different educational models does not only confuse the labour market, it is also not conducive to the maintenance of a professional identity for librarians.

The study clearly showed that most of the HEIs that offer programmes in librarianship are under pressure as a result of dwindling student numbers, staffing problems and general resource constraints in their institutions. Many of the challenges faced by the institutions would be resolved by a drastic increase in student numbers.

The study also showed that there is a need for practical training as part of the entry-level qualifications in librarianship and, as there are vast differences in the practical training that the different institutions offer, it is important that some standardisation of the practical content of the training programmes takes place along with the standardisation of the core theoretical content.

The issue of practical training after qualification but before full professional registration is an issue that needs to be addressed along with registration requirement (if the profession decides to revert to statutory professional regulation).

The drop in the numbers of new graduates with qualifications in library and information science is consequence of various factors, including the lack of financial assistance for postgraduate studies. It is also a result of a lack of career guidance. One way of promoting this profession is by developing attractive career guidance material and by placing it prominently in all libraries library assistants form the bulk of staff employed in libraries.

Library assistants form the largest occupational group in the LIS and they are regarded as an untapped source of potential professional librarians. Most of the library assistants have only a grade 12 qualification and therefore the development of a career path for them should receive attention.

Chapter 6 of this report clearly shows the need for CPD in the LIS. Employers currently use a variety of service providers. The enforcement of CPD and the accreditation of CDP programmes would be an advanced step in the restoration of the professional identity of librarians.

### **Recommendations – LIS**

A five-tiered strategy is recommended for the LIS to resolve its skills problems. This strategy should consist of a number of concurrent interventions summarised as follows:

1. The promotion of
  - the services of the LIS through
    - mass media exposure

- community based promotional programmes (possibly linked to the conditional grant)
- librarianship as a career through
  - the development and wide distribution of a career guide (including all the IMS occupations)
  - a website with career information and
  - other attractive career information material.

2. Standardisation in

- the work environment of
  - job titles, job content and educational requirements
- the professional environment of
  - professional designations
  - professional registration requirements or professional body membership requirements
- the educational environment of
  - the core theoretical content and
  - educational model(s).

3. The institution and standardisation of practical training

- before qualification and
- after qualification before full professional status.

4. The provision of financial assistance to students through a national bursary scheme.

5. Career progression for library assistants through

- the offering of NQF levels 4 and 5 qualifications and
- the articulation of those qualifications into the higher education qualifications.

**Conclusions – Archival Services**

As with libraries, the archival services suffer from a lack of public exposure and inadequate knowledge and understanding of the services among the general public and political decision makers. Linked to the status of the archival services is the low status of archivists.

NARS is generally regarded as the leader in the archival services sector and the other role players look up to NARS to provide direction. However, it seems as if NARS's own capacity has been

eroded in the last number of years and that it has been sliding back in terms of the direction and supportive services that it used to provide. We are of the opinion that the restoration of NARS's leadership role is of critical importance for the future of the archival services and the archivist profession.

At this stage the education and training available for archivists consists of only a few programmes offered by three HEIs. The numbers of students who qualify in these programmes are very small and in the long run it may be very difficult for the HEIs to sustain these programmes.

The study has also indicated that practical training and work experience is very important in the training of archivists. The current training programmes have very little, if any, practical training. From all the information considered in this study it seems as if the skills shortages in the archival services will be best addressed through a practical-orientated training programme. If possible, such a programme should also contain a theoretical component and it should lead to a formal qualification.

### **Recommendations for Archival Services**

As with the LIS, several simultaneous interventions are needed to improve the skills situation in the archival services in South Africa. The first is the promotion of the services itself and the career of an archivist. The second is a bursary scheme that includes postgraduate studies in archives and records management (this should be part of the same national bursary scheme recommended for the LIS). The third is the development of a new training programme and the fourth is the re-introduction of educational qualification requirements for archivists (only after the new training programme has been running successfully for a few years).

We recommend that a training programme be instituted in the National Archives. The training models that may be considered are:

- An internship programme that links with the National Government Internship programme. Such a programme will be targeted at graduates with relevant degrees. An internship programme can be structured to contain theoretical as well as practical components. The theoretical content can be linked to the formal educational programme offered by an HEI.
- A learnership that leads to one of the qualifications currently offered by the HEIs.
- The development of a new occupational based qualification(s) under the QCTO.

The development of a learnership and/or an occupational-based qualification will take a considerable period of time. An internship programme is quicker and easier to institute. It is also easier to adapt if problems are experienced. It is furthermore possible to start with an internship programme and later convert it to a learnership or to base the development of new qualifications on

the content of the internship. The institution of such a training programme will require NARS to rebuild its skills base and capacity.

### **Conclusions – Records Management**

Records management is a new profession that shares the status and image problems of the librarian and archivist professions, but for a different reason, namely the fact that the records management profession is emerging from a non-professional field.

In many organisations records management is still not a distinct function and is often clustered with other administrative or support functions. In other organisations records management forms an intrinsic part of the activities of the organisation and is difficult to distinguish. For these reasons it was not possible to establish the size of employment in records management.

Records management is also not yet an organised profession with a strong and unified professional body that can represent the interests of records managers. Therefore, as with archival services, NARS is seen as the institution that should provide leadership and direction with regard to records management. It seems as if NARS will have to re-look its role with regard to records management in the public sector and should become more visible and proactive in the provision of guidelines and support.

At this stage the education and training provision for records management is limited to two post-graduate diplomas in archives and records management and a certificate programme offered by public HEIs, modules in a few administration courses offered by private HEIs and short courses offered by a variety of private consultants – some of which form part of the implementation of records-management systems. The formal courses offered by the three public HEIs focus strongly on regulatory records management and less on the operational and practical implementation of records management.

### **Recommendations for Records Management**

It is recommended that NARS take the lead with the training of records managers for the public sector. First, the inclusion of postgraduate studies in archives and records management in a national bursary scheme cited above is recommended. Furthermore, the internship or learnership programme for archivists should be extended to provide for records managers. Although the theoretical content could be the same, two clear practical streams should be created – one for archives and one for records management. The practical component of the records-management training programme should have a clear focus on operational records management.

It is also recommended that in the longer term NARS look into the possibility of initiating a process of designing a new occupational qualification(s) (possibly skills certificates) in records management. These qualifications should form the basis for short courses and short course providers

should be accredited to offer the qualifications. Such shorter educational programmes should also provide a career path for registry staff who want to become records managers.

The records-management occupation and the career paths towards the position of records manager should also be included in the career guide and on the career guidance website and in other material developed for the other occupations and professions in the IMS.

The recommendations contained in this report are meant to provide broad guidelines and direction with regard to actions that the DAC and NCLIS, as the bodies who commissioned this research, can take to improve the skills position in the IMS. The actual steps and activities will have to be adapted as the processes unfold. Furthermore, the success of the proposed strategies is not only dependent on the DAC and NCLIS but on the co-operation of all the stakeholders in the sector as well – including all the education and training providers and the voluntary professional bodies. The success of the strategies is also dependent on individuals who will be willing to drive and steer the various processes selflessly, with energy and perseverance.

# **1 INTRODUCTION**

## **1.1 BACKGROUND**

Libraries and archives fulfil a very important function in any society. They contribute to personal empowerment and the improvement of individuals' lives and at a societal level they contribute to a culture of learning and skills development and the achievement of other national objectives. In South Africa library and archives face critical challenges such as inadequate infrastructure, inconsistent levels of service, a lack of staff and, in disadvantaged areas, a lack of services. These problems have already been prioritised by government and are currently being addressed by a major conditional grant available over a three-year period (for the re-capitalisation of public or community libraries). However, in the implementation of this grant government and the NCLIS became aware of an acute shortage of trained librarians. This shortage prompted the Department of Arts and Culture (DAC) and the NCLIS to investigate the demand for and the education and training currently provided by higher education institutions for librarians, archivists, records managers and other information specialists.

## **1.2 AIM OF THE STUDY**

The overall aim of this study was to provide DAC and the NCLIS with an integrated profile of the sector and a comprehensive evaluation of education and training provision compared to the skills needs and requirements of the sector. The study comprised desktop research, two surveys, a number of focus group discussions and a series of workshops. The specific objectives of each step of the research process are listed in the section on methodology set out below.

## **1.3 SCOPE**

The information management sector (IMS)<sup>1</sup> consists of three distinct but interrelated components. These are the LIS, archival services, and records management. At the same time these three components are linked to other related fields such as ICT, knowledge management, and information sciences. Throughout the study the researchers were mindful of the distinctions as well as the similarities between the three components and the adjacent fields. School libraries were excluded from the study.

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<sup>1</sup> In this report the term "IMS" is used to refer to the totality of Library and Information Services (LIS), archival services, and records management.

## **1.4 METHODOLOGY**

The study consisted of desk top research, a survey of education and training providers, a survey of employers, focus groups with learners, focus groups with users and a series of stakeholder workshops.

### **1.4.1 Survey of Education and Training Providers**

A survey of higher education and training providers for the IMS was conducted. The following universities and universities of technology participated in study:

- Durban University of Technology (DUT)
- University of Fort Hare (UFH)
- University of KwaZulu-Natal (UKZN)
- University of Limpopo (UL)
- University of Pretoria (UP)
- University of South Africa (UNISA)
- University of Zululand (UZ)
- Walter Sisulu University (WSU)
- University of Western Cape (UWC)
- University of Cape Town (UCT).

#### **a) Objectives**

The specific objectives of this survey were to determine and describe the education and training currently provided by universities, universities of technology and other institutions of higher learning (NQF level 5 and higher) for librarians, archivists, records managers and related information specialists in terms of:

- Programmes, courses and qualifications offered
- Programmes, courses, qualifications recently discontinued or about to be discontinued
- Future training planned
- Curricula
- Educator profile (position, race, gender, highest qualification)
- Current vacancies
- Training infrastructure, e.g. computer laboratories, library facilities
- Undergraduate and postgraduate enrolment profile (race, gender, qualification)
- Undergraduate and postgraduate output profile (race, gender, qualification)
- Employment destination of learners after completion of their education
- Availability and accessibility of bursaries and student loans

- Continuing professional development (CPD).

## **b) Data Collection**

Personal interviews were conducted by means of a structured interview schedule. A panel of staff at each university and university of technology consisting of the head of the department and other staff members involved in training that were relevant to the particular sectors were interviewed by two members of the research team. Data on enrolments, graduate output, curricula, employment profile and remuneration were also collected at each institution. Interviews took approximately three hours to complete. In cases where information – e.g. statistics on enrolment and graduates – was not available on the day of the interview, a process of ‘reminder’ calls/emails to the department followed afterwards. Completed interview schedules were captured for analysis.

The websites of 17 accredited private higher education institutions with NQF 5 and NQF 6 qualifications in business management, public management and business administration were visited to determine if training in records management formed part of their curricula.

### **1.4.2 Survey of Employers**

A survey of employers in the sector was conducted.

#### **a) Objectives**

The objectives of this survey were to determine and describe the skills needs in the IMS as perceived by employers and other key stakeholders in the sector and to determine whether the current education and training available meet those needs. The survey focused on:

- The sector’s opinion of existing courses and programmes and the identification of skills needs that are not addressed in these;
- Trends in the work environment and future skills requirements;
- Information on the collaboration between training providers and employers in terms of education and training;
- Information on the involvement of the sector in CPD;
- Information on the provision of workplace learning – e.g. on-the-job training; and
- Remuneration levels.

#### **b) Sample Design and Sample Size**

The sample included employers from all three components of the IMS. Employers in the LIS component consisted of:

- Provincial, metro, district and municipal library services;
- University libraries;
- Private sector libraries;

- Government department libraries;
- Science council libraries; and
- Parastatals, e.g. Eskom, Transnet, Telkom, Post Office libraries.

The archival component included:

- National Archives and Records Service;
- National Film, Video and Sound Archives;
- SANDF Archive;
- National Intelligence Agency Archive;
- Department of Foreign Affairs Archive;
- Parliament Archive;
- SAPS Archive;
- Offices of record;
- Provincial Archives;
- Statutory bodies, public entities and parastatal Archives; and
- Non-public Archives.

The record-management component focused on:

- National government departments;
- Provincial administrations and departments;
- Metro and district councils and municipalities;
- Public entities and parastatals;
- Universities;
- Records management consultants;
- Records management vendors; and
- Listed companies.

A number of professional bodies involved in these components were also included. A total of 237 employers were selected. In some sub-divisions, e.g. provincial library and archival services, no sample was drawn and all services (nine provinces) were included. In the other sub-divisions random samples were drawn from the best databases available at the time.

Replacements were drawn if employers refused to participate or if they could not be traced. However, in certain sub-divisions, e.g. offices of record, a number of institutions did not exist or the functions converged and no replacements could be made.

The original sample design and the realised sample can be seen in Table 1-1. A total of 184 organisations (79.3% of the original sample) took part in the survey.

**Table 1-1  
Sample realisation**

Sample design	Sample	Realised sample	
	n	n	%
<b>LIBRARIES</b>			
Provincial library services	9	8	
Metro libraries	6	5	
Districts/regions	28	28	
University libraries	8	10	
Private sector libraries	12	12	
Government department libraries	12	11	
Science Council libraries	4	5	
Parastatals	2	2	
<b>SUB TOTAL</b>	<b>81</b>	<b>81</b>	<b>100.0</b>
<b>ARCHIVES</b>			
National Archives and Records Service	1	1	
National Film, Video and Sound Archives	1	1	
SANDF Archives	1	1	
National Intelligence Agency Archives	1		
Foreign Affairs	1	1	
Parliament	1	1	
SAPS	1	1	
Offices of record	15	5	
Provincial archives	9	6	
Statutory bodies, public entities and parastatal archives	3	3	
Non-public archives	18	18	
<b>SUB TOTAL</b>	<b>52</b>	<b>38</b>	<b>73.1</b>
<b>RECORDS MANAGEMENT</b>			
National departments	15	11	
Provincial administrators and departments	18	10	
Public entities and parastatals	10	7	
Universities	6	5	
Metro councils	3	1	
District councils	10	4	
Local councils (municipalities)	10	5	
Records management consultants	6	6	
Records management vendors	6	6	
Listed companies	10	10	
<b>SUB-TOTAL</b>	<b>94</b>	<b>65</b>	<b>69.1</b>
<b>Professional bodies</b>	<b>6</b>	<b>6</b>	
<b>Total</b>	<b>233</b>	<b>184</b>	<b>79.3</b>

**c) Research Instrument**

A structured questionnaire was designed and tested. Questions covered the areas specified in the objectives referred to above. Employers were also requested to provide detailed information about the individuals employed in their organisation, such as their job title, gender, population group, age and highest educational qualification.

**d) Data Collection**

Telephonic interviews or a combination of telephone and email/fax were used to collect information. In a few instances the interviews were carried out in person.

The librarian, archivist, records manager in charge of an institution/department/company's library, archive or records management unit were contacted. In the provincial library and archival services the manager of that service was contacted and at local government level the heads of the metro, district or regional services were contacted. In the case of records management, the senior managers of the selected organisations often had to be contacted first to obtain permission for the interview and the contact information of designated records managers. In some instances the records management function is only one of the functions performed by an individual. For example, in the public sector one and the same person can be responsible for records management and human resources. In other organisations the archive function and records management function are part of a single individual's job.

After telephonic contact was made with a department/institution/company and the appropriate respondent was identified, the willingness of the employer to participate in the survey was determined. An appointment for a telephonic interview of approximately an hour was then made, which was confirmed by an email and official documentation that was sent to the potential respondent. A maximum of ten unsuccessful calls at different times during office hours per department/institution/company were made before the researchers made the decision to replace the department/institution/company with another. In cases where the respondent had to obtain information from other sources, the e.g. human resources division, a process of 'reminder' calls/emails followed after the agreed time period had lapsed. Completed questionnaires were checked for correctness of data and missing information before the data were captured for analysis.

Records management interviews were preceded by a short questionnaire that was emailed to departments/institutions/companies to determine if they had records management units and/or dedicated records managers.

A total of 184 employer interviews were completed (Table 1-1). Of these, 81 were completed in the LIS, 38 in archives, and 65 in records management. Six interviews with professional bodies/associations in the sector were conducted. An additional 20 private sector organisations were phoned in an attempt to make contact with and interview their records managers. However, none of these organisations had records management functions and most reported that they outsourced the storage of their records.

**e) Challenges Experienced during the Survey**

Information from various databases was used during the sampling process. Contact information was obtained from sectoral stakeholders such as the National Archives and Records Service

(NARS), provincial library and information services, the Johannesburg Securities Exchange (JSE) database of listed companies, and various websites. Some of the information was out of date. For example, the contact list of the offices of record was last updated in 2001. Since then some of these organisations were closed, some no longer existed as separate entities, and some could not be contacted as no one answered the researchers' phone calls. District-level and municipal-level information ranged from good to non-existent. The records management component was the most challenging part of this survey because of a lack of information on record-management units.

Detailed information on a variety of topics was required. Besides detailed information on changes in employment, job content, education and training, turnover and remuneration, baseline information on employees was also required. In larger institutions, especially in the public sector, the respondents were not always able or willing to provide all the information because of the effort required to collate the information and the amount of bureaucratic 'red tape' involved in obtaining the information. It was difficult to find records managers at senior level who were able to provide all the information. These managers often delegated the interview to a lower level where the delegate was not able to answer all the questions. In some instances the senior person had to give permission afterwards again to make the information available. Much time was wasted as a result of the bureaucracy in the respondent institutions.

In many instances it was difficult to make contact with respondents. Many of these people occupied managerial positions and were responsible for a particular district or region. As a result they had busy schedules and travelled frequently. However, in other instances, there was no answer from switchboards and staff appeared to be out of their offices much of the time. Some respondents postponed their interviews several times for no particular reason.

Faulty telephone and Internet lines and governmental communication systems that were temporarily out of order delayed the collection of information in rural areas.

### **1.4.3 Focus Groups with Students**

Focus group discussions of approximately one hour were held with senior learners (men and women) at five universities, namely:

- UP
- DUT
- UFH
- UL
- UWC.

The focus groups were arranged with the cooperation of the heads of departments and were coordinated with visits to the LIS departments at the institutions. The selection of institutions included

former historically disadvantaged institutions, as well as a former ‘white university’ and a university of technology.

The discussions sought to obtain more information from senior learners regarding their perceptions of the:

- Attractiveness of a career in LIS, archival and records management;
- Relevance of the education and training programmes;
- Challenges that these learners face in their training; and
- Learners’ future career plans after completion of their education and training.

The content of the discussions was recorded, transcribed, and then analysed.

#### **1.4.4 Focus Groups with Library Users<sup>2</sup>**

Five discussions with groups of library users (ten per group) at public libraries in Gauteng were held. Permission was obtained from the various district managers to conduct the discussions. Librarians at the selected libraries arranged groups of regular users and one-hour discussions took place with these users at the selected libraries. A city library, two libraries in townships, and two libraries in rural areas were included. The groups consisted of men and women of different ages and occupations – e.g. learners at universities, professional people, and pensioners.

Discussions were held to obtain information on the type of services that respondents received at the library and from the library staff, their satisfaction with these services, and their suggestions on possible improvements.

Five focus group discussions were completed in Gauteng and the content was recorded and transcribed.

### **1.5 DATA CAPTURING**

Open-ended questions were coded according to themes and occupational data were coded according to the Organising Framework for Occupations (OFO).<sup>3</sup> All information was captured in MS Excel and an MS Access database.

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<sup>2</sup> The focus groups with library users did not form part of the original research design, but were added on request of the client in order to add an additional perspective regarding the skills and skills needs of librarians. It was not possible to add similar user-groups for archives and records management.

<sup>3</sup> The OFO is an occupational classification system originally developed by Australia and New Zealand that was introduced by the South African Department of Labour for the identification and reporting of scarce and critical skills. The OFO classifies occupations on the basis of a combination of skill level and skill specialisation. The OFO divides occupations into major (one digit), sub-major (two digit), minor (three digit) and unit (four digit) groupings. Occupations (six digits) are sub-divisions of the unit grouping and can be further sub-divided into specialisations or jobs. The OFO is still being developed and currently consists of 8 major groups, 43 sub-major groups, 108 minor groups, 408 unit groups and 1 171 occupations. In this report occupational information is reported at the level of major group and occupation.

## **1.6 DATA ANALYSIS AND WEIGHTING**

Before the employment data were analysed, the data were weighted in order to extrapolate them to the total IMS and to arrive at estimates of employment in the IMS. In determining the weights the realised sample was compared to the original database from which the sample was drawn. In some instances some corrections were made to the number of organisations in the original database before the weights were calculated. These corrections were based on information obtained in the field about the existence or closure of organisations. The weights applied were the total number of respondent organisations in the universe divided by the realised sample. Different weights were calculated for each sub-component of the sample.

The data on employment in records management were so incomplete that this information had to be excluded from the final estimates of employment.

All the quantitative information was analysed by means of statistical software.

## **1.7 WORKSHOPS**

After completion of the surveys, the information collected was analysed and the first ten chapters of this report were published as a draft report on the DAC's and the National Archive's websites. This was followed by the last phase of this project, namely a series of workshops with stakeholders in the three components of the IMS.

The invitations to the workshops were extended by the Department of Arts and Culture (DAC). All the respondents who participated in the surveys were invited to the workshops. The workshops were also advertised on the department's website and through other professional forums. The draft report was published on the National Archives' website and the DAC website and the prospective workshop participants were informed of the availability of the report before the workshops commenced.

The workshops were held in seven venues across the country. In each of the venues three separate workshops were held to discuss issues relating to Library and Information Services (LIS), archives, and records management. In Gauteng two workshops were held for each of the components of the IMS. The number of people who attended the workshops can be seen in Table 1-2. In some instances the same individuals attended two or more of the workshops as they had an interest in more than one of the sector components.

**Table 1-2**  
**Number of people who attended the workshops**

Area	Libraries	Archives	Records Management
Eastern Cape	14	13	14
Free State	9	11	7
Gauteng <sup>4</sup>	33	38	33
KwaZulu-Natal	15	14	7
Limpopo	15	15	11
Western Cape	16	10	6
<b>Total</b>	<b>102</b>	<b>101</b>	<b>78</b>

### 1.8 STRUCTURE OF THE REPORT

A first step in the research process was to develop a conceptual framework that defines the employment sector that is covered by this study, the key concepts used in the rest of this report, and the relationships between some of the concepts and between the sub-components of the sector. The conceptual framework is presented in Chapter 2. Chapter 3 sets out an overview of the legislative environment in which library and archival services and records management are situated. Chapter 4 provides an overview of the tasks performed in the three key professional occupations employed in the IMS – archivists, librarians and records managers. Chapter 5 deals with employment in the IMS. This includes employment in the sector, staff turnover, vacancies, skills shortages and salaries. Chapter 6 deals with the skills deficiencies of the current workforce and Chapter 7 with the future direction of the sector, which includes employer's expectations with regard to growth of the sector, future employment scenarios and user expectations. Chapter 8 describes the provision of education and training to the sector and Chapter 9 the student output from the educational institutions and students' views of their education and training and their future careers. In Chapter 10 the educational provision is evaluated against the needs and requirements of the labour market. The inputs made by stakeholders in the last phase of the project are summarised in Chapter 11 and the final conclusions and recommendations are presented in Chapter 12.

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<sup>4</sup> Representatives from Mpumalanga and North West attended the workshops in Gauteng.

## 2 CONCEPTUAL FRAMEWORK

### 2.1 INTRODUCTION

At the start of this study it was found that IMS terminology is often used loosely and that in certain circumstances terms carry value connotations. For example, in some instances traditional library services are referred to as “knowledge management services” or “information management services” – either to indicate that these services encompass new technologies such as digital library services or to increase their status as being on a par with the other functions in an organisation. Owing to this potential confusion, a first task in this study was to define some of the key concepts that are referred to in this report (and the terms that are used to describe the concepts) and to demarcate and describe the sector that was studied. The concepts that are defined in this chapter are: information, information management and information science; library and library science; document and document management; record and records management; archive and archival science; and knowledge management.

The sector that was studied is collectively referred to as the “Information Management Sector” (IMS). The sector is a service-delivery sector and its sub-components (for the purposes of this study) are library services, archival services, and records management. Strictly speaking, museum services also fall within the ambit of information management services, but these particular services were excluded from the terms of reference of this study. The structure of the sector and its linkage with knowledge management are described in the last part of this chapter.

### 2.2 KEY CONCEPTS

#### 2.2.1 Information, Information Management and Information Science

**Information** is **data** arranged in some sort of order (for instance, by classification or rational presentation) so that it acquires meaning or reveals associations between data items or **knowledge** that is captured and stored – typically in written form, but also as audio or video recordings and in diagrams and pictures etc. Information is sometimes referred to as “explicit knowledge”. Information can be (relatively) easily transferred from one person to another through a wide variety of means.<sup>5</sup> In the context of this study, information is transferred in the form of documents, records, archives, and library material.

**Information management** is the process of planning and ordering information, collecting it from one or more sources, and organising, using, controlling, storing, disseminating it (to one or more audiences) and disposing of it – normally to people or organisations that have a stake in or a right to that information. The aim of information management is to get the right information to the right

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<sup>5</sup> Definition adapted from Empowers Partnership Glossary of Key Terms, <http://www.project.empowers.info/page/230> Accessed 26 October 2009 and Quantum iii, Competitive Intelligence Glossary <http://www.quantum3.co.za/CI%20Glossary.htm>, accessed 26 October 2009.

people in the right format and medium and at the right time to enable them to process the information and to re-use it appropriately in other contexts.<sup>6</sup>

**Information science**, also known as **information studies** or **informatics**, is the systematic study of information in all its forms. Information science includes the analysis of information sources, and the development, collection, organisation, manipulation, storage, retrieval, dissemination, evaluation, use and management of information. It also includes studying and analysing the media and technology used in information communication.<sup>7</sup>

### 2.2.2 Library and Library Science

A **library** is a collection of literary works kept for reference or borrowing. The collection is normally kept in a building that is purpose built to contain books and other materials for reading and study.<sup>8</sup> Different types of libraries fulfil different needs in any community.

**Academic libraries** support teaching and research at a specific college or university. Some academic libraries have **subject-specific libraries**, like a music library, an agriculture library, a science library, a law library, or a medical library. Academic libraries are much larger than public libraries and generally include study areas for students.

**Public libraries** (also known as “**community libraries**”) are accessible by the public. Public libraries are generally funded from public sources and are normally operated by civil servants. Their mandate is to serve a specific community’s information needs, generally allowing users to take books and other materials for entertainment and leisure purposes off the premises temporarily. Public libraries typically focus on popular materials such as popular fiction and movies, as well as reference and non-fiction materials of interest to the general public. Public libraries offer limited computer and Internet access to their users. Public libraries rarely have tertiary study materials and are generally not equipped to accommodate tertiary studies and research.<sup>9</sup>

A **digital library** stores collections in digital formats as opposed to other media like print, audio-visual, or microform. The collections are only accessible through the use of computers.<sup>10</sup>

**Library science** (also known as “**library studies**” or “**library and information science**”) is the study of the practices, perspectives and tools used in libraries and includes the collection, organisation, preservation, and dissemination of information resources.<sup>11</sup>

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<sup>6</sup> Prior V. Glossary of terms used in competitive intelligence and knowledge management, 12 July 2009 [http://www.themanager.org/Strategy/Glossary\\_competitive\\_intelligence-I.htm](http://www.themanager.org/Strategy/Glossary_competitive_intelligence-I.htm) Accessed 30 October 2009.

<sup>7</sup> Glossary. [http://www.nature.com/nrg/journal/v5/n12/glossary/nrg1493\\_glossary.html](http://www.nature.com/nrg/journal/v5/n12/glossary/nrg1493_glossary.html) Accessed 3 December 2009. WordNet Search - 3.0. <http://wordnetweb.princeton.edu/perl/webwn?s=information%20science> Accessed 3 December 2009.

<sup>8</sup> WordNet Search - 3.0. <http://wordnetweb.princeton.edu/perl/webwn?s=library> Accessed 2 December 2009.

<sup>9</sup> What is a Library? The difference between library types — public, academic and special [http://www.usg.edu/galileo/skills/unit03/libraries03\\_02.phtml](http://www.usg.edu/galileo/skills/unit03/libraries03_02.phtml) Accessed 2 December 2009; Public Library. [http://en.wikipedia.org/wiki/Public\\_library](http://en.wikipedia.org/wiki/Public_library) Accessed 2 December 2009.

<sup>10</sup> Digital Library. [http://en.wikipedia.org/wiki/Digital\\_library](http://en.wikipedia.org/wiki/Digital_library) Accessed 2 December 2009.

### 2.2.3 Document and Document Management

According to Craig Cochran,<sup>12</sup> a **document**<sup>13</sup> is a living thing. The information contained in a document is subject to change; it can be edited and revised. A document is any piece of written information in any form that is produced or received by an organisation or person. It can include databases, websites, email messages, MS Word and MS Excel files, letters and memos. Some documents will be of very short-term value and should never end up in a records management system. Some documents will need to be kept as evidence of business transactions, routine activities or legal obligations. These should be placed into an official filing system and upon filing they become official records. In other words, all records start off as documents but not all documents will ultimately become records.<sup>14</sup>

**Document management**, also known as “**document control**”, is the specific field of management that deals with the management of explicit unpublished knowledge resources in their editable phase. Document control entails all the measures taken to regulate the preparation, review, approval, release, distribution, access, storage, security, alteration, change, withdrawal or disposal of documents.<sup>15</sup>

A **document management system** is an electronic system that is used to index, structure, store, version, retrieve and track electronic documents and/or images of paper documents. Functionality also includes logging an audit trail and applying document-security techniques. These systems allow documents to be modified and managed but typically lack the records-retention and records-disposition functionality for managing records.<sup>16</sup>

### 2.2.4 Records and Records Management

A **record** is part of the history of an organisation. Records are by-products of the business activities of organisations. Records are often realised in the form of text items such as letters and reports. They can, however, take any form and can be carried on any medium – paper, electronic and audio-visual, for example. Records are linked to the business process to which they are related, normally by means of a file plan or a business classification scheme. Cochran<sup>17</sup> is of the opinion that an item can sometimes exhibit characteristics of both a document and a record. Work

<sup>11</sup> Library Science [http://en.wikipedia.org/wiki/Library\\_science](http://en.wikipedia.org/wiki/Library_science) Accessed 3 December 2009.

<sup>12</sup> Cochran C. Document Control Made Easy <http://www.qualitydigest.com/june02/html/doccontrol.html> Accessed 28 October 2009.

<sup>13</sup> In terms of the National Archives and Records Service Act, the South African public service does not distinguish between documents and records. The definition of a record – recorded information regardless of form or medium – includes documents.

<sup>14</sup> The National Archives of Scotland, Records Management <http://www.nas.gov.uk/recordKeeping/recordsManagement.asp> Accessed 28 October 2009.

<sup>15</sup> Educause, Document Management 25 Resources, <http://www.educause.edu/node/645/tid/25535?time=1256748897> accessed 28 October 2009; and Transition support glossary <http://www.transition-support.com/Glossary-D.htm>, Accessed 28 October 2009.

<sup>16</sup> What is Document Management (DMS)? <http://www.aiim.org/What-is-Document-Management-Systems-DMS.aspx> Accessed 3 December 2009.

<sup>17</sup> Cochran C. Ibid.

orders, sales orders and purchase orders, to name a few, can function as both historical records and live documents. In these cases, the item is treated as a document until its real-time informational value has been exhausted. At that point, it 'becomes' a record.

A record has the potential to become part of the archival collection of an institution or a nation. If selected for permanent preservation records are transferred to an archives repository to be preserved in perpetuity.

**Records management** is the specific field of management that deals with the management of explicit unpublished knowledge resources in their non-editable phase in order to meet business needs, statutory and fiscal requirements, and community expectations. Effective records management allows fast, accurate and reliable access to relevant information that is properly contextualised. It also ensures that redundant records can be destroyed routinely and according to a structured auditable process when they are no longer needed. Most importantly, though, records management allows for the timely identification and protection of vital and historically important records.<sup>18</sup>

**Electronic records management (ERM)** comprises the strategies, methods, and tools used to manage electronic records and/or paper-based records by applying the standardised records management principles and using the functionality contained in ERM applications.<sup>19</sup>

**Enterprise content management (ECM)** comprises the strategies, the methods and the comprehensive set of integrated software tools used to capture, manage, store, preserve, and deliver informational content within organisations. ECM tools and strategies permit the management of an organisation's unstructured information, wherever that information exists.<sup>20</sup>

## 2.2.5 Archives and Archival Science

**Archives** are the non-current records of individuals, groups, institutions, and governments that contain information of enduring value – in other words those records that no longer have an everyday use but are kept because of their historical value. They can be photographs, films, video and sound recordings, computer tapes, and optical disks, as well as unpublished letters, diaries, and other manuscripts. They are the 'community memory' – a unique and irreplaceable source of information about the past extending over many centuries. Without archives there would be no real

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<sup>18</sup> The National Archives of Scotland Records Management.

<sup>19</sup> ARMA International. Glossary of Records and Information Management Terms [http://www.arma.org/standards/glossary/index.cfm?id\\_term=169](http://www.arma.org/standards/glossary/index.cfm?id_term=169) Accessed 24 November 2009.

<sup>20</sup> AIIM. What is ECM? <http://www.aiim.org/what-is-ecm-enterprise-content-management.aspx> Accessed 24 November 2009.

sense of history. Archives are used as 'primary evidence' by researchers in a multitude of disciplines to research the past. Archives are kept in **archives repositories**.<sup>21</sup>

**Archival science** also known as “**archival studies**” is the theory and study of the safe storage, cataloguing, preservation and retrieval of archival records. The field also includes the study of traditional and electronic catalogue storage methods, digital preservation and the long-range impact of all types of storage programmes.<sup>22</sup> The field also includes the study of different archival practices, perspectives, and tools for managing archival repositories.

### 2.2.6 Knowledge and Knowledge Management

**Knowledge** is a blend of experience, values, information in context, and insight that forms a basis on which to build new experiences and information, or to achieve specific goals. “Knowledge” refers to the process of comprehending, comparing, judging, remembering, and reasoning. Knowledge is data that has been organised (by classification and rational presentation), synthesised (by selection, analysis, interpretation, adaptation, or compression), and made useful (by presenting arguments, matching needs and problems, assessing advantages and disadvantages, and so on).<sup>23</sup>

**Explicit knowledge** consists of anything that can be codified, or expressed in words, numbers, and other symbols (such as plans, marketing surveys, customer lists, specifications, manuals, instructions for assembling components, scientific formulae, graphics) and can, therefore, be easily articulated, usually in the form of documents, processes, procedures, products, and practices.<sup>24</sup> Websites – and other published documentary information resources, including library material – are examples of explicit published knowledge sources. Documents, records, and archives are examples of explicit unpublished knowledge sources.

**Knowledge management** is a branch of management that seeks to improve performance in business by enhancing an organisation’s capacity to learn, innovate, and solve problems. The purpose of knowledge management, then, is to enhance organisational knowledge processing. Knowledge management may be defined as an inter-related set of activities whose purpose is to enhance knowledge processing.<sup>25</sup>

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<sup>21</sup> Northern Ireland, Department of Culture, Arts and Leisure. What are archives and records? [http://www.proni.gov.uk/index/new\\_to\\_archives/what\\_are\\_archives\\_and\\_records.htm](http://www.proni.gov.uk/index/new_to_archives/what_are_archives_and_records.htm) Accessed 30 October 2009. The Society of American Archivists, So You Want to Be an Archivist: An Overview of the Archival Profession, <http://www.archivists.org/profession/overview.asp> Accessed 30 October 2009. Richard Pearce-Moses, A Glossary of Archival and Records Terminology [http://www.archivists.org/glossary/term\\_details.asp?DefinitionKey=156](http://www.archivists.org/glossary/term_details.asp?DefinitionKey=156) Accessed 30 October 2009.

<sup>22</sup> Archival Science [http://en.wikipedia.org/wiki/Archival\\_science](http://en.wikipedia.org/wiki/Archival_science) Accessed 3 December 2009.

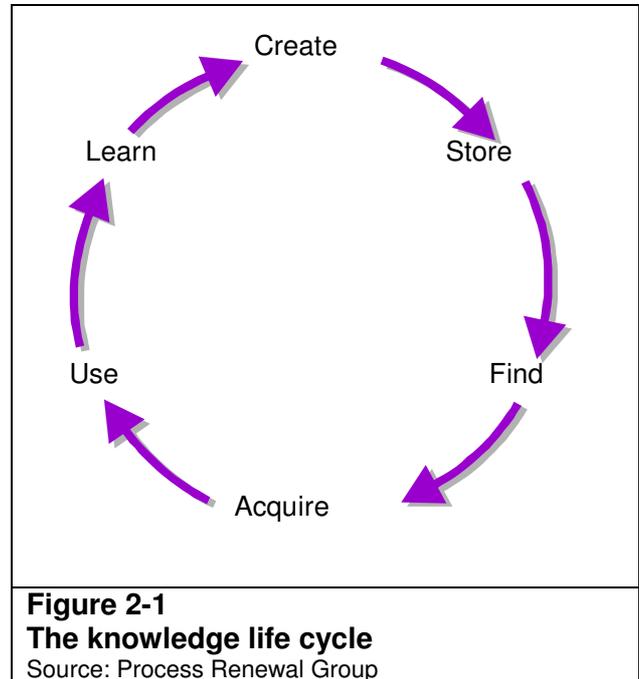
<sup>23</sup> Quantum iii, Competitive Intelligence Glossary <http://www.quantum3.co.za/CI%20Glossary.htm> Accessed 26 October 2009.

<sup>24</sup> Quantum iii, Competitive Intelligence Glossary.

<sup>25</sup> KMCI. The New KM – What is it? [http://www.kmci.org/the\\_new\\_knowledgement.html](http://www.kmci.org/the_new_knowledgement.html) Accessed 15 October 2009.

Knowledge in business can be seen to have a life cycle of its own and knowledge management is best understood within the context of this life cycle (Figure 2-1).

- First, knowledge must be created either within or outside the organisation. This typically comprises iterative tacit and explicit loops until the knowledge is ready for distribution to those outside the creating group.
- It can then be stored somewhere, either tacitly or explicitly so that it is accessible for others to access and use.
- Those who need the specific knowledge must then find out where it is when they need it by searching in the right places and/or asking the right people.
- Once the knowledge source is found, the user will then go through the act of actually acquiring it. This will involve gaining personal knowledge from other humans or from documented sources.
- Once acquired, the knowledge can be put to use towards some productive purpose.
- Having been used, perhaps repeatedly, the user will learn what worked well and not so well as a result of applying the knowledge gained. This learning can then be taken as significant input into further iterations of the knowledge creation and distribution process.



Knowledge management is the management of this cycle for optimal performance.<sup>26</sup>

<sup>26</sup> Definition of Knowledge Management: A Working Perspective. <http://www.processrenewal.com/files/def-km.doc> Accessed 15 October 2009.

## **2.3 INFORMATION MANAGEMENT SERVICES**

### **2.3.1 Defining the Services**

In the context of this investigation we use the term “information management” when we refer to the work of the LIS and archive- and records management organisations and professions collectively. We use the term “information management services” to refer to the LIS and archival services and records management. Strictly speaking museums are also included in this term, but, as they were not included in this study, in this report the term only refers to LIS, archival services and records management.

The three components of information management services are distinct but interrelated, with a certain amount of overlap between them.<sup>27</sup> They are distinct in the sense that they manage different processes related to the collection, classification, management, storage, preservation, retrieval and dissemination of different types of information resources. They are interrelated in the sense that together they cover the management of the full spectrum of information resources that provide evidence of the intellectual and cultural development, activities and achievements of society. The relationship between the different components of the sector is illustrated in Figure 2-2 below and the similarities, overlaps and differences between the different services are discussed in more detail below.

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<sup>27</sup> Michael Middleton defines the term “discipline” as “a branch of knowledge subject to systematic academic study and application” in his 2006 PhD thesis: *A conceptual framework for information management: formation of a discipline*, p. 21 [http://eprints.qut.edu.au/16305/1/Michael\\_Middleton\\_Thesis.pdf](http://eprints.qut.edu.au/16305/1/Michael_Middleton_Thesis.pdf) Accessed 3 December 2009.

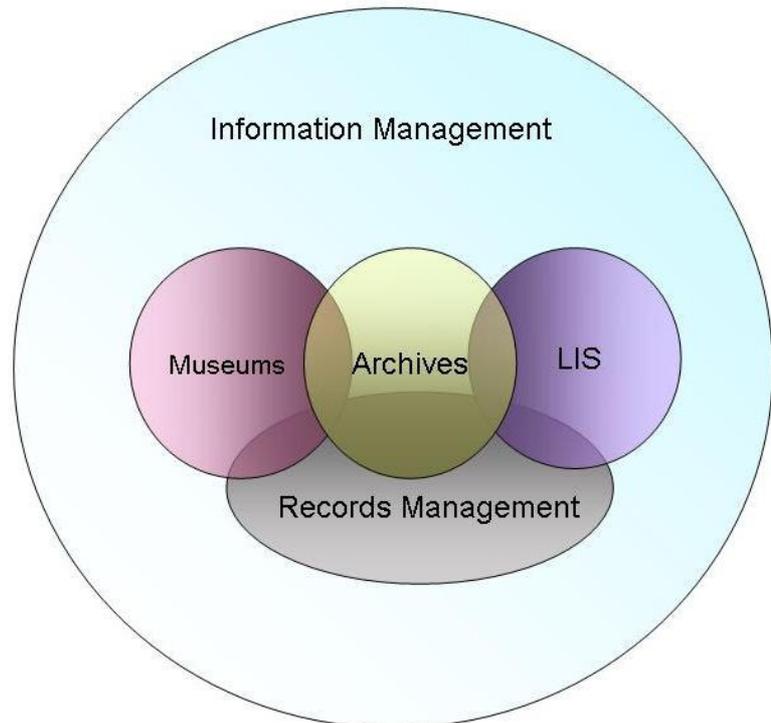
### a) Libraries and Archives

There are similarities in the work of archives repositories and libraries. Both libraries and archives repositories collect, preserve, and make accessible materials for research. There are, however, significant differences in the way in which the collections are acquired, arranged, described, and used.

A major distinction between archives and libraries is the fact that archives repositories preserve unique information that requires protection of their integrity in perpetuity, while libraries mostly manage published works of which more than one copy exist. Librar-

ies are not limited with regard to the type of literary material they can acquire and they are also not limited regarding their procurement area. Archives repositories, on the other hand, usually operate in terms of legislation – or according to a set mandate in the case of non-public repositories – in terms of which they are obliged to acquire records from a specified customer base by means of transfers.

Public archives repositories may not collect records arbitrarily. While libraries may apply selection and refuse material, the archives repositories may not refuse qualifying archival records assigned to their custody. Transfers may, however, be postponed when space shortages are experienced or when the records in question are still in everyday use at the office of origin and the transfer of the records would hamper the service delivery of that specific office.<sup>28</sup> Private and non-governmental archives repositories are normally established with a specific purpose in mind. The purpose of establishing such archives repositories ranges from collecting non-public records of specific companies, political or socio-economic groupings or persons to collecting records about specific events. The major purpose of such collecting policies is to document experiences of society outside of the realm of governance. These archives repositories normally also have a specific customer base.



**Figure 2-2**  
**Interrelationship between services in the Information Management Sector**

<sup>28</sup> State Archives Service, Handbook 1991, p. 5:4.

## **b) Archives and Museums**

There are similarities in the work of museums and archives. Museums are repositories for collecting, caring for and displaying through exhibits objects normally made or shaped by human hand that have scientific, historical and/or artistic value. Similar to archives, museums collect objects that are unique. Museums acquire most objects in their collections by virtue of gifts or donations from collectors who collected these objects in the course of their research and/or travels. These collectors might have a special interest in a specific subject area or in the life and work of the creators of the objects. Museums select from those objects offered to them those that fit with their mandates and then become responsible for the objects' long-term care.<sup>29</sup> Upon acquiring these objects the museums are responsible for researching and describing the context of the objects with a view to making their significance explicable to museum users.<sup>30</sup> The main purpose of a museum is to exhibit the objects with a view to disseminating information about the past. Museum collections may include archives.

## **c) Records Management and Archives**

Likewise, there are similarities in the work of records managers and archivists. Both records managers and archivists are responsible for maintaining the accessibility of authentic and reliable records. The records manager, however, controls institutional records, most of which will eventually be destroyed, while the archivist maintains relatively small quantities of records identified for archival preservation due to their enduring value.<sup>31</sup> Records managers manage current active and semi-active records and archivists manage inactive non-current or historical records. There is a relationship between the two professions in that records managers cannot do their jobs without taking into account what might happen to the records when they are transferred into archival custody. Archivists, for their part, cannot do their jobs without knowing where, how and why the records were created.<sup>32</sup>

## **d) Records Management and Document Management**

Furthermore, there is also a relationship between the work of a document manager/document controller and a records manager. All records start their life cycle as editable documents. Some documents have a fleeting life span and are never filed in an official record-keeping system.

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<sup>29</sup> Bearman D. Addressing selection and digital preservation as systemic problems. A paper presented at the UNESCO sponsored conference Preserving the Digital Heritage: Principles and Policies. Den Haag, 4-5 November 2005. [http://ec.europa.eu/information\\_society/activities/digital\\_libraries/doc/consultations/replies/archimuse\\_a301947\\_1.pdf](http://ec.europa.eu/information_society/activities/digital_libraries/doc/consultations/replies/archimuse_a301947_1.pdf) Accessed 3 December 2009.

<sup>30</sup> Besser H. The Museum-Library-Archive (one section of Feb 2004 report to Canadian Heritage InformationNetwork) <http://www.nyu.edu/tisch/preservation/program/04spring/chin-libraries.htm> Accessed 3 December 2009.

<sup>31</sup> The National Archives, Preservation and Archives Professionals, Questions About Archives and Archivists <http://www.archives.gov/preservation/professionals/archives-questions.html> Accessed 30 October 2009.

<sup>32</sup> Records Junkie <http://recordsjunkie.blogspot.com/> Accessed 30 October 2009.

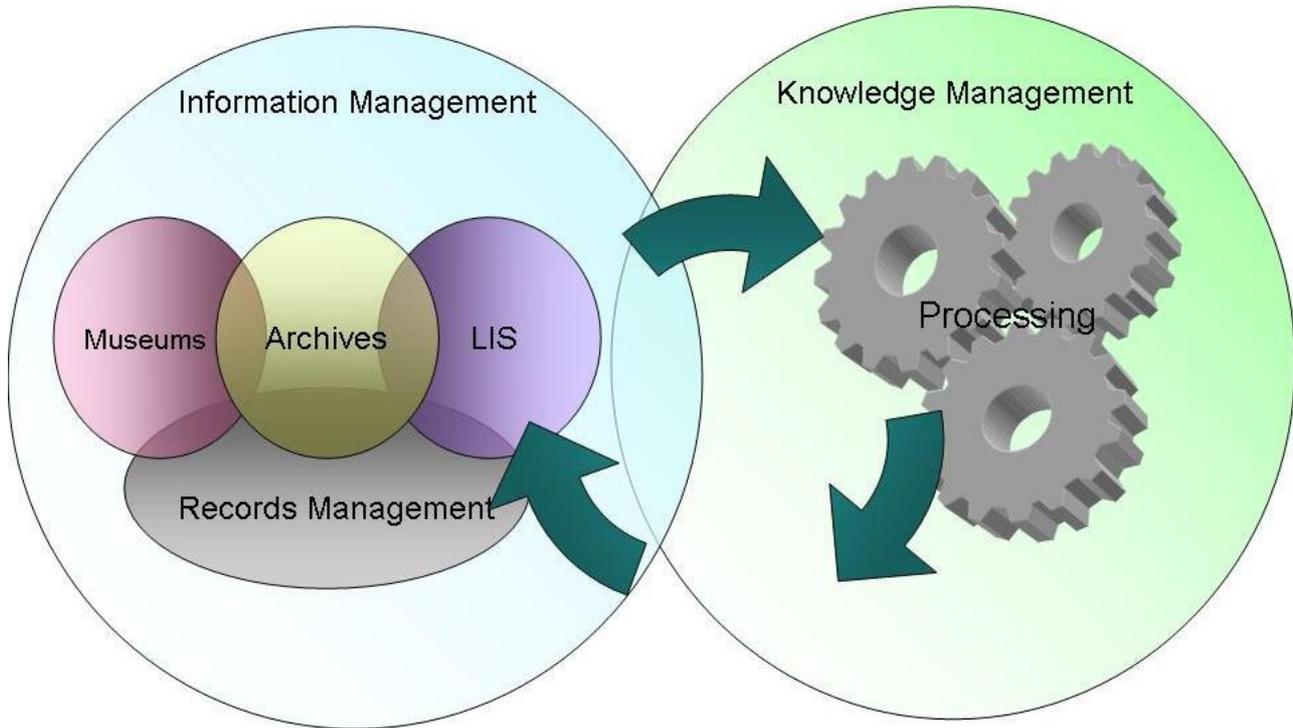
Document managers/document controllers cannot do their jobs properly if they do not keep in mind that the documents that they are managing have the potential to become part of the official records and in the long term part of the archival collection of an organisation. Records managers cannot do their jobs properly if they do not take cognisance of where, when and why the records they are managing originated. A critical element in records management is to be able to provide proof of the origins and integrity of a record. This can only happen if the records were managed properly in the earlier, document phase of their life cycle.

## **2.4 INFORMATION MANAGEMENT AND KNOWLEDGE MANAGEMENT**

Information is not managed for the sake of managing it. Information is managed with a view to having it available for use when it is needed. Information management does not deal with the processing of information; this processing function that allows the use and application of knowledge in different contexts falls within the ambit of knowledge management. Processing information is an innovative intellectual human activity that includes:

- Analysing the context within which information is to be used;
- Identifying the appropriate information resources and retrieving suitable information;
- Analysing the information, synthesising the results of the analysis to achieve a specific purpose; and
- Applying the knowledge so gained to achieve a specific purpose.

Processing information normally leads to the creation of new information resources that should be captured as evidence of the information-processing activity. Information resources so created are captured and stored as by-products of information-processing activities and are the documentary resources that are managed by information management. Knowledge management relies on the information-management processes to ensure that the appropriate information is available for use when required. The interaction between information management and knowledge management is graphically represented in Figure 2-3.



**Figure 2-3**  
**The relationship between information management and knowledge management**

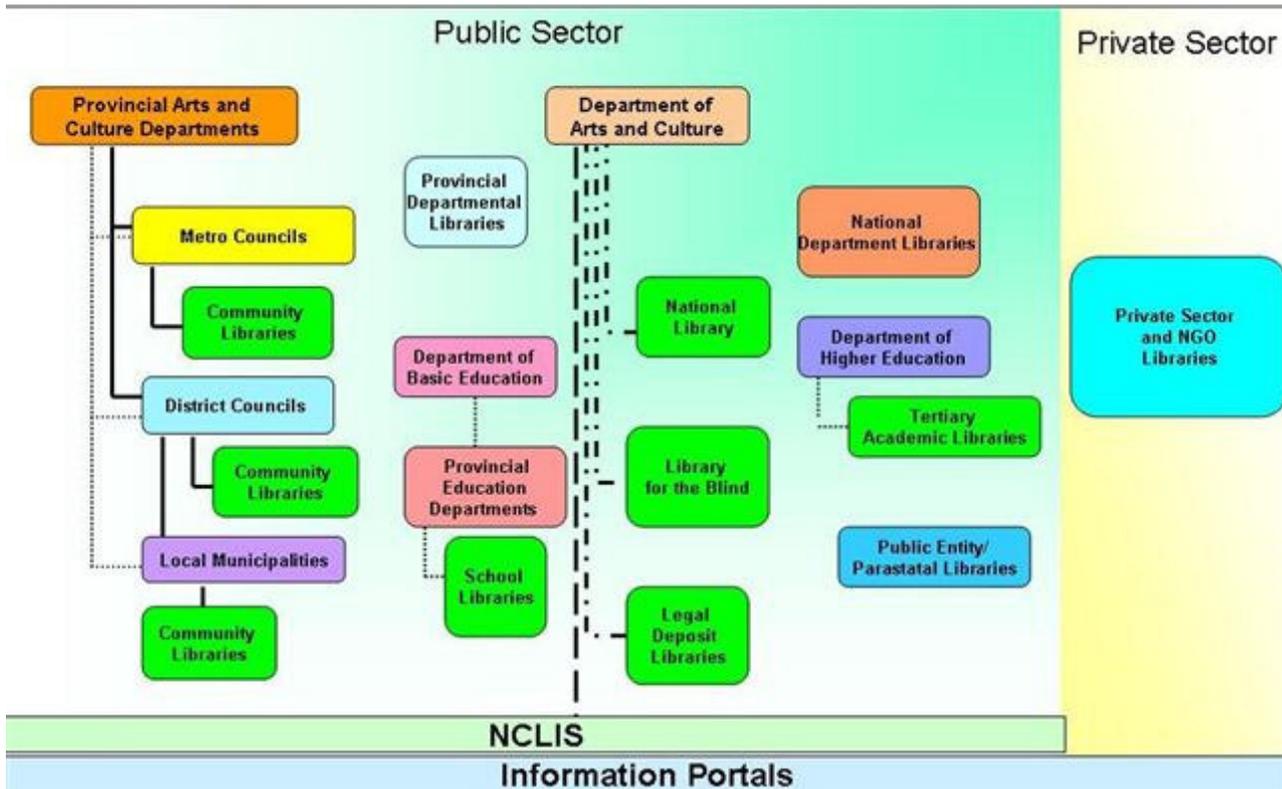
In the context of this study we are dealing with the management of the information resources and the technology tools to capture, store and transmit them. Knowledge management is therefore excluded from the investigation, although we acknowledge the relationship and the interaction between the two disciplines.

## 2.5 THE ORGANISATIONAL CONTEXT

In this section the organisational context in which information management services are rendered is described. Throughout the discussion two distinctions are made: the first is the distinction between organisations with statutory responsibilities and those without; the second is that between organisations in which information management is a core function and those where it supports core organisational functions.

### 2.5.1 Library Services

The library service context is illustrated in Figure 2-4 below. Most of the library service organisations are located in the public sector.



**Figure 2-4**  
**Library services in South Africa: organisational context**

**a) Libraries with Statutory Collection, Preservation and Service-delivery Responsibilities**

**i) Libraries in the national sphere of government**

The National Department of Arts and Culture (DAC) was assigned statutory oversight responsibility of the National Library of South Africa (National Library of South Africa Act, 1998), the South African Library for the Blind (South African Library for the Blind Act, 1998) and the Legal Deposit Libraries (Legal Deposit Act, 1997). More is written about these various Acts in Chapter 3 of the report.

Except for the National Film, Video and Sound Archives, which is a legal deposit library, these libraries are not structurally linked to DAC. They are public entities within the Department. Statutory oversight is provided by the Directorate Library Policy and Co-ordination within NARS. The statutory oversight responsibility means that funding for these libraries is channelled through DAC and that the Department is responsible for the sound institutional governance of these libraries.

**b) Libraries in the Provincial and Local Spheres of Government**

According to Schedule 5 of the Constitution of South Africa, libraries other than national libraries are a provincial competence. That means that provincial governments are responsible for providing library services to their provinces.

The arts and culture departments of the nine provincial administrations were assigned responsibility to deliver library services in the provinces. However, because library services have to be provided in municipal areas, library services are rendered in partnership with municipalities. This implies that at local level the provincial departments are responsible for providing the infrastructure and professional support services while the municipalities are responsible for the administration of public libraries and service delivery to communities. Although the co-operation between the provincial departments and the municipalities is managed in terms of the Municipal Structures Act, the precise manner of library service provision in the nine provinces is not interpreted in the same way. Provinces differ in terms of the level of involvement in and control over library services provided at local government level.

Library services at local government level are delivered by the metro councils, district councils and local municipalities. Owing to the lack of a standardised service-delivery model, the precise manner in which these services are organisationally linked, staffed and structured differs from province to province and from municipality to municipality.

### **c) Libraries with Support Responsibilities**

#### **i) National sphere of government**

##### **National departments and public entities/parastatals**

Some national departments, like the Department of Justice and the Department of Agriculture as well as some public entities/parastatals, maintain specialist subject libraries with a view to supporting service-delivery initiatives.

##### **Tertiary academic libraries**

All tertiary and higher education institutions maintain academic libraries for supporting the academic research and study requirements of their staff and students.

Tertiary and higher education institutions have autonomy when it comes to decisions about the precise funding of the academic libraries and their organisational and staffing models.

#### **ii) Provincial sphere of government**

##### **Provincial departments**

Some provincial departments maintain specialist subject libraries to support service-delivery initiatives.

##### **School libraries**

Some schools maintain school libraries that provide educators and learners with educational material for developing learning programmes and research for assignments. These libraries also provide learners with an opportunity to access popular fiction and develop reading skills.

iii) Private sector libraries

Many private sector organisations maintain specialist subject libraries for supporting service-delivery initiatives.

iv) Information portals

Information portals such as SABINET provide an important service to library services by facilitating access to electronic information and are seen as part of the organisational context of the sector.

2.5.2 Archival Services

The organisations that provide archival services in South Africa are depicted in Figure 2-5. As with the library services, most of these organisations are located in the public sector.

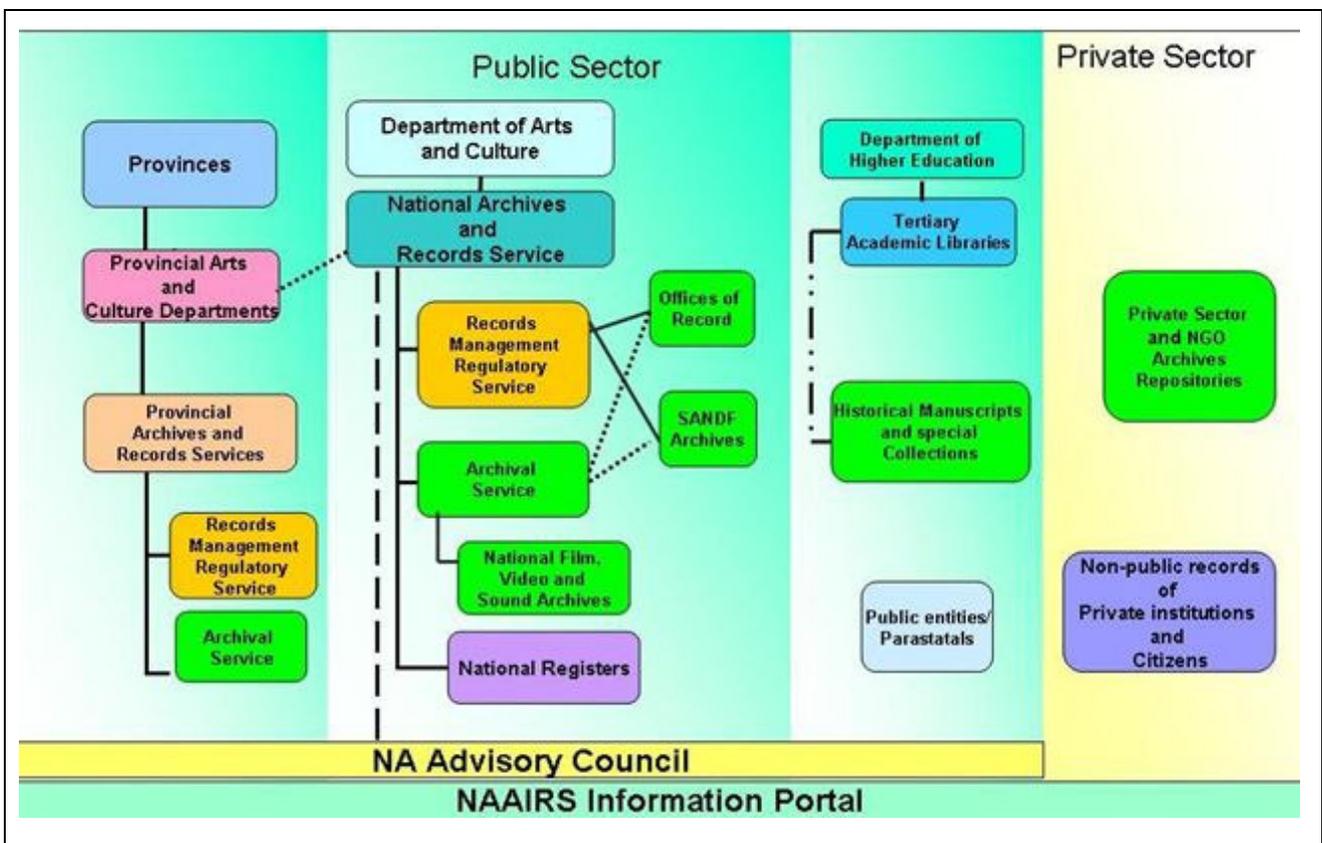


Figure 2-5  
Archival services in South Africa: organisational context

## **a) Archival Services with Statutory Collection, Preservation and Service-delivery Responsibilities**

### **i) Archives services in the national sphere of government**

#### **National Archives and Records Service (NARS)**

NARS is a statutory entity established in terms of the National Archives and Records Service Act, 1996. It is organisationally linked to the DAC, with the national archivist holding the position of Chief Director within the DAC. NARS is directly funded by the Department and provides archival services to governmental bodies in the national sphere of government. NARS is also responsible for setting the standards within which the provincial archives services operate and for assisting and supporting the provincial archives services.

#### **National Film, Video and Sound Archives**

The National Film, Video and Sound Archives is structurally linked to NARS. This Archive collects public and non-public audio visual and related records. Its collection of records accrues mainly through legal deposit in terms of the Legal Deposit Act, 1997.

#### **SA National Defence Force (SANDF) Archives**

Section 11(1) of the National Archives and Records Service Act provides for the Minister of Arts and Culture to establish archives repositories under the control of NARS. The SANDF Archives were established in terms of the Archives Act, 1962 (Act no 6 of 1962)<sup>33</sup> to take custody of the archival records of the SA Defence Force which, for security reasons, cannot be transferred into the custody of NARS. Although the SANDF Archives are not structurally linked to NARS, all the archival standards that apply to the National Archives Repository are applicable to the SANDF Archives.

The existence of the SANDF Archives does not imply that the SANDF is autonomous with regard its records management practices. The records management practices of the SANDF are still regulated by NARS.

#### **Offices of Record**

Section 11(2)(a) of the NARS Act determines that if another act of parliament assigns the custody of records to a specific functionary, those records may not be transferred into archival custody. Governmental bodies that have statutory custody of archival records are known as “offices of record”. These offices generate records that protect enduring civil, legal, property and other rights.

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<sup>33</sup> State Archives Service, Handbook 1991, p. 3:40.

The records generated in this way are of such importance that their integrity must be guaranteed and their truth and validity cannot be questioned. They are kept in the custody of statute-assigned custodians to ensure that the chain of custody is guaranteed. Offices of record are the Department of Home Affairs, the Deeds Registries Office, the Companies and Intellectual Properties Registration Office, the Surveyor General, the Constitutional Court, Masters of the High Court, Registrars of the High Court, and Magistrates Courts.

Assigning statutory custody of the records to specific functionaries does not imply that these offices are autonomous with regard to their records management practices. Their records management practices are still regulated by NARS.

## **ii) Provincial sphere of government**

### **Provincial Archives Services**

Schedule 5 of the Constitution assigns archives other than national archives to the provincial governments as an exclusive provincial competence. The provinces are, therefore, entitled to promulgate their own archival legislation. Provincial archives services are established within the provincial arts and culture departments and they provide archival services to governmental bodies in the provincial and local spheres of government. Although the Provincial Archives Services are autonomous, their services are aligned with the standards set by NARS.

Neither the Constitution nor the NARS Act contains any prescriptions regarding a standardised provincial infrastructure for the nine provinces. Organisational structures, the level at which the provincial archivists are appointed, and the job content of the provincial archivists differ from province to province.

## **b) Archives Services with Service-delivery Support Responsibilities**

### **i) National sphere of government**

#### **National departments**

The South African Police Service and the Department of Foreign Affairs maintain records centres for the storage of archival records that are still of functional use. Section 11 of NARS Act enables the National Archivist to identify records that should remain in the custody of a governmental body if the transfer of these records would hamper the service delivery of the specific departments.

#### **Public entities/parastatals**

In terms of section 11 of the NARS Act, public entities and parastatals that were established by legislation are obliged to transfer archival records into archival custody. However, when this provision was added to the Act in 1996, some public entities and parastatals already had a long tradition of maintaining their own archival infrastructures and of participating in the national registers of

non-public records. Although never formally declared archival repositories for the purpose of the Act, NARS acknowledges the existence of these archive repositories as such in the Directory of Archival Repositories.<sup>34</sup> The governmental bodies listed below have listed archives repositories:

- Armaments Corporation (ARMSCOR)
- Council for Scientific and Industrial Research (CSIR)
- Independent Communications Authority of SA (ICASA)
- National Research Foundation (NRF) (data archive)
- Rand Water
- SABC Sound Archive
- Telkom
- Transnet
- Umgeni Water.

#### **Private sector and non-governmental bodies**

South Africa has a large number of archival institutions<sup>35</sup> dedicated to preserving non-public records. Non-public records document aspects of society's experiences that are not government related. While these archival services are not subject to archival legislation, they can be requested to co-operate with NARS to provide information about their holdings for inclusion in the national registers of non-public records. NARS is responsible for maintaining national registers of non-public records with enduring value with a view to promoting co-operation and co-ordination between institutions that have custody of such records in terms of sections 3(f) and 14(5) of the NARS Act.

The NARS Directory of Archival Repositories<sup>36</sup> contains an exposition of the collection strategy, the areas of specialisation, the holdings of each archival repository, as well as the access restrictions that apply to specific archival groups. The following categories of archives services are listed in the Directory:

- Art gallery archives
- Bank archives
- Church archives

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<sup>34</sup> National Archives and Records Service, A Directory of Archival Repositories, 2005 [http://www.national.archives.gov.za/dir\\_repository2005.htm](http://www.national.archives.gov.za/dir_repository2005.htm) Accessed 5 May 2009.

<sup>35</sup> National Archives and Records Service, A Directory of Archival Repositories, 2005.

<sup>36</sup> National Archives and Records Service, A Directory of Archival Repositories, 2005.

- Company archives
- Library archives and manuscript collections
- Museum archives
- Political organisations archives
- School archives
- University archives and manuscript collections
- Various other institute and society archives
- Nelson Mandela Foundation Archives.

### **2.5.3 Records Management**

The organisational context in which records management takes place is much more complex than that of library and archival services. The reason for this is that all organisations – regardless of their size or the nature of their business – generate information from their work processes that are records by virtue of the fact that one should be able to trust their content as a true reflection of a transaction.<sup>37</sup>

In an attempt to describe the organisational context of records management a distinction is made between organisations with records management as a part of its core functions and organisations in which records management is a supportive function.

A third group of organisations that also belongs to this field is records management and ECM consultants and vendors and off-site storage companies.

#### **a) Records Management as a Core Business Function**

##### **i) Public sector organisations**

Offices of record have been discussed earlier in this chapter in terms of their archival responsibilities. However, their responsibilities start earlier in the life cycle of records, before the records reach archival status. Records management forms an integral part of the core functions of Offices of Record. For example: The Department of Home Affairs manages the population register (the record) by recording (documenting) births, marriages, and deaths. Without these records the citizens do not have any prove of citizenship. Managing the record is therefore a core function. Likewise the Deeds Registries Office manages the deeds register (the record) by recording (docu-

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<sup>37</sup> ISO/TC 46/SC 11 Archives and Records Management, ISO 15489 Management Statement  
<http://www2.nen.nl/cmsprod/groups/public/documents/bestand/254815.pdf> Accessed 27 October 2009.

menting) the land and other property title deeds. Without these records the citizens will not have any prove of land and property ownership. Managing the records is therefore a core function.

## **ii) Private sector organisations**

Many private sector organisations also have records management as a core business function – although it is not always recognised as such. One category of such organisations is banks. Banks act as agents to manage money on behalf of their clients. In practice this means that the bank manages inscriptions in accounting records rather than the money itself. Creating, keeping and maintaining the accounting records is a core banking function. Without these records it would not be possible to trace information about the financial position and liquidity of each client. Furthermore, various pieces of legislation and regulations require the sound management of records.<sup>38</sup>

There are many other examples of organisations with records management as an integral part of their business functions.

## **b) Records Management as a Support Function**

### **i) National and provincial spheres of government**

Records management practices in national governmental bodies are regulated in terms of section 13 of the NARS Act, while provincial archival legislation contains similar provisions that regulate records management practices of provincial governmental bodies. Regulation of the records management practices entails, among other things, the need for governmental bodies to appoint a staff member to be records manager and be accountable for the records management practices of the governmental body. The following bodies are obliged to appoint records managers and implement sound records management practices:

- All governmental bodies (including statutory bodies and state-owned enterprises) in the national, provincial and local spheres of government;
- Parliament;
- Provincial legislatures; and
- All constitutional bodies (bodies established by Section 181 of the Constitution).

The legislative requirements regarding records management have resulted in some governmental bodies creating organisational structures or divisions responsible for records management. How-

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<sup>38</sup> Retention of the records is regulated in terms of the National Credit Act 34 of 2005. A credit agreement record must be retained for a period of three years after the credit agreement was terminated. According to the Financial Intelligence Centre Act 38 of 2001, account-opening information must be kept for a period of five years and according to the Code of Banking Practice, banks will retain records for a period of five years.

ever, this is not necessarily the case in all government bodies. In many instances records management is lumped together with other functions in the job descriptions of functionaries.

## **ii) Private sector and non-governmental organisations**

Records management practices in the private and non-governmental sectors are not regulated by legislation to the same extent that governmental bodies' records management practices are. Although statutory requirements regarding record keeping are stipulated in legislation – for example in the Companies Act, 2008, Promotion of Access to Information Act, 2000, and the Electronic Communications and Transactions Act, 2002 – private organisations are not obliged to appoint records managers or to establish records management structures. Some organisations do so, while others integrate records management in a variety of ways in their normal business practices.

## **c) Records Management and Enterprise Content Management (ECM) Consultants and Vendors and off-site Storage Companies**

Consulting companies operating in the records management environment focus on providing document management-, records management-, electronic records management-, and ECM consulting services and/or off-site storage facilities to the public and private sectors. These companies assist records managers and archival services with the design and implementation of effective records management programmes and the implementation of electronic records management solutions and ECM solutions, by creating amongst other things: records-retention schedules; filing, indexing and classification systems; policy-and-procedure manuals; and training programmes. Many private companies outsource the management of their records to off-site storage facilities, while the public sector mostly uses off-site storage for storage of records that are not yet due for destruction or that cannot be transferred into archival custody because of accommodation shortages at the designated repositories.

Consulting companies and vendors are possible employers of people with records management skills and archival services skills. The organisational structure in which records management can be found is summarised in Figure 2-6.

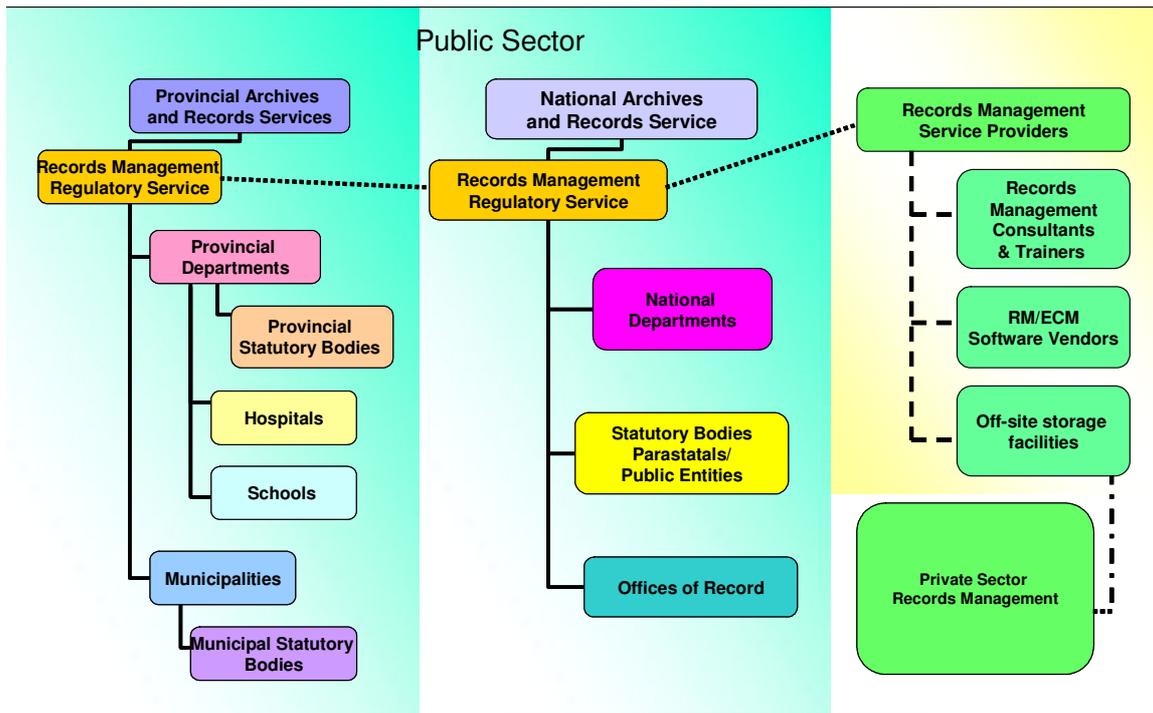


Figure 2-6  
Records management in South Africa: organisational context

## 2.6 CONCLUSIONS

Clarifying the meaning of terms used in the IMS was not the main purpose of this study but, as it became clear early on in the research that terms have different meanings for different users, the researchers realised the need for such clarification. In this report the terms “information management”, “information management services” and “information management sector” (IMS) are crucial to a description of the main activities of libraries, archives, and records management. Strictly speaking, museums could have been added to these three areas, but a study of museums was excluded from the terms of reference of the research project.

The definitions offered in this chapter clearly show the areas of convergence between the three sub-components of information management. This convergence becomes clear in the organisation context and is reflected in the skills requirements of practitioners.

The bulk of library and archival services falls within the public sector. This has important implications for the demand side of the labour market – the creation and filling of posts are to a large extent subject to public sector budget allocations and political decisions.

Records management is a function that permeates the work of all organisations. In some organisations it is an integral part of the core competencies or services of the organisation while in others it is elevated to a separate, supportive function. In most organisations, however, records management is not called by this name and is seen as part of the ordinary administrative functions of the organisation. The fact that this function is diffuse and, in many organisations, undefined made

it impossible to glean a clear understanding of the demand for records management skills. This issue is discussed in more detail in later chapters of the report.

## 3 THE LEGISLATIVE AND POLICY FRAMEWORK

### 3.1 INTRODUCTION

The IMS is affected by legislation in various ways. In the first instance much of the work of this sector emanates from legislative requirements. There are currently approximately 860 active Acts on the South African statute book. Many of these regulate record keeping – in terms of, for example, what records to create, how long to keep them, and in which format.<sup>39</sup> Approximately 200 of these Acts are specifically applicable to the public service while the rest are applicable to other role players in the economy.<sup>40</sup> Legislation is one of the major drivers of the demand for the services that are offered by the IMS and, by defining the sector's work, legislation indirectly helps to define the quantity and type of skills needed in the sector.

Secondly, the country's information management services are located mainly in the public sector and the organisational structures that provide these services are established through legislation and legislation and regulations prescribe their functions and responsibilities.

Thirdly, the organisations in the sector are, just like all other South African organisations, subject to policies and legislation aimed at the transformation of the country's economy. This legislation impacts on employment practices and slants the skills demand towards the transformation agenda.

Lastly, the skills development for this sector takes place within the legislative and regulatory framework that governs the educational sector. The educational landscape has changed dramatically over the last decade and the labour supply to the sector is affected by these changes.

It is impossible in this report to cover all the legislation that impacts on the sector. What is presented in this chapter is a sample of the legislation that illustrates the four areas of impact referred to above. The chapter starts with some of the most important pieces of legislation that create a demand for the services of the sector, specifically for archival and records management services. This is followed by a look at the legislation that shapes the organisational structures that make up in the public sector component of the IMS. The chapter then focuses on transformational legislation and initiatives, as well as educational legislation. Only the very recent changes in legislation that may impact on the final recommendations of this report are discussed.

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<sup>39</sup> According to information management lawyers Mostert Opperman Incorporated there are currently approximately 3 000 laws on the South African statute book of which 860 are currently active (i.e. they are not amendment or repeal acts, etc). This firm publishes the Retention Guide, an online regulatory compliance guideline enabling subscribers to determine which records to keep for the prescribed minimum periods, including the prescribed form and location of retention. Information about the guide can be found at [www.mostert.co.za](http://www.mostert.co.za).

<sup>40</sup> Information kindly provided by Dewald Opperman of Mostert Opperman Incorporated in email correspondence between Dewald Opperman and Louisa Venter dated 19 November 2009.

## **3.2 LEGISLATION THAT CREATES A DEMAND FOR INFORMATION MANAGEMENT SERVICES**

### **3.2.1 Library and Information Services**

Although the South African Constitution does not stipulate the right to LIS outright, this right is contained within the basic right of access to information that is enshrined in the Constitution. In practice, the right of access to information is not limited to accessing information that is held by public and private bodies. This right covers access to any and all information that will contribute to empowering people to exercise their other basic human rights – for example, their rights to practice culture and language and the right to an education. The right of access to information is essential to enable citizens to participate in democratic processes from an informed position.

Flowing from this, the provision of LIS assists with the eradication of educational and information literacy backlogs and of poverty by enabling citizens to find employment.

The implementation of outcomes-based education (OBE), adult basic education (ABET) and various other government initiatives to increase literacy and information literacy create a need for LIS.

The Legal Deposit Act (Act No 54 of 1997) contributes to the establishment of library services in the country. The purpose of the Act is to collect, preserve and make available, to present and future users, the published documents that contain the intellectual and cultural heritage of the country. The Act obliges South African publishers/producers (government, commercial, private individuals, private companies and non-governmental organisations) of all types of published documents, including audio-visual publications, to deposit copies of each of these documents in the places of legal deposit. Books, magazines and other information-bearing documents such as films, videos, music CDs and DVDs published or produced in South Africa, as well as those produced abroad specifically for distribution in South Africa, must be deposited.<sup>41</sup>

Schedule 5 of the Constitution provides for library services, other than national library services, to be an area of exclusive provincial competence. The intent is to ensure that the provision of LIS is expanded to include rural and former disadvantaged areas. The Constitution stipulates that national and provincial legislation should be enacted to give effect to the right of access to information. As a result, public LIS in South Africa exists in terms of national and provincial library legislation (Section 3.3.1).

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<sup>41</sup> Legal Deposit Act, 1997 <http://www.info.gov.za/view/DownloadFileAction?id=70800> Accessed 26 October 2009. Government Communication and Information System, South Africa Yearbook 2008/09, <http://www.info.gov.za/aboutsa/artscult.htm#library> Accessed 26 October 2009. The Natal Society, Legal Deposit Library, <http://www.lawlibrary.co.za/resources/legal/legaldepositsnl.htm> Accessed 26 October 2009.

### 3.2.2 Archival Services

In terms of the Constitution, the right of access to information held by public and private bodies includes information that constitutes the memory of society, that has shaped its identity, and that could promote social cohesion. Archives play a crucial role in access to information as they protect and preserve records of enduring value and guarantee that citizens have access to information about the past and about how the past has shaped the present.

Regarding the provision of archival services, Schedule 5 of the Constitution provides for archives, other than national archives, to be an area of exclusive provincial competence. As a result, public archival services in South Africa exist in terms of national and provincial archival legislation (Section 3.3.2). These archival services collect government-generated public records regardless of form or medium and are also entitled to obtain by purchase or by donation non-public records of national significance. Collecting records that present the 'other side of the story' from the one 'told' in public records ensures that the archival heritage is balanced.

The National Film, Video and Sound Archives is a legal deposit institution established by the Legal Deposit Act.<sup>42</sup> This archive collects, preserves and makes available, to present and future users, audio-visual publications published or produced in South Africa and/or produced abroad for distribution in South Africa. This ensures that citizens also have access to this information.

### 3.2.3 Records Management

Numerous Acts refer to the responsibility of organisations in both the public and private sectors to keep records in such a way that their integrity is conserved and that they remain traceable and accessible.

Pieces of legislation applicable to record keeping in organisations are described briefly in sections a) to m) below.

#### a) Promotion of Access to Information Act (Act No 2 of 2000)

This Act provides the framework and procedures for citizens' exercise of their constitutional right to information. The purpose of the Act is to promote transparency, accountability and effective governance by empowering and educating the public to: understand and exercise their rights; understand the functions and operation of public bodies; and effectively scrutinise and participate in the decision making carried out by public bodies that affects their rights. This Act obliges public and private bodies to provide information in their records to the public on request, while protecting per-

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<sup>42</sup> Legal Deposit Act, 1997; Government Communication and Information System, South Africa Yearbook 2008/09; The Natal Society, Legal Deposit Library.

sonal privacy and national security at the same time.<sup>43</sup> In environments where records management systems do not function well, it is impossible to provide access to information.

### **b) Electronic Communications and Transactions Act (Act No. 25 of 2002)**

The objectives of this Act are to: enable and facilitate electronic communications and transactions; acknowledge the importance of such information for economic and social prosperity; promote legal certainty and confidence in electronic communications and transactions; promote e-government services and electronic communications and transactions with public and private bodies, institutions and individuals: and, mostly, to give legal recognition to data messages.

The Act is aimed at ensuring that records created in or converted to electronic form are created, managed and stored in trustworthy electronic systems. This provision places a huge responsibility on the management structures of organisations to ensure that electronic record keeping is effective and implemented in a way that guarantees the protection of the record's integrity.<sup>44</sup> Without appropriately trained staff, it is impossible to create reliable records and to protect the record's integrity in the long term.<sup>45</sup>

### **c) Protection of Personal Information Bill (Bill No 9 of 2009)**

The right to privacy is enshrined in Section 14 of the Constitution as well as in Chapter VIII of the Electronic Communications and Transactions Act and Chapter IV of the Promotion of Access to Information Act. The mere fact that all these laws provide for the protection of personal information is an indication of how important the issue is. Personal information is any information capable of identifying an individual, such as medical records, tax records, census records, bank records, information on purchasing habits and property ownership. Information on borrowing habits at the video store, cell phone conversations, and surfing practices on the Internet – all mostly recorded in digital form – is protected as well.

The purpose of the Protection of Personal Information Bill is to lay down guidelines regarding the collection, storage and processing of personal information by the public and private sectors. This legislation will have a huge impact on record keeping and records management practices since organisations need to know what private information they are collecting, how those records should

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<sup>43</sup> Ngoepe M. Accountability, transparency and good governance: the National Archives and Records Service of South Africa's role in helping government to better service delivery to the South Africans, Paper delivered and the LIASA conference 2004  
[http://www.liasa.org.za/conferences/conference2004/papers/LIASA\\_Conference\\_2004\\_Ngoepe.pdf](http://www.liasa.org.za/conferences/conference2004/papers/LIASA_Conference_2004_Ngoepe.pdf) Accessed 29 October 2009.

<sup>44</sup> Electronic Communications and Transactions Act, 2002  
<http://www.info.gov.za/view/DownloadFileAction?id=68060> (accessed 28 October 2009); Hendrikse JW. The impact of the new Companies Act and Business Legislation on boards and directors – responsibilities and risk, Paper for CIS Corporate Governance Conference on 10 to 11 September 2009  
[http://www.ciscorp.gov.co.za/present/CIS%20WEBSITE/Hendrikse\\_The%20Impact%20of%20the%20New%20Companies%20Act%20and%20Relevant%20Legislation%20on%20Boards%20and%20Directors.pdf](http://www.ciscorp.gov.co.za/present/CIS%20WEBSITE/Hendrikse_The%20Impact%20of%20the%20New%20Companies%20Act%20and%20Relevant%20Legislation%20on%20Boards%20and%20Directors.pdf) Accessed 28 October 2009.

<sup>45</sup> Comments by Dewald Opperman in records management workshop.

be stored and processed, and under which circumstances they may grant access to such information.

A further purpose of the Protection of Personal Information Bill is to balance the right to privacy with the right of access to information. This legislation therefore also impacts on archival services. Should an archives repository have personal information in its custody, the protection of personal information would get preference above the public's right to access to the information in archival custody.<sup>46</sup>

Legislation specifically applicable to the public service assigns responsibility for record keeping to governmental bodies. Government's overall responsibility with regard to proper record keeping emanates from the Constitution of the country. In terms of Section 32(1)(a) of the Constitution all citizens have the right of access to any information held by the State or held by another person when that information is required for the exercise of protection of any right. Section 41(1)(c) provides for all spheres of government and all organs of state to provide effective, transparent, accountable and coherent government for the Republic as a whole. It stands to reason, then, that government can only honour these constitutional requirements if it has proper records management systems. Such systems assist with effective and accountable governance and with the protection and preservation of the institutional memory. They also ensure that records are created, secured and kept accessible for as long as they are needed.

#### **d) National Archives and Records Service of South Africa Act (No 43 of 1996 as amended) and Provincial Archival Legislation**

One of the objectives of the National Archives and Records Service (NARS) Act and the provincial archival legislation promulgated in terms of Schedule 5 of the Constitution is to enable the early identification of public records that are part of the archival heritage. Another objective of the NARS Act is to govern the way in which records are created, managed and cared for in all governmental bodies.

Archival legislation contains specific provisions for efficient records management in governmental bodies. It provides for the national and provincial archivists to: determine which record-keeping systems should be used by governmental bodies; authorise the disposal of public records or their transfer into archival custody; and determine the conditions according to which records may be microfilmed or electronically reproduced and according to which electronic records systems should be managed. It also provides for the appointment of records managers in governmental bodies to take responsibility for the records management practices in these bodies.

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<sup>46</sup> Protection of Personal Information Bill, 2009.

<http://www.info.gov.za/view/DownloadFileAction?id=105938> Accessed 29 October 2009. Memorandum on the objects of the protection of Personal Information Bill, 2009, <http://www.info.gov.za/view/DownloadFileAction?id=105938> Accessed 29 October 2009.

**e) Promotion of Administrative Justice Act (Act No 3 of 2000)**

The purpose of the Act is to ensure that administrative action is lawful, reasonable and fair and properly documented.<sup>47</sup> The Act places an obligation on public servants to create records that are authentic and reliable to serve as evidence of decisions and actions. Governmental bodies that fail to create proper records of which the integrity has been maintained over time might not be able to prove that its actions and decisions were fair and lawful.<sup>48</sup> Flowing from this, unauthorised destruction of records (including email) could be considered a deliberate action to conceal the reasons for administrative actions. Any destruction of public records should be done in accordance with a written disposal authority issued by the NARS or its provincial equivalents.

**f) Protection of Information Bill (Bill No 28 of 2008)**

The purpose of this Bill is to design a coherent approach to the protection, classification and declassification of government information. Especially important from a records management perspective is Chapter 2 of the Bill, which defines information as any facts, particulars or details of any kind including but not limited to information recorded in any medium and in any form or format as well as conversations, opinions, intellectual knowledge, voice communications and the like not contained in material or physical form or format. The intention of the Bill is to work in conjunction with archival legislation to manage and preserve records and protect national security. The Bill outlines the obligation of heads of organs of state to establish departmental policies, directives and categories for classifying, downgrading and declassifying information and protecting against loss and destruction of information created, acquired or received by that organ of state.

This Bill defines a much wider area of responsibility for proper information management than the NARS Act and its provincial equivalents or even the Public Service Act.

**g) Public Finance Management Act (PFMA) (Act No 1 of 1999)**

The objectives of the Act are to regulate financial management in the public sector and to prevent corruption by ensuring that all governmental bodies manage their financial and other resources properly. Various sections of the PFMA imply that sound records management practices should be in place. For example, Section 36(2) provides for the head of a public sector department to be the accounting officer for that department and one of the responsibilities of this officer is to keep full and proper records of the department's financial affairs in accordance with generally recog-

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<sup>47</sup> Promotion of Administrative Justice Act, 2000, <http://www.info.gov.za/view/DownloadFileAction?id=68196> Accessed 27 October 2009.

<sup>48</sup> Ngoepe M. Accountability, transparency and good governance: the National Archives and Records Service of South Africa's role in helping government to better service delivery to the South Africans, Paper delivered and the LIASA conference 2004  
[http://www.liasa.org.za/conferences/conference2004/papers/LIASA\\_Conference\\_2004\\_Ngoepe.pdf](http://www.liasa.org.za/conferences/conference2004/papers/LIASA_Conference_2004_Ngoepe.pdf) Accessed 29 October 2009.

nised accounting practices. Section 40(1) states that the accounting officers of governmental bodies are also required to keep full and proper records of the financial affairs in accordance with prescribed norms and standards. Without sound records management, and without complete records, senior managers will not be able to present reliable and accurate financial statements to the Auditor-General.

#### **h) National Treasury Regulations, 2005, as amended**

Financial records management requirements set out in the National Treasury Regulations are that proper record-keeping systems should be in place to manage revenue efficiently and effectively by developing and implementing appropriate processes that provide for the identification, collection, recording, reconciliation and safeguarding of information about revenue. The regulations contain provisions regarding the form/medium in which financial records should be retained and regulates the retention periods of different types of financial records of the public service and public entities.<sup>49</sup>

#### **i) Municipal Finance Management Act, 2003 (Act No 56 of 2003)**

Similar to the PFMA, the Municipal Finance Management Act seeks to regulate the financial management practices of municipalities with a view to preventing corruption and ensuring that municipal revenue is used to ensure proper service delivery to the country's citizens. The Act assigns specific responsibility regarding financial record keeping to the municipal manager with a view to developing and maintaining: effective, efficient and transparent systems of financial and risk management and internal control; budget and expenditure control; the control of assets and liabilities; and reporting systems. The municipal manager must ensure that full and proper records of the financial affairs of the municipality are kept in accordance with any prescribed norms and standards and must ensure reasonable protection of the assets and records of the entity.

A municipality cannot give effect to these provisions if it does not have sound records management practices in place.

#### **j) Municipal Systems Act (Act No 20 of 2000)**

The purpose of this Act is to establish certain basic requirements for public accountability and participation that are essential to the long-term sustainability of the municipality. Of specific interest from a records- and archives-management perspective is Section 117 that determines that all records and documents of a municipality are in the custody of the municipal manager, except where otherwise provided. This can be interpreted as assigning responsibility for the management, care

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<sup>49</sup> National Treasury, Treasury Regulations for Departments, Trading Entities, Constitutional Institutions and Public Entities, March 2005 [http://www.treasury.gov.za/legislation/pfma/regulations/gazette\\_27388.pdf](http://www.treasury.gov.za/legislation/pfma/regulations/gazette_27388.pdf) Accessed 2 November 2009.

and preservation of records to the municipal manager until such time that they are to be transferred into archival custody in terms of archival legislation. The implication of this provision is that the municipal manager must appoint appropriately trained staff to take care of the records.

Besides the legislation mentioned under a) to j) above, the following legislation places a specific obligation on the private sector to keep and manage records. Without specific attention to sound record keeping and records management practices, the private sector cannot comply with this legislation.

**k) Companies Act, 2008 (Act No 71 of 2008)**

Although this Act is not specifically designed to regulate records-keeping practices in private bodies, it contains specific provisions obliging private companies to keep specific types of records in an accessible form for a specific period of time. The records that companies are obliged to keep in this manner are known as “statutory records”. The Act also regulates access to company records in conjunction with the Promotion of Access to Information Act, 2000. The Act furthermore entitles the Minister of Trade and Industry to make regulations respecting the exercise of the rights to access to company information. It furthermore stipulates that it is an offence for a company to fail to accommodate any reasonable request for access to any record that a person has a right to inspect or copy in terms of this section. Neither can a company impede, interfere with, or attempt to frustrate the reasonable exercise by any person of the right to access information.<sup>50</sup>

Companies that do not implement sound record keeping and records management practices will find it virtually impossible to comply with these requirements.

**l) Financial Intelligence Centre Act, 2001 (Act No 38 of 2001)**

The purpose of this Act is to combat money laundering in South Africa. It places a duty on financial service providers to keep records of business relationships and transactions. The Act further stipulates that the records may be kept in electronic form. The Act prescribes the period for which records must be kept and also regulates access of information in conjunction with the Promotion of Access to Information Act. Penalties for the failure to keep the prescribed records, for destroying or tampering with records and for the misuse of information obtained from the Financial Intelligence Centre apply.

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<sup>50</sup> Companies Act, 2008, <http://www.info.gov.za/view/DownloadFileAction?id=98894> Accessed 3 November 2009.

### **m) Financial Advisory and Intermediary Services Act, 2002 (Act No 37 of 2002)**

The purpose of this Act is to regulate the rendering of certain financial advisory and intermediary services to clients by keeping proper records of the advice that was given to clients and of the money and assets held on behalf of clients. In this way clients are able to remedy grievances that they may have regarding the advice that they were given. The Act furthermore prescribes the retention periods of certain categories of records that are held by financial service providers.

The Act furthermore establishes an Ombudsman for financial services and provides for the Ombudsman to keep proper files and records in respect of complaints as well as a record of any determination proceedings.

## **3.3 LEGISLATION THAT ESTABLISHES ORGANISATIONAL STRUCTURES**

### **3.3.1 Library and Information Services**

According to Schedule 5 of the Constitution, public libraries, other than national libraries, are a functional area of exclusive competence of the nine provinces. In addition, the Constitution states that national government is required to establish national legislation, where it is necessary, to give effect to the provisions in the Constitution.<sup>51</sup>

The following legislation determines the framework for library services in South Africa:

#### **a) South African Library for the Blind, 1998 (Act No 91 of 1998)**

The purpose of this Act is to establish the South African Library for the Blind with the sole purpose of delivering library and information services to blind and print-handicapped readers.

In terms of section 4 of the Act, the functions of the Library for the Blind are to:

- Build up a balanced and appropriate collection of South African and other documents for the use of blind and print-handicapped readers;
- Record its collections appropriately;
- Provide a bibliographic service to blind and print-handicapped readers;
- Provide access to documents nationally and internationally to such readers;
- Provide LIS on a national basis to these readers;
- Co-ordinate and preserve the national audio and braille literary heritage;

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<sup>51</sup> Constitution, 1996, <http://www.info.gov.za/documents/constitution/1996/index.htm> Accessed 26 October 2009.

- Produce documents in special mediums such as braille and audio in the formats required by blind and print-handicapped readers;
- Develop standards for the production of these documents;
- Research production methods and technology in the appropriate fields; and
- Acquire, manufacture and disseminate the necessary technology required to read, replay or reproduce the media.<sup>52</sup>

**b) National Library of South Africa Act, 1998 (Act No 92 of 1998)**

The purpose of this Act is to establish the National Library of South Africa with a view to contributing to socio-economic, cultural, educational, scientific and innovative development by collecting, preserving, making available, and promoting awareness of the South African national documentary heritage. This heritage is the total of published documents emanating from South Africa or relating to South Africa.

In terms of Section 4 of the Act, the functions of the National Library are to:

- Build up a complete collection of published documents emanating from or relating to South Africa;
- Maintain and extend any other collections of published and unpublished documents with the emphasis on documents emanating from and relating to South Africa;
- Promote the optimal management of collections of published documents held in South African libraries as a national resource; and
- Supplement the national resource with selected documents and keep records of these;
- Render a national bibliographic service and act as the national bibliographic agency;
- Promote optimal access to published documents, nationally and internationally;
- Provide reference and information services, nationally and internationally;
- Act as the national preservation library and provide conservation services on a national basis;
- Promote awareness and appreciation of the national published documentary heritage; and
- Promote information awareness and information literacy.

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<sup>52</sup> SA Library for the Blind Act, 1998, <http://www.info.gov.za/view/DownloadFileAction?id=70750> Accessed 26 October 2009. Government Communication and Information System, South Africa Yearbook 2008/09.

- In addition, the National Library must:
  - Provide appropriate information products and services;
  - Provide leadership, guidance and advice to South African libraries and information services;
  - Undertake planning and co-ordination in co-operation with other library and information services;
  - Present, in consultation and co-operation with appropriate educational institutions and professional bodies, courses of training and education;
  - Undertake research and development; and
  - Liaise with libraries and other institutions in and outside South Africa.

The National Library is a legal deposit library in terms of the Legal Deposit Act, 1997 (Act 54 of 1997) (Section 3.2.1.) This means that it receives two copies of each book, periodical, newspaper, map, manuscript material or other publication that is published in South Africa in any medium – print or electronic. The National Library may also acquire supplementary cultural heritage by purchasing South African documentary information published outside South African borders.<sup>53</sup>

#### **c) National Council for Library and Information Services Act, 2001 (Act No 6 of 2001)**

This Act establishes a broadly representative National Council for LIS. In terms of Section 4 of the Act, the functions of the council are to inform and advise the Minister of Arts and Culture and the Minister of Education on:

- The development and co-ordination of LIS;
- The promotion of co-operation among LIS bodies;
- Legislation affecting LIS;
- Policies, principles, and criteria that should govern the allocation of public funds for LIS;
- Existing adequacies and deficiencies of LIS in terms of, for example, African languages and services;
- The effectiveness of library and information science education and training;
- Service priorities (after consultation with any organ of state responsible for library and information services and other interested parties);

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<sup>53</sup> Department of Arts and Culture and the National Council for Library and Information Services. The Library and Information Services Transformation (LIS) Charter, January 2009, 5th Draft [http://www.liasa.org.za/partnership/cicd/winter\\_seminar\\_2009/LIS\\_Transformation\\_Charter.pdf](http://www.liasa.org.za/partnership/cicd/winter_seminar_2009/LIS_Transformation_Charter.pdf) Accessed 26 October 2009. Government Communication and Information System, [South Africa Yearbook 2008/09](#).

- The promotion of basic and functional literacy, information literacy, and a culture of reading;
- Ways in which new information and communication technologies should be harnessed to achieve improved integration, equity, cost effectiveness and quality in LIS; and
- Any other matter relating to LIS that the National Council for LIS deems necessary or which the Minister of Arts and Culture or the Minister of Education may refer to the Council.

Furthermore, the Council must co-ordinate the response of the LIS sector to LIS matters; liaise and develop synergy with other bodies and councils with regard to these matters; play an advocacy role in LIS matters; and investigate incentives for donations to libraries.<sup>54</sup>

As indicated earlier in this report, in terms of Schedule 5 of the South African Constitution libraries other than national libraries constitute an area of exclusive provincial competence. The provincial legislation that shapes the organisational provision of LIS include:

- Free State Library and Information Services Act, 1999 (Act No 5 of 1999);
- Eastern Cape Libraries and Information Service Act, (Act No 6 of 2003); and
- Northern Province [now Limpopo] Library and Information Services Act, (Act No. 7 of 2001).<sup>55</sup>

These Acts aim to provide for the establishment, administration and control of LIS in these specific provinces.

However, because library services have to be provided in municipal areas, library services are rendered in partnership with municipalities. This implies that municipalities and provinces are partners in providing library services at the local level in that the provincial departments are responsible for providing the infrastructure and professional support whilst the municipalities are responsible for the administration of public libraries and service delivery. The co-operation between the provincial departments and the municipalities is managed in terms of the Municipal Structures Act (Act No 117 of 1998).<sup>56</sup>

All municipalities have the right to publish municipal by-laws relating to the libraries under their control. Municipal by-laws normally cover the following matters: who qualifies for library membership; use of the library; tariffs, loan and return of library material; overdue, lost and damaged li-

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<sup>54</sup> National Council for Library and Information Services Act, 2001, <http://www.info.gov.za/view/DownloadFileAction?id=68162> Accessed 26 October 2009.

<sup>55</sup> The other provinces don't have such acts.

<sup>56</sup> Municipal Structures Act, 1998, <http://www.info.gov.za/view/DownloadFileAction?id=70652>, Accessed 2 November 2009.

brary material; reservation of library material; proper handling of library material; library hours and the use of library facilities; and offences and penalties.

### **3.3.2 Archival and Records Management Services**

The legislation set out under a) to c) below establishes an infrastructure for records management regulatory and archival services in the public service:

#### **a) National Archives and Records Service of South Africa Act (Act No 43 of 1996 as amended)**

The objective of the National Archives and Records Service (NARS) Act is to establish the NARS with a view to preserving the national archival heritage and making it available for use by the public service and citizens. In addition, the Act enables the early identification of public records that are part of the archival heritage and governs the way in which records are created, managed and cared for in all governmental bodies.

The Act enables the Minister of Arts and Culture to establish archives repositories under the control of the National Archivist for the custody of records. Public records identified in a disposal authority as having enduring value are transferred to an archives repository when they have been in existence for 20 years. However, if another Act of Parliament requires certain categories of records to be kept in the custody of a particular governmental body or person, such records may not be transferred into archival custody. Taking records into custody places a responsibility on the NARS to take any measures necessary to preserve and restore records. This in turn implies that archivists in the service of the NARS must be properly trained in all aspects of archival science.

The Act also establishes a records management regulatory function at the NARS. The purpose of this function is twofold – to ensure that good records management practice supports good administration and good government and ensure that archival records are identified early in the life cycle of records so that their preservation can be managed throughout the cycle. It provides for the National Archivist to: determine which record-keeping systems should be used by governmental bodies; authorise the disposal of public records or their transfer into archival custody; and determine the conditions according to which records may be microfilmed or electronically reproduced. The Act also provides for the appointment of a records manager who should take responsibility for the records management practices in a governmental body.

#### **b) Provincial Archival Legislation**

Schedule 5 of the Constitution assigns archives other than national to the provinces as an exclusive provinces competence. This entitles provinces to enact provincial archival legislation. According to Section 17(4) of the NARS Act, the Act applies in provinces until such time that a provincial legislator promulgates provincial archival legislation. Archival legislation exists for the following provinces:

- Mpumalanga: Mpumalanga Archives Act (Act No 14 of 1998);
- Free State: Free State Provincial Archives Act (Act No 4 of 1999);
- KwaZulu-Natal: KwaZulu-Natal Archives Act (Act No 5 of 2000);
- Limpopo: Northern Province Archives Act (Act No 5 of 2001);
- Eastern Cape: Eastern Cape Provincial Archives and Records Service Act (Act No 7 of 2003); and
- Western Cape: Provincial Archives and Records Service of the Western Cape Act (Act No 3 of 2005).

Given that the standards for records and archives management are determined by the NARS, provisions set out in provincial archival legislation are similar to those of the NARS Act.

### **c) Legislation assigning custody of records to specific functionaries**

Besides Section 117 of the Municipal Systems Act (Section 3.2.3 j) of this report) that assigns custody of records to municipal managers except if otherwise provided, a number of other laws also assign assigns long-term responsibility for the custody, management, care and preservation of the records to specific functionaries. Assigning custody implies that the guardianship of the records – i.e. both physical possession (protective responsibility) and legal title (legal responsibility)<sup>57</sup> – is assigned to other functionaries besides the NARS. These offices generate records that protect enduring civil, legal, property and other rights and are of such importance that their integrity must be guaranteed and their truth and validity cannot be questioned. Section 11(2)(a) of the NARS Act determines that if another Act of parliament assigns the custody of records to a specific functionary, those records may not be transferred into archival custody.<sup>58</sup> The implication of these provisions is that these officials have to appoint appropriately trained staff to manage the long-term preservation of these records.

## **3.4 BLACK ECONOMIC EMPOWERMENT AND TRANSFORMATION**

The need to correct racial and gender imbalances in the mainstream economic activities of South Africa and to increase the participation of all population groups is widely accepted. Measures to attain these objectives have been entrenched in legislation such as the Employment Equity Act (EEA),<sup>59</sup> the Preferential Procurement Framework Act<sup>60</sup> and the more recent Broad-Based Black

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<sup>57</sup> University of Calgary, University Archives Glossary, <http://archives.ucalgary.ca/glossary> Accessed 24 November 2009.

<sup>58</sup> National Archives and Records Service, Offices of Record, January 2009, p.5.

<sup>59</sup> Employment Equity Act, No. 55 of 1998.

<sup>60</sup> Preferential Procurement Framework Act, No. 5 of 2000.

Economic Empowerment (BBBEE) Act,<sup>61</sup> These pieces of legislation were followed by the Department of Trade and Industry's publication in 2006 of the Codes of Good Practice, which apply to all businesses. The Codes provide a standard framework for the measurement of broad-based BEE across all sectors of the economy.<sup>62</sup> These developments, as well as the economic imperatives to draw more black people into skilled occupations, will affect all sectors of the economy over the next few years.

BEE legislation and the general need for transformation have led to the development of several sector charters that will steer business activities and human resources practices in the foreseeable future. In the IMS one such charter was developed, namely the LIS Transformation Charter, which deals with a wide spectrum of service-delivery issues and refers, among other things, to staffing problems and to education and training for the sector.

### **3.5 SKILLS DEVELOPMENT**

The higher education sector in South Africa underwent a dramatic restructuring in the period 2000 to 2006. The 36 public higher education institutions were merged into 23. The original distinction between universities and universities of technology became blurred as some of the mergers included both. Also, a new type of institution, sometimes referred to as "comprehensive universities" emerged. Institutions affected by the mergers had to re-design their educational offerings and this inevitably led to a reduction in the number of qualifications offered. The restructuring of higher education and a drop in student numbers resulted in a reduction in the number of institutions offering programmes in library and information sciences – from 18 in 2000 to 12 in 2006.<sup>63</sup>

In June 2007 the ministers of education and labour introduced the Quality Council for Trades and Occupations (QCTO) in the Joint Policy Statement on the Review of the National Qualifications Framework. The QCTO was subsequently legally established through the Skills Development Amendment Act in 2008. The main function of the QCTO is to manage and coordinate the qualifications in a newly established Occupational Qualifications Framework (OQF) (which is a sub-component of the National Qualifications Framework (NQF)) in terms of their development, provision, assessment and impact. According to the Act, an occupational qualification is a qualification associated with a trade, occupation or profession that relies on work-based learning.

The way in which the sub-frameworks of the NQF fit together is illustrated in Figure 3-1 below. It is important to note that the OQF spans all NQF levels, that the occupational qualifications follow on the qualifications included in the General and Further Education and Training Framework

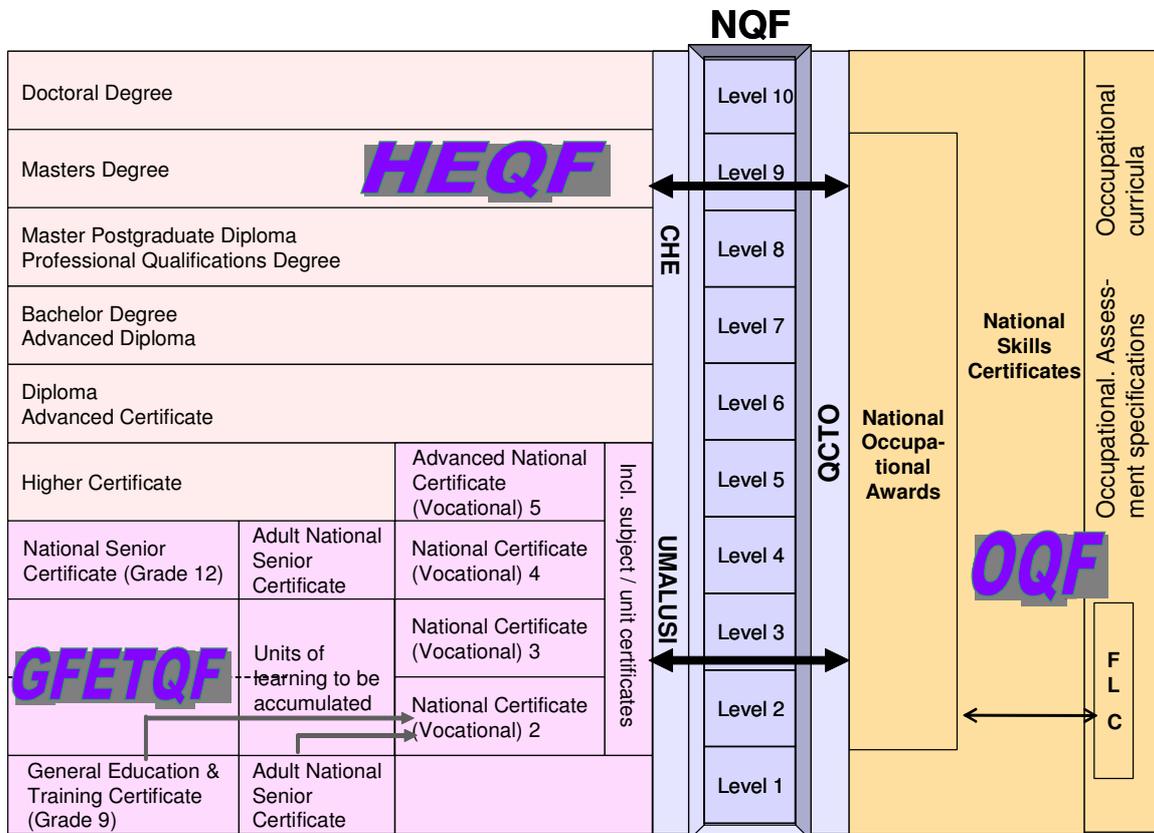
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<sup>61</sup> Broad-Based Black Economic Empowerment Act, No. 53 of 2003.

<sup>62</sup> Department of Trade and Industry, Broad-Based Black Economic Empowerment Act – Interpretative Guide to the Codes of Good Practice, Pretoria, 2007.

<sup>63</sup> Department of Arts and Culture, LIS Transformation Charter, 5<sup>th</sup> Draft, January 2009.

(GFETQF) and the Higher Education Qualifications Framework (HEQF), and that the occupational qualifications are named differently from those in the GFETQF and the HEQF. In the Draft QCTO regulations they are referred to as “National Occupational Awards and National Skills Certificates”.



**Figure 3-1**  
**The NQF and its sub-frameworks**

Source: Department of Higher Education and Training

Another important aspect of the new legislation is that qualifications that will be registered on the OQF will be directly linked to the occupations that are contained in the Organising Framework for Occupations (OFO). The OFO is a skills-based classification system of occupations that was introduced in South Africa in 2005 and whose general purpose is to align all skills-development activities in South Africa. It is an integrated framework with multiple applications such as storing, organising, and reporting occupational-related information. The extent to which occupations that are key to the IMS is represented on the OFO is discussed in more detail in Chapter 4.

### 3.6 CONCLUSIONS

A broad legislative framework regulates the establishment of the Information Management Services infrastructure in South Africa, especially with reference to the public service. A citizen’s basic right of access to information, balanced with the right to privacy, underpins the provision of these services. The legislation covers the collection, classification, storage, management and preservation of the full spectrum of the documentary information resources that provide evidence of the intellectual and cultural achievements of society.

Despite the fact that sound records-keeping and records management practices are required in numerous laws at national and provincial level, the records management function, which is infused in the work of all organisations, is not organised, equipped and resourced. For this reason records management is not truly recognised as a profession in the public or private sector.

LIS and archival services, even though less regulated than the records management environment, are better organised. However, since the legislation does not prescribe specific standardised service-delivery models for the IMS, the precise manner in which library and archives services are organisationally structured differs between national and provincial governments and between the different provinces.

## 4 KEY OCCUPATIONS IN THE INFORMATION MANAGEMENT SECTOR

### 4.1 INTRODUCTION

In order to evaluate the education and training provision to the IMS, it is necessary to understand the occupational structure of the sector, the entry requirements into the key occupations, and the tasks or functions generally performed by individuals employed in those occupations. In this chapter the focus is on the three professional occupations (archivists, librarians and records managers) that are key to the sector. The discussion includes the main professional tasks associated with each of the occupations and the extent to which these tasks are performed in the workplace.

### 4.2 THE KEY PROFESSIONAL OCCUPATIONS

The tasks that are typically performed by each of the three key professional occupations are listed and discussed in this section. The task profiles were compiled by the research team on the basis of desktop research and inputs from specialist members of the team. The task profiles were also tested in the employer survey by asking the employers whether the tasks were relevant to their work environments. Employers were also given the opportunity to add tasks that were not listed.

It must be noted that a task profile outlines in broad terms the central elements of an occupation. It does not mean that all the people who work in that occupation perform all the tasks. However, collectively the people in that occupation perform all the tasks. In addition to the tasks, certain essential cross-cutting skills were also identified for each occupation. These skills are needed across different tasks.

In addition we also add information on the qualifications that employers require in these occupations. This information was obtained through an analysis of posts advertised on the Internet.

#### 4.2.1 Archivists

##### a) Task profile

According to the OFO an archivist “analyses and documents records, and plans and organises systems and procedures for the safekeeping of records and historically valuable documents”. Alternative titles that are sometimes used in the labour market include: “archives analyst”, “archives manager”, “archives officer”, “archives technician”, “books technician”, “document restorer”, “film archivist”, “legal archivist”, “manuscripts archivist”, “parliamentary archivist”, “preservation manager”, “preservation technician”.<sup>64</sup> Some of these titles denote a specific specialisation or environment in which the archivist works.

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<sup>64</sup> OFO, [http://www.nopf.co.za/view\\_occupation.php?of\\_num=224201&search\\_str=](http://www.nopf.co.za/view_occupation.php?of_num=224201&search_str=) Accessed 9 December 2009.

The task profile of archivists is presented in Table 4-1. A more detailed breakdown of tasks can be seen in Annexure A. In the first column of the table the tasks that archivists typically perform regarding records in all formats and media are listed. The second column shows the percentage of archivists that participated in the employer survey who indicated that each task is performed in their work environment. For example, 82% of the respondents indicated that they appraise, select and authorise the disposal of collections.

**Table 4-1  
Task profile of archivists**

Task	%*
a) Quality controlling classification systems	86
b) Appraising, selecting and authorising disposal of collections	82
c) Establishing priorities for collecting oral histories and identifying subjects for oral history interviews	72
d) Receiving and indexing archival collections	90
e) Controlling pests and viruses	68
f) Researching and describing the context of the archival collection	89
g) Sorting, labelling and placing in protective packaging of individual objects in the collection	89
h) Managing and maintaining storage vaults	65
i) Implementing a preservation, conservation, restoration, conversion and migration programme	70
j) Researching, analysing and developing selection criteria for conservation, reformatting/digitisation and restoration processing	65
k) Providing a still photography service	45
l) Providing a system for the dissemination of information about archival collections	89
m) Editing of oral history transcriptions and publications and managing the content of electronic publications regarding the content of the archival collection	30
n) Providing reading room and research services	89
o) Promoting and exhibiting archival holdings and collections	68
p) Managing and administering an archival service – all functions relating to overseeing the management of the resources of the archival service.	84

\* Percentage of respondents who indicated that the task is performed in their work environment.

Respondents were also given an opportunity to list other tasks not included in the original task list. Most of the tasks mentioned are already incorporated in the task list, but in-house reformatting and web design and preservation are additional tasks that possibly warrant inclusion.

The cross-cutting skills that archivists should possess include:

- Service orientation
- Problem solving and critical thinking skills
- Communication skills
- Change management skills

- Language proficiency – speaking, writing and reading of the English language
- Computer skills
- Administrative skills
- People management skills
- Paleography<sup>65</sup>.

According to the respondents the following other skills are also important:

- Language ability in languages other than English
- Financial management skills
- Entrepreneurship.

## **b) Educational requirements**

Archival services has a long tradition in South Africa and is officially acknowledged as a profession in its own right. Public service archival institutions are the main employers of archivists in South Africa. Other archival institutions measure their archival services and employment practices against those of the public service.

The Public Service Code of Remuneration (CORE), 1999<sup>66</sup> specifies the occupational groupings in the national and provincial public service. The archivist profession is covered in the CORE as “category 9 Communication and Information Related Personnel” and the entry level for archivists in the public service is Level 6. An analysis of vacancy advertisements published on the Internet for archivists in the public sector for the past two years as well as of those published by the NARS<sup>67</sup> indicates that most entry-level positions for archivists, depending on the area of specialisation, require the following qualifications:

- BA degree or equivalent with history, public administration, museums studies, library studies, archival studies, anthropology<sup>68</sup>, and political science or heritage studies as majors;

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<sup>65</sup> Paleography is the art of analysing and reading handwriting in historical texts to allow a modern archivist or researcher to read what someone at an earlier time has written. It sometimes also includes understanding the language historical texts were written in.

<sup>66</sup> Department of Public Service and Administration, Occupational Classification System <http://www.dpsa.gov.za/core.asp> Accessed 4 May 2009.

<sup>67</sup> Advertisements kindly provided by Clive Kirkwood of the National Archives and Records Service in email correspondence between Clive Kirkwood and Louisa Venter dated 27 May 2009.

<sup>68</sup> Anthropology is a social science field where people document human behaviour over time. This work can be done by studying current cultures and people and their activities or studying the remains of past civilizations. There are at least five fields of anthropological research. They are physical (biological) anthropology (the studies of primates and modern man), archaeological anthropology (investigating both prehistoric and historical excavation sites), cultural anthropology (investigating the socio-cultural and socioeconomic systems of a cultural group), linguistic anthropology (investigating languages of cultural groups, their diffusions, and the sharing between dialects of words, phrases), and applied anthro-

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- A three-year information management degree with a specialisation in archives and records management
  - A three-year degree/national diploma in film or motion/video production work;
  - A three-year degree/national diploma in information science, library studies, archival studies or heritage studies, with history as a major subject;
  - A three-year degree/national diploma with majors in social or cultural history;
  - A three-year degree in communication or marketing;
  - A three-year music diploma;
  - A degree in environmental science<sup>69</sup>
  - A BAdmin degree;
  - A national diploma in book and paper conservation or equivalent;
  - An IT qualification; or
  - A postgraduate qualification such as a diploma in archival/records management studies or archival science.

The conclusion made from these requirements is that, although the field of archival science is relatively well defined, the qualifications requirements are not. Currently the qualification requirements consist of a choice of available qualifications – and not necessarily the most relevant.

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pology (investigating various cultural beliefs and viewpoints and also the interconnectivity of people within a given organisation, with a view to determining how they can be applied to improving services and products).

See Diefenderfer A. What is Anthropology, Defining of a Social Science discipline.

[http://anthropology.suite101.com/article.cfm/what\\_is\\_anthropology](http://anthropology.suite101.com/article.cfm/what_is_anthropology) Accessed 24 November 2009.

<sup>69</sup> Environmental science is an interdisciplinary field that involves both the physical sciences (physics, chemistry, biology, geology, geography, resource technology and engineering) and the social sciences (resource management and conservation, demography, economics, politics and ethics). It encompasses the surrounding conditions that affect man and other organisms. Natural and human resources are interdependent and the use or misuse of one affects the other.

### c) Professional organisations

The South African Society of Archivists (SASA)<sup>70</sup> is a professional association that has been in existence since 1960 and its primary aim is the development of archival science and the promotion of the archival profession in South Africa. SASA's membership is open to anyone who has an interest in archives and records management. The National Committee of SASA ceased to function during 2005. At an Archives Conference hosted by the Department of Information Science of Unisa in Pretoria in 2008, a resolution was adopted supporting an intervention to resuscitate SASA. The conference elected a Steering Committee to drive the resuscitation process<sup>71</sup>.

The Corporate Archives Forum (CAF) is an informal social networking forum for archivists with an approximate membership of 30. There is no formal constitution or structure and the chairperson is nominated by the members. The forum is situated in Gauteng but anybody with an interest in archival matters may attend the meetings.

#### 4.2.2 Librarians

Librarians develop, organise and manage library services such as collections of information, recreational resources and reader information services. The specialist and alternative titles that are found in the labour market include: "acquisitions librarian"/"advisor", "audio-visual librarian", "bibliographer", "bibliographic services manager", "cataloguer", "children's librarian", "collection development manager", "coordinator" heritage collections management", "corporate librarian", "information scientist"/"officer", "legal librarian", "library manager/advisor", "multicultural services librarian", "parliamentary librarian", "reference librarian/advisor", "special librarian", "special needs librarian".<sup>72</sup> Assistant librarians also belong to this occupation (as opposed to library assistant, which is regarded as a different occupation).

#### a) Task profile

The task profile of librarians is shown in Table 4-2. The tasks are listed in the first column and the second column indicates the percentage of library respondents who said that the task was performed in their work environments.

<sup>70</sup> [http://www.national.archives.gov.za/sasa\\_membership.htm](http://www.national.archives.gov.za/sasa_membership.htm) Accessed 2 March 2010.

<sup>71</sup> The national committee of SASA had indicated that they were not in a position to provide the research team with more information.

<sup>72</sup> OFO [http://www.nopf.co.za/view\\_occupation.php?of\\_num=224601&search\\_str=](http://www.nopf.co.za/view_occupation.php?of_num=224601&search_str=) Accessed 9 December 2009.

**Table 4-2**  
**Task profile of librarians**

Tasks	%*
a) Conducting reference interview and analysing user needs	91
b) Identifying and establishing information sources	94
c) Researching, evaluating, selecting and repacking information	82
d) Continuous provision of information to clients, follow up and seeking feedback, adapting strategies	76
e) Selection, acquisition, weeding and managing serials	93
f) Cataloguing and classification	83
g) Indexing and abstracting	55
h) Database design and development	33
i) Website development and design	34
j) Strategic planning	86
k) Financial management	79
l) Human resources management	82
m) Administrative management	86
n) Project management	81
o) Managing inter-library loan systems and information networks	80
p) Information literacy training – teaching users how to access and use information sources	88
q) Marketing of the library and information services to clients	88
r) Determining community needs	64
s) Providing community services	64
t) Organising community outreach activities	61
u) Establishing partnerships	62
v) Advocating the library and information services	64

\* Percentage of respondents who indicated that the task is performed in their work environment.

Other tasks identified by respondents include:

- Designing programmes for special user groups – for example, literacy programmes for adults and programmes for children and for people with special needs;
- Storytelling and the development of toy collections; and
- Training and development of other library staff and smaller libraries as well as mentoring of smaller libraries.

The cross-cutting skills required from librarians include:

- Computer skills
- Service orientation
- Problem solving and critical thinking skills
- Communication skills

- Language proficiency (i.e. knowledge of the structure and content of the English language, including the meaning and spelling of words).

Additional skills requirements identified by the respondents are:

- Proficiency in languages other than English
- Soft skills – people management
- Understanding other cultures, diversity and cross-cultural skills
- Research skills to determine community needs.

The library profession is covered in the CORE as “category 9 Communication and Information Related Personnel” and the entry level for librarians in the public service is Level 7. An analysis of vacancy advertisements published on the Internet over the past two years shows that employers differ in terms of the qualifications required for entry-level positions for librarians. The qualification requirements found in the advertisements are listed below:

- 3 years tertiary qualification in Library & Information Science
- Appropriate academic and professional qualifications;
- An appropriate Librarianship qualification
- Tertiary qualification in Library & Information Science
- NQF level 6 qualification in Library and Information Services.
- Relevant three year recognized qualification in Library or Information Science or an equivalent three year qualification;
- Diploma in Library Science;
- National Diploma in Library and Information Studies (3 years);
- National Diploma in Library or equivalent qualification;
- Postgraduate Diploma in Library and Information Studies;
- National Diploma/degree in Library and Information Science
- National Diploma/Bachelor’s degree or in Library and Information Science or relevant equivalent qualification;
- Diploma/degree in Information Science
- ND or B-Tech Library & Information Science
- University degree and postgraduate diploma in library science,
- University degree and postgraduate diploma in library and information science;

- A four year university degree in library science and a Masters degree in any subject;
- A B.Bibl. or equivalent;
- Bachelor's Degree in Library & Information Science or an equivalent qualification.
- Bachelor's degree and postgraduate Diploma in Library and Information Studies (LIS)
- B.Bib and Honours degree in LIS;
- Bachelor's degree in Library & Information Science or a postgraduate diploma in Library & Information Science
- Bachelor of Music degree or equivalent;
- A professional library qualification (either a university degree plus a postgraduate diploma in Library and Information Studies or a B.Bibl).
- Bachelor of Information Science (B IS.) or Bachelor of Library and Information Science (BBibl.);
- BBibl or BInf or National Diploma in Library Services
- A BBibl, BTech: LIS or PG DipLIS
- Honours degree in Library and Information Science or equivalent qualification.

A similar study of vacancy circulars for Information Officers, Information Specialists, and Knowledge Managers indicated that most of these positions require Information Technology qualifications. A few of them, however, required the following:

- A tertiary qualification in Library/Information Science
- Relevant tertiary qualification, e.g. Information Systems, Marketing Research or librarianship.
- A relevant tertiary qualification in Information Management / Information Science or any knowledge management related qualification is required
- National Diploma in Library/Information Studies (NQF level 5)
- Bachelors degree and a professional library qualification (preferred) or Matriculation plus at least 10 years and recent experience in a law library
- An undergraduate degree and a postgraduate professional library qualification; OR, a B.Bibl. or equivalent
- A Bachelor's degree or National Diploma in Library Science/Information Science/ Studies and or Knowledge Management

- Four-year degree at a University or a University of Technology in Library and Information Science plus an Honours degree in Library and Information Science or in a subject specialisation
- Honours degree in LIS, and/or an LLB
- Honours degree in business with specific subjects involving knowledge management or applied information science
- Honours Degree (with subjects in knowledge management / or applied information science)
- Honours degree in business with specific subjects involving knowledge management or applied information science

This analysis shows that the qualifications requirements set by employers are not the same and that some employers have the expectation of finding people with a three-year degree in library and information sciences. It also shows that some employers insist on a four-year degree or post graduate diploma and others allow for the appointment of people with a national diploma in librarian positions.

### **c) Professional Organisations**

A voluntary association, the Library and Information Association of South Africa (LIASA) was launched in 1997 in an effort to unify library organisations that existed in South Africa at the time. LIASA strives to unite, develop and empower all people in the library and information field by representing the interests and promoting the welfare and development of library and information workers and agencies. The Association is organised in ten branches based in nine provinces<sup>73</sup> and is regarded by many as the official voice of the sector<sup>74</sup>. LIASA has 10 interest groups that focus on various areas of special interest and members may choose to belong to a maximum of two of these groups.

In addition, there are various smaller voluntary groups/forums promoting the interests of people involved in specialised work such as the Southern African Online Users Group (SAOUG), the Organisation for South African Law Libraries (OSALL) and the Special Libraries and Information Services Group (SLIS). The roles of these bodies typically are to promote the sharing of experience, views, problems and ideas common to their work. Most of them are based in Gauteng although technology makes wider membership possible. Table 4-3 provides an overview of some of the features of the professional bodies in the LIS.

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<sup>73</sup> Two in Gauteng i.e. Northern Gauteng and Southern Gauteng.

<sup>74</sup> Interview with Rachel More, President, LIASA on 30/10/2009.

**Table 4-3  
Professional organisations in LIS<sup>75</sup>**

Body	Membership		Funding	Geographical distribution	Structure
	Requirements	Total			
LIASA	Any person or institution engaged or interested in library and information services and/or science that subscribe to	Individuals: 1 480 Institutions 100	Membership fees Sponsorships	Provincial branches	Special interest groups
OSALL	Any person working in a law library or information service or interested in the objectives of	Individuals and institutions 120	Membership fees Sponsorships Newsletter	Headquarter: Gauteng	
SLIS	Any person engaged in special library and information service work, or any person interested in the objectives of the Group institution having a library or information service, or interested in the objectives of the Group	Individuals: 52 Institutions 10	Membership fees Sponsorships	Gauteng based	
SAOUG	Membership is open to any individual or institution with an interest in online or other computerised information systems.	Individuals: 179 Corporate: 65 (3 individuals per membership)	Membership fees Sponsorships	Gauteng based, but in the process to start branches in other provinces	

### 4.2.3 Records Managers

Records managers design, implement and administer record systems and related information services, to support efficient access, movement, updating, storage, retention and disposal of files and

<sup>75</sup> Information obtained by means of telephonic or personal interviews with executive members of the bodies.

other organisational records. Alternative titles found in the labour market include: “catalogue administrator”, “freedom of information officer”, “information system consultant”<sup>76</sup>, “document manager”, “document controller”, “records administrator”, “records management specialist” or “information analyst”.

**a) Task Profile**

The tasks performed by records managers are listed in Table 4-4 together with the percentage of records management respondents who indicated that each task is performed in their organisations. (See Annexure A for a more detailed task list.) The last two tasks – planning, implementing, and maintaining a records management programme; and providing records- and information-dissemination services to users – are performed by so few records managers that they could possibly be omitted from the task profile.

**Table 4-4  
Task profile of records managers**

Task	%*
a) Identifying when and how records should be created and where and how to capture them	82
b) Creating and/or acquiring reliable records for legal and operational purposes	80
c) Integrating record-keeping practices and records management techniques into business systems and business processes.	59
d) Communicating and marketing the benefits of record-keeping practices and records management techniques to internal and external stakeholders	70
e) Monitoring and auditing compliance with legislative and business specific requirements and continuously taking corrective steps	70
f) Designing, implementing and monitoring a strategic and policy framework related to the management of records	75
g) Identifying and assigning records management roles and responsibilities to stakeholders	68
h) Designing, implementing and maintaining records-classification tools and metadata schemas that reflect the functions of a specific environment	61
i) Designing and implementing policies, procedures and storage systems to safeguard the long-term access and usability of the records.	77
j) Designing and implementing records-retention procedures according to policies and regulations	66
k) Design and implement records disposal procedures according to policies and regulations	59
l) Designing and implementing information security procedures to protect the content of the records and coordinate access to records	73
m) Collecting, opening and distributing incoming and outgoing mail	93

<sup>76</sup> OFO.

Task	%*
n) Organising records in an orderly and coherent manner	82
o) Identifying and retrieving records for users	80
p) Tracking the movement and use of the records	73
q) Planning, implementing, and maintaining a records management programme	7
r) Providing records- and information-dissemination services to users	20

\* Percentage of respondents who indicated that the task is performed in their work environment

The records management respondents did not identify any additional tasks.

The cross-cutting skills required of records managers are:

- Service orientation
- Problem solving and critical thinking
- Communication skills
- Change management skills
- Language proficiency – speaking, writing and reading of the English language
- Computer skills
- Administration skills.

When asked what additional skills are needed, several respondents emphasised the need for excellent people-management skills.

**b) Educational Requirements**

An analysis of vacancy advertisements published on the Internet for entry-level records managers in the public sector for the past two years led to the identification of the following qualification requirements for records management practitioners:

- A bachelor's degree or degree/diploma in one of the following as majors: management science, public administration, library science;
- A relevant national diploma or degree in information management; or
- A relevant national diploma or degree in records management; and even
- A three-year diploma or degree in IT.

Most of the vacancy advertisements found through the Internet search were for national and provincial departments. Very few vacancies were advertised for the local sphere of government. The municipal vacancies that were found mostly have the same qualification requirements as those listed above. The researcher did, however, find some additional requirements:

- Tertiary qualification in information and communication technologies (ICT), with a certificate in records management/library science an added advantage;
- A three-year BA degree in archival studies;
- An NARS records management course certificate;
- Qualification in information and knowledge management or records management;
- Diploma in library, information or archival studies; and
- Local government archiving training course.<sup>77</sup>

**c) Professional Organisations**

There are 12 different bodies that claim to serve the interest of the records-management profession. These are the SASA, the SA Records Management Forum (SARMAF), the CAF and the nine provincial records management forums.

The SARMAF is the professional association for all those who work in, or are concerned with, records or information management, regardless of their professional or organisational status or qualifications. However, the current membership totals only 60 i.e. 20 individuals and 20 institutions which are each represented by two people. The forum strives to unite all practitioners to

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<sup>77</sup> Except for one reference in a vacancy advertisement, the researcher could not find any other information about this course.

- participate in decision making processes;
- develop and establish accreditation/recognition of the records management profession;
- liaise and maintain relationship with relevant stakeholders;
- contribute towards the development of efficient and effective standards and procedures;
- offer support with regard to development of strategies and policies;
- share knowledge to make positive decisions and impact in their work environment;
- coordinate training and skills development programs;
- clarify the roles and responsibilities of practitioners; and
- coordinate the establishment of provincial Records Management Forums.

The Forum is based in Gauteng, but provincial representatives from the Northern Cape, Limpopo province and North West province are actively involved.

### **4.3 CONCLUSIONS**

When looking at the task descriptions of the key professional occupations in the information management sector, it is clear that the occupations have much in common with each other and there is a certain extent of overlap between the work performed in these occupations (as discussed in Chapter 2 of this report). The commonalities between the tasks and skills requirements of archivists and records managers are particularly evident and it is therefore to be expected that these two occupations will draw from the same skills pool – especially in the absence of specific records management qualifications. This issue is explored in more depth in later chapters of the report.

Each of the key professional occupations requires a set of technical skills and knowledge as well as cross-cutting “general skills” that are very similar. In the library environment the emphasis on community work and the skills needed to interact with various (often disadvantaged) community groups are quite important. As one of the respondents remarked: “librarians need social work-type skills”. The extent to which these skills are developed in the preparatory learning programmes is discussed later in this report.

The educational requirements set by employers when they advertise posts shows that none of the three occupational fields have clear and standardised educational requirements.

## 5 EMPLOYMENT IN THE INFORMATION MANAGEMENT SECTOR

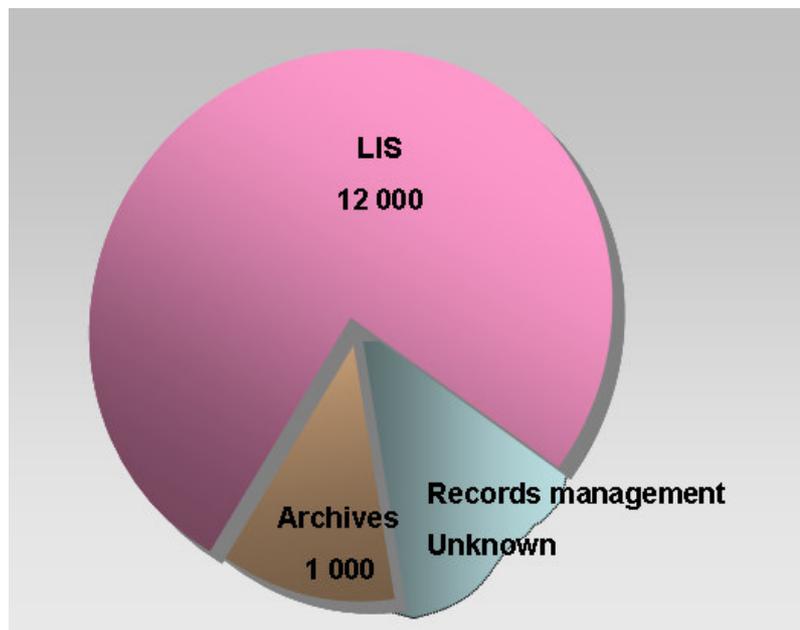
### 5.1 INTRODUCTION

This chapter describes employment in the IMS, starting with an estimate of total employment, and then progressing to the occupational distribution of employment. The chapter then looks at the profile of people currently employed in the sector (in terms of their gender, population group, age and educational qualifications) and also at vacancy rates and labour turnover.

Ideally, the employment information should have been extrapolated to the whole IMS. However, as explained in Chapter 1, the records management function is not a distinct function that can be clearly identified in terms of organisational structures or functionaries. As a consequence it was not possible to delineate a universe to which the sample information collected in this study could be extrapolated. Therefore, in this chapter we report on the weighted data from LIS and archival services and then report separately on the unweighted data obtained from the sample of records management units.

### 5.2 TOTAL EMPLOYMENT

Based on the information obtained from the employer survey, total employment in the LIS and archival services components of the IMS was estimated at approximately 13 000 (Figure 5-1). This is 0.16% of total formal employment<sup>78</sup> in South Africa. Archival services counts for approximately 7.5% of the total IMS employment. Some of the employees in the sector perform both LIS and archival functions in their organisations.



**Figure 5-1**  
**Estimate of total employment in the IMS**

As explained above, it was not possible to come to any reliable estimate of employment in records management.

<sup>78</sup> Calculated from total formal sector employment as reported in Statistics South Africa, Quarterly Employment Statistics, March 2009. Employment in agriculture was excluded from this calculation.

### **5.3 OCCUPATIONAL COMPOSITION OF THE INFORMATION MANAGEMENT SECTOR**

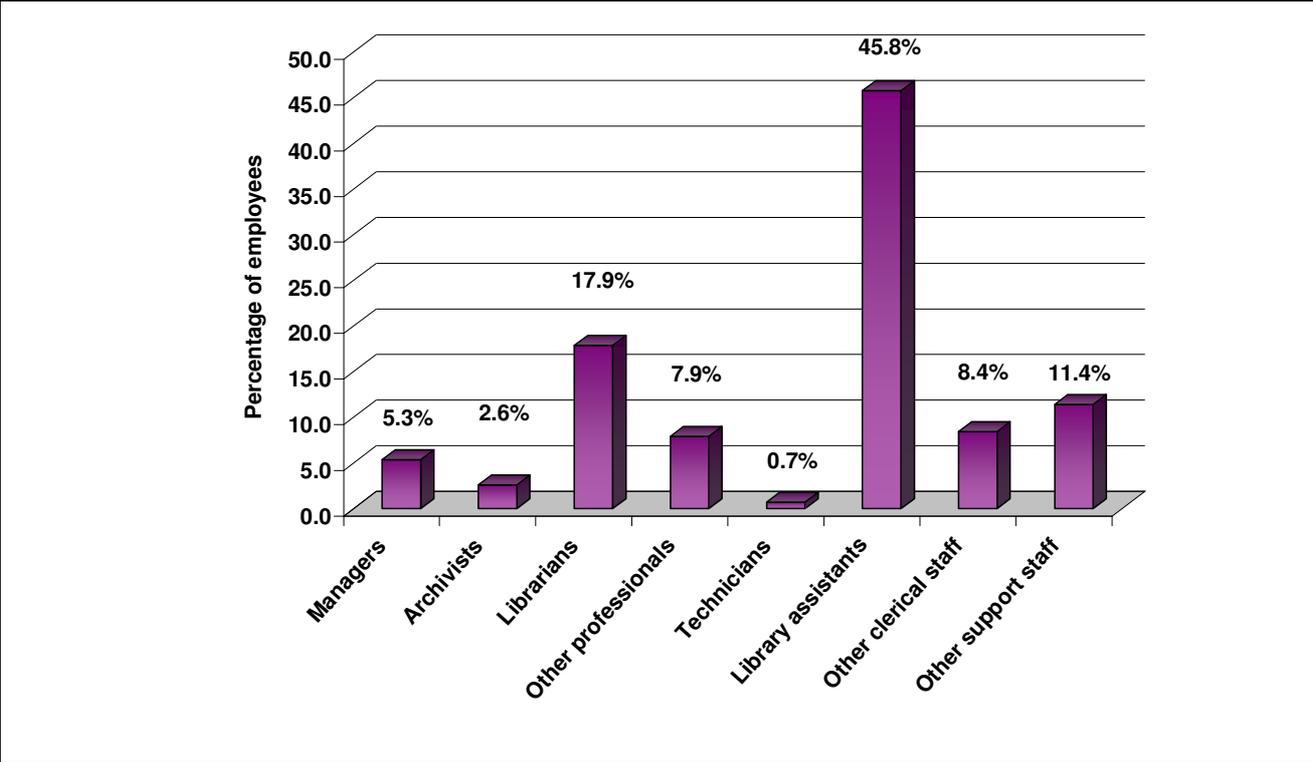
As in all other sectors of the economy, the IMS employs people in a variety of occupations. As mentioned in Chapter 3, the OFO has become the occupational classification framework at the centre of skills-development initiatives in South Africa. It is also the framework that is used for the identification and reporting of skills shortages.<sup>79</sup> For this reason the OFO was used in organising the occupational information collected in this study. However, it was not possible to report on all the detailed occupations and, therefore, a broader grouping of occupations was used. The key occupations were kept in their pure categories, while the support occupations were lumped together. The eight broad categories that were used throughout the report are “managers”, “archivists”, “librarians”, “other professionals”, “technicians”, “library assistants”, “other clerical staff” and “other support staff”.

#### **5.3.1 LIS and Archival Services**

The broad occupational distribution across the LIS and archival components can be seen in Figure 5-2. A total of 5.3% of employees occupied management positions. Archivists and librarians constituted respectively 2.6% and 17.9% of all employees and library assistants 45.8%. Other professionals constituted 7.9% of total employment. This includes IT professionals and specialists employed at specialist libraries. University staff were included in the employment information of the sector but were grouped under “other professionals”. Their staff profile is discussed in detail in Chapter 8.

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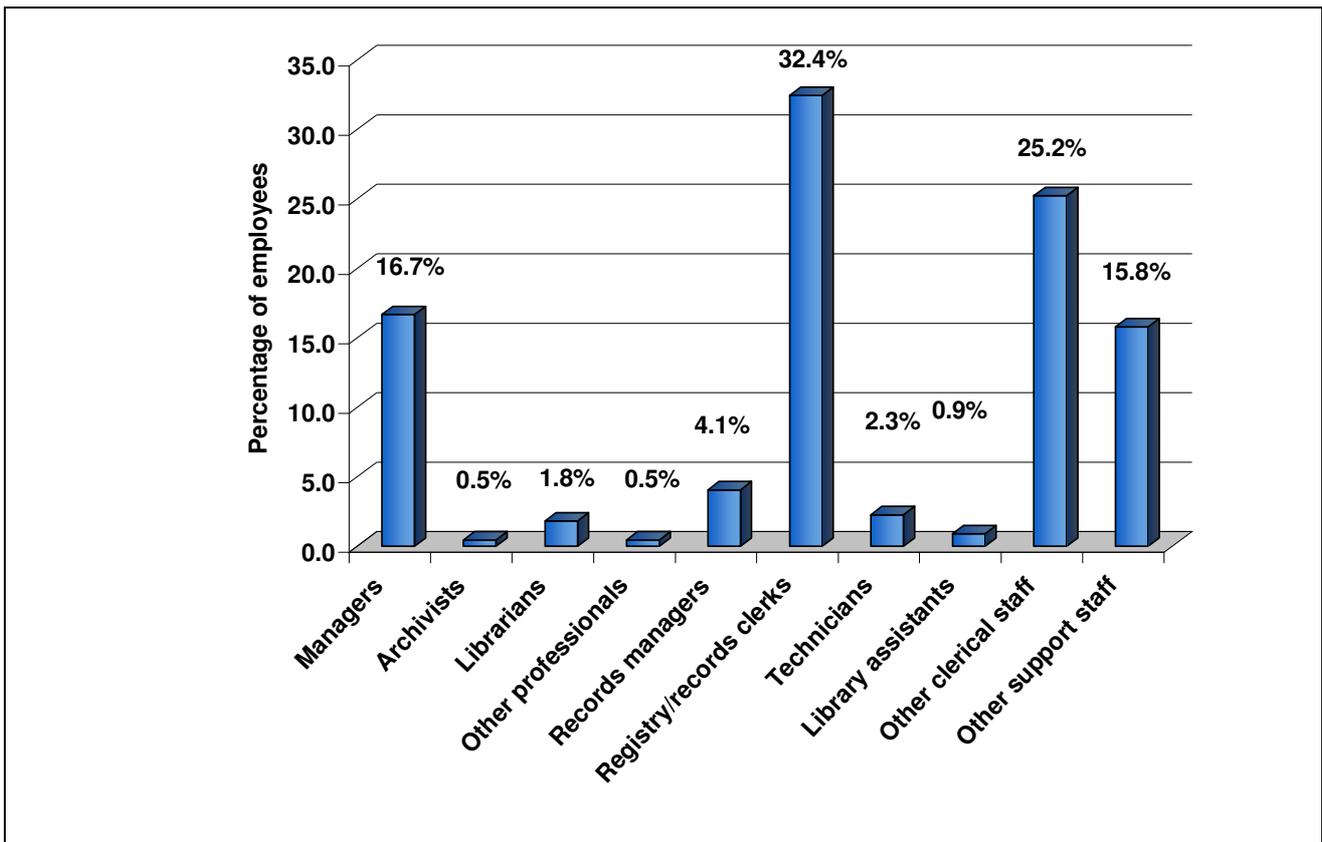
<sup>79</sup> The OFO is used by all SETAs to report on scarce skills in their respective sectors. This reporting is done on an annual basis through the submission of Sector Skills Plans. Scarce skills information is then collated at the national level into a National Scarce Skills List. This list informs decision making at various levels, including decisions regarding the issuing of work permits to foreign nationals.



**Figure 5-2**  
**Occupational distribution of employees in the LIS and archival services sectors**

**5.3.2 Records Management**

Total employment in the number of records management organisations that participated in the survey was 222. From the information received on these employees it transpired that 16.7% of them occupied management positions (Figure 5-3), while another 4.1% were records managers not occupying management positions. Registry/records clerks constituted 32.4% of employees and other clerical staff 25.2%.



**Figure 5-3**  
Occupational distribution of employees in records management

## 5.4 EMPLOYEE PROFILE

### 5.4.1 Gender

#### a) LIS and Archival Services

In 2009, 71.4% of the employees in the IMS were women and 28.0% were men (Table 5-1). Most of the managers (72.5%), librarians (81.9%) and library assistants (74.0%) were women, while there were more men (61.3%) than women (38.7%) working as archivists.

**Table 5-1**  
Gender distribution by broad occupation in the LIS and archival services

Broad Occupation	Female	Male	Unknown	Total
	%	%	%	%
Managers	72.5	26.0	1.5	100.0
Archivists	38.7	61.3	0.0	100.0
Librarians	81.9	17.9	0.2	100.0
Other professionals	71.4	27.1	1.5	100.0
Technicians	40.9	59.1	0.0	100.0
Library assistants	74.0	25.4	0.6	100.0
Other clerical staff	64.3	34.6	1.0	100.0
Other support staff	58.0	41.3	0.7	100.0
<b>Total</b>	<b>71.4</b>	<b>28.0</b>	<b>0.7</b>	<b>100.0</b>

**b) Records Management**

Of all the employees employed by the records management companies or records management units that participated in the study, 62.6% were female and 36.5% male (Table 5-2). The majority of records managers (77.8%), registry/records clerks (76.4%) and other clerical staff (75.0%) were female, while 51.4% of managers were female. All technicians were male.

**Table 5-2  
Gender distribution by broad occupation in records management**

Broad Occupation	Female	Male	Unknown	Total
	%	%	%	%
Managers	51.4	48.6		100.0
Archivists	0.0	100.0		100.0
Librarians	75.0	25.0		100.0
Other professionals	0.0	100.0		100.0
Records managers	77.8	22.2		100.0
Registry/records clerks	76.4	23.6		100.0
Technicians	0.0	100.0		100.0
Library assistants	50.0	50.0		100.0
Other clerical staff	75.0	25.0		100.0
Other support staff	34.3	60.0	5.7	100.0
<b>Total</b>	<b>62.6</b>	<b>36.5</b>	<b>0.9</b>	<b>100.0</b>

**5.4.2 Population Group**

**a) LIS and Archival Services**

According to Table 5-3, half (50.0%) of the employees in the sector were African workers, 26.9% were white, 16.5% were coloured, and 2.4% were Indians. Of the managers, 44.7% were black – i.e. 33.3% were African, 8.0% coloured, and 3.4% Indian. More than half the total number of librarians (55.7%), 46.2% of archivists, and 77.0% of library assistants were black. In the category “other support staff” the majority (71.7%) were African.

**Table 5-3  
Population-group distribution by broad occupation in the LIS and archival services**

Broad Occupation	African	Coloured	Indian	White	Unknown	Total
	%	%	%	%	%	%
Managers	33.3	8.0	3.4	53.5	1.8	100.0
Archivists	39.1	5.5	1.5	53.8	0.0	100.0
Librarians	42.6	11.2	1.9	43.0	1.3	100.0
Other professionals	34.5	11.9	3.9	46.4	3.3	100.0
Technicians	57.3	9.0	5.6	4.5	23.6	100.0
Library assistants	55.2	19.2	2.5	17.9	5.1	100.0
Other clerical staff	36.0	27.8	3.2	29.1	4.0	100.0
Other support staff	71.7	15.6	0.8	5.6	6.4	100.0
<b>Total</b>	<b>50.0</b>	<b>16.5</b>	<b>2.4</b>	<b>26.9</b>	<b>4.2</b>	<b>100.0</b>

**b) Records Management**

Table 5-4 shows that almost two thirds of the employees in records management were African, while 19.8% were white, 9.9% coloured, and only 1.8% were Indian. Of the managers, 59.5% were African and of the records managers not occupying management positions only 33.3%.

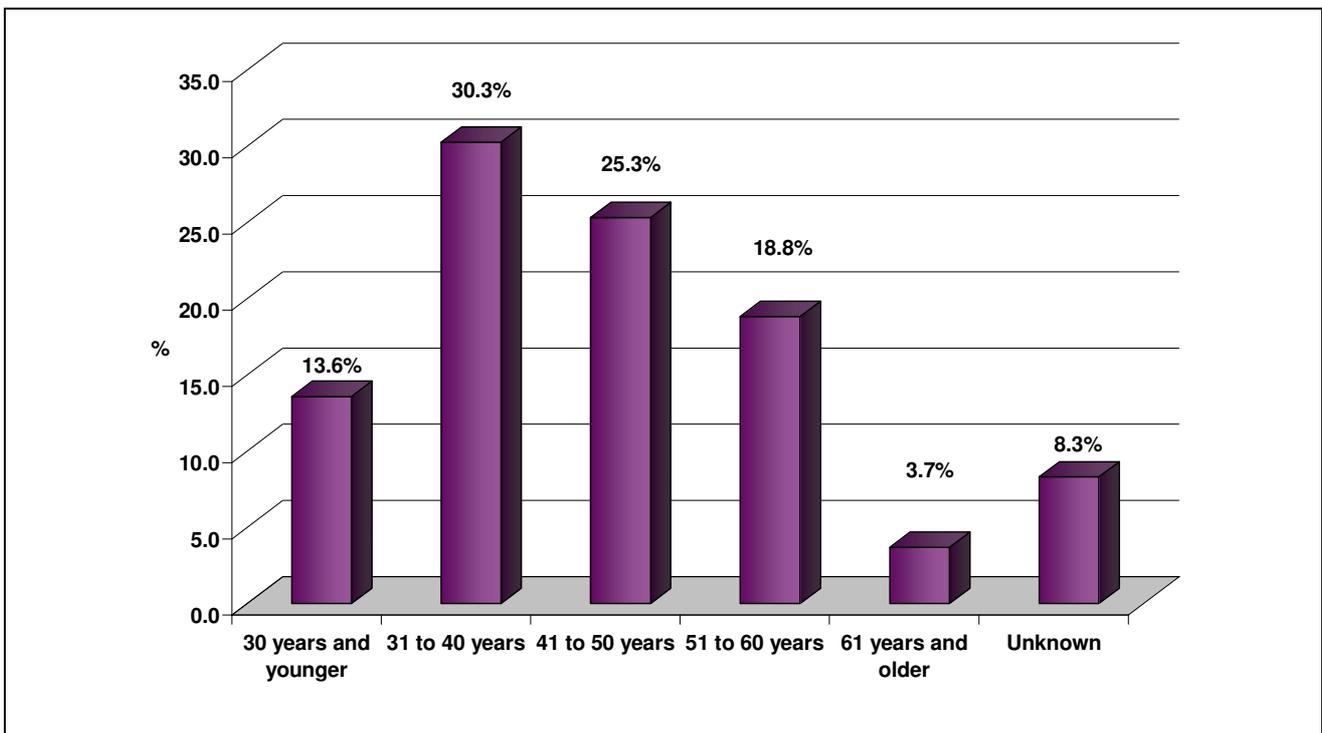
**Table 5-4  
Population-group distribution by broad occupation in records management**

Broad Occupation	African	Coloured	Indian	White	Unknown	Total
	%	%	%	%	%	%
Managers	59.5	5.4	0.0	32.4	2.7	100.0
Archivists	100.0	0.0	0.0	0.0	0.0	100.0
Librarians	0.0	0.0	0.0	100.0	0.0	100.0
Other professionals	100.0	0.0	0.0	0.0	0.0	100.0
Records managers	33.3	11.1	0.0	55.6	0.0	100.0
Registry/records clerks	73.6	15.3	0.0	11.1	0.0	100.0
Technicians	60.0	0.0	20.0	20.0	0.0	100.0
Library assistants	0.0	50.0	0.0	0.0	50.0	100.0
Other clerical staff	60.7	8.9	3.6	23.2	3.6	100.0
Other support staff	80.0	5.7	2.9	2.9	8.6	100.0
<b>Total</b>	<b>65.3</b>	<b>9.9</b>	<b>1.8</b>	<b>19.8</b>	<b>3.2</b>	<b>100.0</b>

**5.4.3 Age**

**a) LIS and Archival Services**

The age distribution of employees is shown in Figure 5-4. A third of all employees were between the ages of 31 and 40 while a further quarter (25.3%) were between 41 and 50. A total of 18.8% of employees were between 51 and 60 and 3.7% were older than 60.



**Figure 5-4  
Age distribution of employees in the LIS and archival services**

The age distribution and the median age per occupational category are shown in Table 5-5. As one would expect, managers were older than the other employees, with a median age of 47. A total of 6.3% of the managers were 61 or older at the time of the survey and 23.5% were between 51 and 60. The median age of other professionals and archivists was 46 and 45 respectively and none of the latter group were older than 60. Librarians had a median age of 41 and 4.8% of them were older than 60. The median age of library assistants was 39.

Overall the managers and professionals in the sector were slightly older than managers and professionals in general. The median age for all managers in South Africa in 2009 was 42 and the median age for all professionals was 38.<sup>80</sup>

**Table 5-5**  
**Age distribution by broad occupation in the LIS and archival services**

Broad Occupation	30 years and younger	31 to 40 years	41 to 50 years	51 to 60 years	61 years and older	Unknown	Median
	%	%	%	%	%	%	Age
Managers	5.2	23.1	35.7	23.5	6.3	6.3	47
Archivists	9.2	24.8	52.8	10.1	0.0	3.1	45
Librarians	7.3	36.8	23.9	22.9	4.8	4.4	41
Other professionals	5.0	23.7	24.5	27.5	7.7	11.6	46
Technicians	14.6	22.5	30.3	12.4	1.1	19.1	42
Library assistants	18.7	33.8	23.6	14.3	1.7	7.9	39
Other clerical staff	13.2	23.4	27.5	17.0	5.3	13.6	42
Other support staff	14.1	20.5	21.9	26.4	5.5	11.7	46
<b>Total</b>	<b>13.6</b>	<b>30.3</b>	<b>25.3</b>	<b>18.8</b>	<b>3.7</b>	<b>8.3</b>	<b>42</b>

**b) Records Management**

Table 5-6 shows that employees in records management were slightly younger than those employed in the LIS and archival services. Their median age was 39. Unlike in LIS and archival services, most managers in records management were quite young, with a median age of 38. Records managers had a median age of 35 and none of them were older than 60.

<sup>80</sup> Median ages calculated from Statistics South Africa, Quarterly Labour Force Survey, 2<sup>nd</sup> quarter, 2009.

**Table 5-6**  
**Age distribution by broad occupation in records management**

Broad Occupation	30 years and younger	31 to 40 years	41 to 50 years	51 to 60 years	61 years and older	Unknown	Median
	%	%	%	%	%	%	Age
Managers	10.8	43.2	16.2	13.5	5.4	10.8	38
Archivists	0.0	100.0	0.0	0.0	0.0	0.0	32
Librarians	50.0	0.0	0.0	50.0	0.0	0.0	39
Other professionals	0.0	0.0	100.0	0.0	0.0	0.0	39
Records managers	22.2	66.7	0.0	11.1	0.0	0.0	35
Registry/records clerks	15.3	30.6	30.6	12.5	1.4	9.7	40
Technicians	20.0	80.0	0.0	0.0	0.0	0.0	40
Library assistants	50.0	0.0	0.0	50.0	0.0	0.0	45
Other clerical staff	14.3	33.9	17.9	28.6	0.0	5.4	38
Other support staff	11.4	14.3	17.1	40.0	2.9	14.3	32
<b>Total</b>	<b>14.9</b>	<b>32.9</b>	<b>20.3</b>	<b>21.6</b>	<b>1.8</b>	<b>8.6</b>	<b>39</b>

#### 5.4.4 Educational Qualifications

##### a) LIS and Archival Services

In the employer survey employers were asked to report on employees' highest educational qualifications. Based on the information received the number of employees with qualifications relevant to the sector (e.g. BBibl, BTech in Library and Information Studies, Masters in Information Sciences) were determined. First, this section addresses the educational levels of employees in the sector before reporting on the relevance of qualifications.

The educational levels of employees by occupational group can be seen in Table 5-7. Educational levels are also expressed in terms of the levels of the National Qualifications Framework (NQF) (The old NQF levels were still used because at the time of this study very few qualifications had been interpreted in terms of the new NQF levels as set out in the NQF Act of 2008). Table 5-7 shows that the majority of managers and professionals in the sector held qualifications above NQF Level 4. For example, 95.7% of managers, 88.3% of archivists and 85.3% of librarians had qualifications above NQF Level 4. Of the managers, 51.6% had NQF Level 7 qualifications and 22.9% had qualifications at NQF Level 8 and above. It should be noted that the majority of managers are professionals such as librarians and archivists.

Of the archivists, 45.7% held qualifications at NQF Level 8 and above – i.e. masters' or doctoral degrees – while another 21.2% held NQF Level 7 qualifications.

Most of the librarians held NQF Level 6 or Level 7 qualifications – 12.8% had Level 6 diplomas and 31.3% had first degrees. Another 35.1% held Level 7 qualifications and 4.2% held masters' or doctoral degrees.

The majority (57.1%) of library assistants had NQF level 4 (Grade 12) qualifications. As many as 13.1% of them did not have Grade 12.

**Table 5-7**  
**Educational qualifications of employees by broad occupation in the LIS and archival services**

NQF level	Qualification	Managers	Archivists	Librarians	Other professionals	Technicians	Library assistants	Other clerical staff	Other support staff
		%	%	%	%	%	%	%	%
	Unknown	2.7	4.6	3.2	11.3	5.6	2.6	14.6	12.3
1	Grade 9/Std 7	0.0	0.0	0.0	0.0	9.0	2.7	8.2	34.4
2	Grade 10/Std 8/N1/NTC I	0.0	0.0	0.0	0.0	3.4	5.7	7.4	16.7
3	Grade 11/Std 9/N2/NTC II	0.0	0.0	0.0	0.0	3.4	3.1	5.3	8.8
4	Grade 12/Std 10/N3/NTC III	1.6	7.1	11.5	6.9	18.0	57.1	41.8	26.6
5	Grade 12 and cert/NTC IV-VI	0.3	0.0	1.9	1.1	14.6	3.0	8.6	0.5
6	LIS or related diploma	1.6	2.8	10.6	8.3	9.0	5.4	3.8	0.1
6	Other diploma	2.4	4.3	2.2	1.9	22.5	8.3	8.6	0.7
6	First degree	16.9	14.4	31.3	24.8	11.2	6.8	1.9	0.0
7	Honours degree/ BTech degree/ Post graduate di-	51.6	21.2	35.1	35.6	2.2	5.2	0.0	0.0
8 and above	Masters or doctoral degree	22.9	45.7	4.2	10.1	1.1	0.0	0.0	0.0
	<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Table 5-8 shows the percentages of managers and professionals who held library- and archival-specific qualifications. However, it should be noted that not all the employers indicated the study field in which their employees were qualified. Most of the managers (65.7%), archivists (62.0%), librarians (70.8%) and other professional people (69.1%) had library- and archival-specific qualifications. In contrast, only 12.9% of library assistants held library- and archival-specific qualifications.

**Table 5-8**  
**Percentage of managers and professionals with library- and archival-specific qualifications in LIS and archival services**

Broad Occupation	Library and archival qualifica- tions	Other qualifica- tions	Total
	%	%	%
Managers	65.7	34.3	100.0
Archivists	62.0	38.0	100.0
Librarians	73.2	26.8	100.0
Other professionals	69.1	30.9	100.0
Library assistants	12.9	87.1	100.0

The specific qualifications held by librarians can be seen in Figure 5-5. Of the 73.2% who held library-specific qualifications, a relative large proportion (22.9%) held National Diplomas, BTech degrees or B Information Science degrees – i.e. not the four-year degrees that were traditionally seen as professional qualifications.

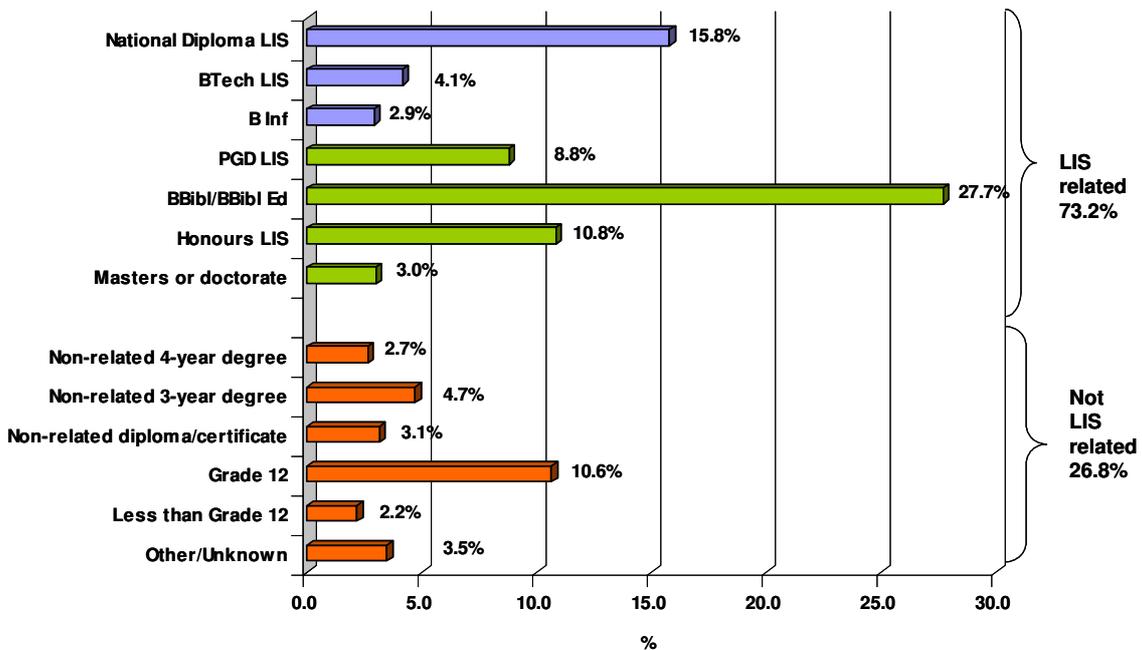


Figure 5-5  
 Educational qualifications of librarians

**b) Records Management**

Table 5-9 shows that the most managers (67.6%) and records managers (66.7%) in the sector held qualifications above NQF Level 4. Of the registry/records clerks 48,6% had NQF Level 4 (Grade 12) qualifications.

**Table 5-9**  
**Educational qualifications of employees by broad occupation in records management**

NQF level	Qualification	Managers	Archivists	Librarians	Other profession-als	Records managers	Registry/records clerks	Technicians	Library assistants	Other clerical staff	Other support staff
		%	%	%	%			%	%	%	%
	Unknown	13.5	0.0	0.0	0.0	11.1	20.8	0.0	50.0	8.9	17.1
1	Grade 9/Std 7	0.0	0.0	0.0	0.0	0.0	4.2	0.0	0.0	0.0	34.3
2	Grade 10/Std 8/N1/NTC I	0.0	0.0	0.0	0.0	0.0	11.1	0.0	0.0	5.4	17.1
3	Grade 11/Std 9/N2/NTC II	0.0	0.0	0.0	0.0	0.0	5.6	0.0	0.0	8.9	8.6
4	Grade 12/Std 10/N3/NTC III	18.9	100.0	0.0	0.0	22.2	48.6	60.0	0.0	51.8	17.1
5	Grade 12 and cert/NTC IV-VI	5.4	0.0	0.0	0.0	0.0	4.2	0.0	0.0	3.6	2.9
6	LIS or related diploma	2.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
6	Other diploma	13.5	0.0	0.0	0.0	11.1	2.8	0.0	50.0	21.4	2.9
6	First degree	13.5	0.0	50.0	100.0	22.2	0.0	0.0	0.0	0.0	0.0
7	Honours degree/ BTech degree/ Postgraduate diploma	21.6	0.0	0.0	0.0	33.3	2.8	0.0	0.0	0.0	0.0
8	Masters or doctoral degree	10.8	0.0	50.0	0.0	0.0	0.0	40.0	0.0	0.0	0.0
	<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

## 5.5 VACANCIES

### a) LIS and Archival Services

The information on vacancies presented in this section was derived from the employer survey. In the survey employers were first of all asked whether they had vacancies and, if so, more detail was asked about the number of positions that were vacant at the time of the survey and the job titles of those positions. Second, they had to indicate whether they had difficulties in finding suitable candidates for the positions that they wanted to fill. Third, employers were asked to identify the specific jobs for which they could not find suitable candidates, the number of positions in those jobs that had been vacant for more than six months, the educational qualifications required for the job and the reasons (in their opinion) why they could not find the right people.

The majority (54.7%) of organisations in LIS and archival services had vacant positions at the time of the survey, and 41.5% of the LIS organisations and 27.7% of organisations in archival services reported that they had difficulties to recruit suitable candidates to fill some of these vacancies. Table 5-10 shows that 1 574 vacant positions existed, which was equal to 11.1% of total positions in the sector. The number of vacancies that existed for archivists (155) was equal to 32.2% of total positions for archivists in the sector, while the number of vacancies for librarians (440) was equal to 16.4% of total library positions. Although more vacancies existed for library assistants (567), the number of vacancies represented only 9.0% of total library assistant positions.

These vacancy rates are relatively high and indicative of skills shortages in the market. To put the figures in perspective: In the United States of America the Bureau of Labor Statistics monitors vacancy rates on a monthly basis. In May 2008 (just before the economic crisis started impacting on employment) the overall vacancy rate (or “job openings rate” as it is called in the Bureau’s publications) was 2.6%. In the private sector it was 2.7% and in the government sector it was 2.0%.<sup>81</sup> In a sector survey of the South African Financial Services Sector the vacancy rates for professional financial occupations were as follows: accountants 6.1%, external auditors 15.9% and internal auditors 8.3%. These professionals are generally regarded as being in short supply.<sup>82</sup>

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<sup>81</sup> United States Department of Labor, Job Openings Survey, May 2008.

<sup>82</sup> EE Research Focus, Survey of the Financial and Accounting Services Sector, Report prepared for Fasset <http://www.fasset.org.za/research/default.asp>. Accessed 7 December 2009.

**Table 5-10**  
**Vacancies in numbers and as percentages of total positions in LIS and archival services by broad occupation**

Broad occupation	Vacancies	Vacancies as % of total positions
	n	%
Managers	90	11.8
Archivists	155	32.2
Librarians	440	16.4
Other professionals	36	3.5
Technicians	12	12.0
Library assistants	567	9.0
Other clerical staff	95	8.2
Other support staff	179	11.1
<b>Total</b>	<b>1 574</b>	<b>11.1</b>

Respondents reported 318 positions for which they could not find suitable candidates (Table 5-11). These vacancies – also referred to as “hard-to-fill positions” – constitute 20.2% of all vacancies in the LIS and archival services. Of the hard-to-fill positions, 207 (65.1%) had been vacant for more than six months at the time of the survey. Most of the hard-to-fill vacancies were for librarians (175) and library assistants (48). Of the librarian positions, 132 (75.4%) had already been vacant for more than six months.

Employers seemed to find it difficult to fill vacancies for technicians, as all the vacant positions were indicated as being hard to fill and 83.3% had been vacant for more than six months. Almost two-thirds (61.1%) of the vacancies for other professionals were hard to fill.

Although the overall vacancy rate for archivists was quite high, these positions had not been vacant for such long periods and fewer were seen by employers as being hard to fill.

**Table 5-11  
Hard-to-fill positions in LIS and archival sciences**

Broad occupation	Hard-to-fill positions			Vacancies vacant for more than 6 months		
	n	As % of total vacancies	As % of total positions	n	As % of total vacancies	As % of total positions
Managers	19	21.1	2.5	17	18.9	2.2
Archivists	33	21.3	6.9	19	12.3	4.0
Librarians	175	39.8	6.5	132	30.0	4.9
Other professionals	22	61.1	2.1	13	36.1	1.3
Technicians	12	100.0	12.0	10	83.3	10.0
Library assistants	48	8.5	0.8	16	2.8	0.3
Other clerical staff	5	5.3	0.4			
Other support staff	4	2.2	0.2			
<b>Total</b>	<b>318</b>	<b>20.2</b>	<b>2.2</b>	<b>207</b>	<b>13.2</b>	<b>1.5</b>

Table 5-12 shows that most of the vacant positions for archivists (66.6%) and librarians (83.2%) required at least a first degree or first degree and experience. More than half of the vacant positions for library assistants required a Grade 12 qualification, while a first degree was the requirement for 26.7% of the positions. Of the vacancies for other professionals, the majority specified at least a masters or doctoral degree (this category includes university staff – hence the high educational requirements). Employers that were looking to fill managerial positions mostly specified a combination of a first or honours degrees and experience as requirements.

**Table 5-12**  
**Educational qualifications required for hard-to-fill vacancies**

Broad occupation	Grade 12/Std 10/N3/NTC III	First degree	Honours degree/ B Tech degree/postgraduate diploma	Masters or doctoral degree	First degree and experience	Honours degree and experience	Masters or doctoral degree and experience	Not specified	Total
	%	%	%	%	%	%	%	%	%
Managers		5.6	22.2	11.1	38.9	22.2			100.0
Archivists		29.6			37.0	14.8		18.5	100.0
Librarians		65.2	4.5		18.0			12.4	100.0
Other professionals				47.4		5.3	26.3	21.1	100.0
Technicians		50.0						50.0	100.0
Library assistants	53.3	26.7						20.0	100.0
Other clerical staff								100.0	100.0
Other support staff	100.0								100.0
<b>Total</b>	<b>6.4</b>	<b>40.6</b>	<b>4.3</b>	<b>5.9</b>	<b>17.6</b>	<b>4.8</b>	<b>2.7</b>	<b>17.6</b>	<b>100.0</b>

Of the reasons given by employers for the difficulties experienced in filling vacancies, 21.6% had to do with a general shortage of people who fulfil the requirements (scarce skills — Table 5-13). The requirement of a combination of a university degree and experience also made it difficult to find suitable candidates. For example, black managers with a degree or honours degree in library and information science or archival science and with a few years' experience are hard to find, as are archivists. The inability to pay competitive remuneration packages made it difficult to fill vacancies for technicians, library assistants and other professionals. Some of the vacant positions were not advertised widely enough to draw suitable candidates, while organisations situated outside metropolitan areas also found it difficult to attract appropriate skills.

**Table 5-13**  
**Reasons for the difficulties to fill vacancies**

Broad occupation	Scarce skill	Qualification combined with experience difficult to find	Financial limitations e.g. cannot pay competitive salaries	Location	Problems relating to advertisements of vacancies	Employment equity (Black candidates)	Language proficiency	Bureaucracy	Poor working conditions	Total
Managers	90.0					10.0				100.0
Archivists	5.9	67.6	5.9		8.8	11.8				100.0
Librarians	28.7	25.0	19.4	8.3	8.3	6.5	3.7			100.0
Other professionals	14.0	32.6	23.3	14.0		14.0			2.3	100.0
Technicians		40.0	50.0			10.0				100.0
Library assistants		31.3	37.5		25.0			6.3		100.0
Other clerical staff			100.0							100.0
Other support staff	100.0									100.0
<b>Total</b>	<b>21.6</b>	<b>32.2</b>	<b>21.6</b>	<b>6.6</b>	<b>7.0</b>	<b>8.4</b>	<b>1.8</b>	<b>0.4</b>	<b>0.4</b>	<b>100.0</b>

**b) Records Management**

Of the records management organisations, 29.7% reported vacancies. Sixty vacancies were reported. Table 5-14 shows that 26.7% of the vacancies were in the “other professionals” category (e.g. records management consultants), while 25.0% were for registry/records clerks and 20.0% for managerial positions.

**Table 5-14**  
**Number of vacancies in records management by broad occupation**

Broad occupation	Number of vacancies	
	n	%
Managers	6	10.0
Other professionals	17	28.3
Records managers	7	11.7
Registry/records clerks	15	25.0
Technicians	1	1.7
Other clerical staff	4	6.7
Other support staff	10	16.7
<b>Total</b>	<b>60</b>	<b>100.0</b>

In records management, 12.5% of the organisations reported hard-to-fill vacancies. These positions represent 45.0% of all vacant positions in records management (Table 5-15). Thirty per cent of all the vacant positions had been vacant for more than six months.

**Table 5-15**  
**Hard-to-fill positions in records management**

Broad occupation	Hard-to-fill positions		Positions vacant for more than 6 months	
	n	As % of total vacancies	n	As % of total vacancies
Records managers	6	85.7	4	57.1
Other professionals	17	100.0	11	64.7
Technicians	1	100.0		
Registry/records clerk	2	13.3	2	13.3
Other clerical staff	1	25.0	1	25.0
<b>Total</b>	<b>27</b>	<b>45.0</b>	<b>18</b>	<b>30.0</b>

More than half the employers in records management who reported hard-to-fill vacancies did not specify the education qualifications required for the positions (Table 5-16). All the other positions required at least a Grade 12 qualification.

**Table 5-16**  
**Educational qualifications required for hard-to-fill vacancies in records management**

Broad occupation	Grade 12/Std 10/N3/NTC III	Grade 12/Std 10/N3/NTC III and experience	First degree	First degree and experience	Not specified	Total
	%	%	%	%	%	%
Records managers	16.7		83.3			100
Other professionals	11.8			11.8	76.4	100
Technicians					100	100
Registry/records clerk	50	50				100
Other clerical staff					100	100
<b>Total</b>	<b>18.5</b>	<b>3.7</b>	<b>18.5</b>	<b>7.4</b>	<b>51.9</b>	<b>100.0</b>

Table 5-17 shows the main reasons for difficulties to fill vacancies as being a lack of people with the required skills and limited budgets of organisations, while the combination of qualification and experience was also mentioned.

**Table 5-17**  
**Reasons for the difficulties in filling vacancies in records management**

Broad occupation	Scarce skill	Qualification combined with experience difficult to find	Financial limitations e.g. cannot pay competitive salaries	Not specified	Total
	%	%	%	%	%
Records managers	100.0				100.0
Other professionals	50.0	25.0	25.0		100.0
Technicians		100.0			100.0
Registry/records clerk			50.0	50.0	100.0
Other clerical staff			100.0		100.0
<b>Total</b>	<b>40.0</b>	<b>20.0</b>	<b>30.0</b>	<b>10.0</b>	<b>100.0</b>

## 5.6 STAFF TURNOVER

### a) LIS and Archival Services

A total of 72% of organisations in LIS and archival services indicated that they had experienced a turnover of staff in the period 1 September 2008 to 31 August 2009. Not all the organisations could provide accurate figures on the number of people who had left or the reasons why they had left. In the organisations that did provide detailed information the turnover rates varied substantially, but the average figure reported was 13%. Most of the people (65.7%) who had left their employment had resigned voluntarily. The majority of people (73.1%) who had resigned were black. A total of 23.3% had retired. Most (61.0%) of those who had retired were white. Only 3.2% of the employees who had left had been retrenched, 1.3% had been dismissed, and 6.5% had passed away (Table 5-18).

**Table 5-18**  
**Reasons for people leaving their employment in the LIS and archival services in the period 1 September 2008 to 31 August 2009**

Reasons for leaving	%	Population group of people who had left	
		Black (%)	White (%)
Resigned	65.7	73.1	26.9
Retired	23.3	39.0	61.0
Retrenched	3.2	80.0	20.0
Dismissed	1.3	100.0	0.0
Passed away	6.5	80.5	19.5
<b>Total</b>	<b>100.0</b>	<b>66.2</b>	<b>33.8</b>

**b) Records Management**

A total of 38% of the organisations in records management indicated that they had experienced a turnover of staff in the period 1 September 2008 to 31 August 2009. The average turnover rate that these organisations reported was 20%. Of those who left, 57% had resigned, 10% had retired and 3% had been dismissed (Table 5-19). Of the employees in records management who had left their jobs, 63.2% were black<sup>83</sup> and 36.8% white.

**Table 5-19  
Reasons for staff turnover in records management for the period 1 August 2008 to 31 September 2009**

Reasons for leaving	Population group of people who had left		
	%	Black (%)	White (%)
Resigned	75.0	57.9	42.1
Retired	13.2	100.0	0.0
Retrenched	2.6	0.0	100.0
Dismissed	3.9	33.3	66.7
Passed away	2.6	100.0	0.0
Absconded	2.6	100.0	0.0
<b>Total</b>	<b>100.0</b>	<b>63.2</b>	<b>36.8</b>

**5.7 REMUNERATION**

The terms of reference for this project required the collection of information on remuneration. However, from the outset it was understood that remuneration surveys are specialised surveys in which the whole range of benefits that employees receive should be considered. These benefits include basic salaries, bonuses, overtime pay, housing allowances, travel and car allowances, medical aid provisions, pension contributions etc. Working hours and leave are also considered when remuneration is surveyed. The information that was collected in the current survey is only indicative of the salary ranges that are applicable in the IMS. Most of the respondents did not provide salary information because they did not have it available or they regarded it as too confidential to share with the research team.

In the employer survey respondents were asked to provide the salary scales applicable to each occupation in their organisations. In Table 5-20 the salary information that was received is given for each type of organisation. In the first column under each occupation the lowest of the entry points and the highest of the end points on the scales quoted for each of the three key professional occupations are listed. The table indicates that in national and provincial government departments librarians earn between R105,645 and R190,791 per annum. In university libraries librarians earn between R112,536

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<sup>83</sup> Blacks include African, coloured and Indian people.

and R350,800 per annum. It must be noted that individual university libraries' salary scales may fall anywhere within this range.

**Table 5-20**  
**Lowest and highest salaries paid in the key professional occupations**

Sector	Librarian		Archivist		Records Manager	
	Lowest	Highest	Lowest	Highest	Lowest	Highest
Annual salary (Rand)						
National and provincial government	105,645	190,791	105,645	190,791	130,425	736,065
Universities (non-teaching departments)	112,536	350,800	162,000		104,148	420,960
Metro councils	117,348	303,076			175,688	
District councils	47,460	145,920			157,188	222,876
Local municipalities	133,920	454,100			167,244	240,000
Public entities	95,670	257,000	95,607	350,000	124,114	555,642
NGO			144,000	380,000		
Private sector	120,000	180,000 <sup>84</sup>	120,000	200,000	180,000.00	300,000 <sup>85</sup>

The national and provincial public service is the only environment where salaries are standardised and where the information is readily available – i.e. it is published on the Department of Public Service and Administration's website.<sup>86</sup> This information could be used to compare the salaries of librarians, archivists and records managers with those of other professions. For comparative purposes we used the beginning notch of the entry level for professionals and the last notch of the professional scales. Junior- (assistant director), middle- (deputy director) and senior-management levels (directors and chief directors) were excluded.

The comparison also excludes educators, social workers and legal services professionals who are remunerated according to the all-inclusive occupational-specific dispensation packages. The com-

<sup>84</sup> S P O T T H A T *Zebra* Cc, Project 11-08 / 0410 / BJM, Profession Specific Salary Survey – 2008, Prepared for: SLIS – The Special Libraries & Information Services Group in Conjunction with SAOUG – South African Online User Group – kand OSALL – Organisation of South African Law Libraries, January 2009, p. 22. According to the survey, the salaries are based on the size of the library/information centre. Staff in libraries with more than 23 people earn approximately R15,000.00-R40,000.00 per month, staff in libraries with two or three people earn R10,000.00-R25,000.00 per month and where there is only one person in the library this person earns R10,000.00-R15,000.00 per month. The figure quoted is the annual salary based on a library with three people.

<sup>85</sup> S P O T T H A T *Zebra* Cc, Project 11-08 / 0410 / BJM, Profession Specific Salary Survey – 2008, January 2009, p. 33. Library staff that were assigned records- and document-management activities earn approximately R15,000.00-R25,000.00 per month. The figure quoted is the annual salary based on these monthly salaries.

<sup>86</sup> DPSA Circular 3 of 2009, Annexure A [http://www.dpsa.gov.za/documents/rp/2009/18\\_1\\_p\\_29\\_09\\_2009\\_Annex\\_a.pdf](http://www.dpsa.gov.za/documents/rp/2009/18_1_p_29_09_2009_Annex_a.pdf) Accessed 3 December 2009.

parison is presented in Table 5-21. The table shows that the starting salary of librarians and archivists is lower than that of records managers and most of the other professional occupations. It is substantially lower than that of professions that require a four-year degree such as architecture, quantity surveying, land surveying, engineering, and town and regional planning.

**Table 5-21  
Comparison of salaries of selected professions in the public service**

Profession	Salary range (Rand per annum)		Entry level
	Begin	End	
Librarian	105,645	190,791	Level 6
Archivist	105,645	190,791	Level 6
Records manager	130,425	<sup>87</sup>	Level 7
HR practitioner	130,425	232,590	Level 7
Work study officer	130,425	232,590	Level 7
Training officer	130,425	232,590	Level 7
Training advisor	130,425	283,080	Level 7
Accountant	130,425	190,791	Level 7
Internal auditor	130,425	190,791	Level 7
Economist	130,425	232,590	Level 7
Computer systems analyst	105,645	283,080	Level 6
Architect	161,970	283,080	Level 8
Quantity surveyor	161,970	283,080	Level 8
Land surveyor	161,970	283,080	Level 8
Engineer	161,970	283,080	Level 8
Town and regional planner	161,970	283,080	Level 8

## 5.8 CONCLUSIONS

This chapter provides a broad overview of employment in the IMS. It starts with an estimate of total employment. The information shows that the IMS is a very small sector with a total employment of approximately 13 000 (records management excluded). Archival services constitute approximately 7.5% of the sector and LIS makes up 90% of employment in the sector. Employment in the sector

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<sup>87</sup> The entry-level salaries of records managers cannot be compared to those of the other professions. The entry-level salaries depend on the way in which the function is defined and allocated to functionaries in a particular organisation. In some settings the function is regarded as a relatively simple administrative function with the “records manager” a junior functionary employed at a junior-level salary. In other settings the “records manager” is a senior official and strictly speaking the entry level salary is a managerial salary. This situation impacts on the movement of archivists into records management. Organisations look for records managers at relatively senior levels and because archivists often best fit the profile, they are pulled into records management positions.

consists of 5,3% managers, 28,4% professionals and 66,4% clerical and support staff. Library assistants are the single largest occupational category in the sector. The sector is mainly staffed by women and it has already to a large extent transformed in terms of race. Approximately three-quarters of the employees in the sector are black, although in the managerial and professional occupations these figures are still lower.

The educational profile of the sector shows that archivists are highly qualified, as almost half of them hold masters' or doctoral degrees. In the other professional occupations the incumbents mostly have first or honours degrees. The majority of library assistants have Grade 12 or lower educational qualifications.

The vacancy rates cited in the survey are relatively high and are similar to those in other sectors of the economy that experience skills shortages. The vacancy rates for professionals such as archivists and librarians are exceptionally high and indicative of shortages in the market or the inability of employers to effectively compete for and retain the skills of those professionals.

The reasons employers gave for positions being hard to fill confirm the notion of shortages in the market.

The labour turnover information shows that the churn of black employees is relatively higher than that of their white counterparts. This is probably fuelled by the transformation processes that are still taking place and that create a higher demand for black professionals in the market. In the year that was studied the number of retirements of white employees was higher than one would expect, given the age distribution in the sector. This also suggests that white employees were taking early retirement as part of the transformation of the sector.

The salary information presented in this chapter by no means represents a proper remuneration survey. Nevertheless, it shows that there are vast differences in the remuneration offered in the market and these differences suggest that some employers are using salaries to compete for or retain the skills of information management professionals.

Scarcity of skills in a labour market triggers various responses as employers try to adjust to the situation. One possible response is to employ people without the necessary skills. This leads to skills deficiencies in the employed labour force – which is the subject of the next chapter.

## **6 TRAINING NEEDS OF THE CURRENT WORKFORCE**

### **6.1 INTRODUCTION**

This chapter focuses on the skills deficiencies in the workforce who is already employed in the IMS. In the employer survey employers were asked to identify the areas in which their employees needed training. The inclusion of these questions was aimed at gleaning a global view of the areas that need to be addressed in in-service and less formal forms of training.

Employers' comments showed that a number of factors led to skills deficiencies in the current workforce and, therefore, to training needs. These factors include:

- The racial transformation of the sector, which has led to the appointment of relatively inexperienced black people in positions previously filled by experienced white employees;
- Limited (and shrinking) budgets in the public sector, which have forced employers to appoint staff with lower qualifications and less experience than those that the jobs require;
- The closing down of university departments offering qualifications in the library-, information- and archival sciences, that led to shortages in the market and, in turn, forced employers to employ unqualified people;
- Changing roles of librarians and archivists;
- New legislation that has brought about new tasks and responsibilities;
- The lack of records management-specific training; and
- A lack of mentors who can transfer skills to less experienced staff members.

To explain this last point, the high vacancy rates in some public sector organisations has increased the work load of (especially) senior people and left them with little time to train and mentor junior staff.

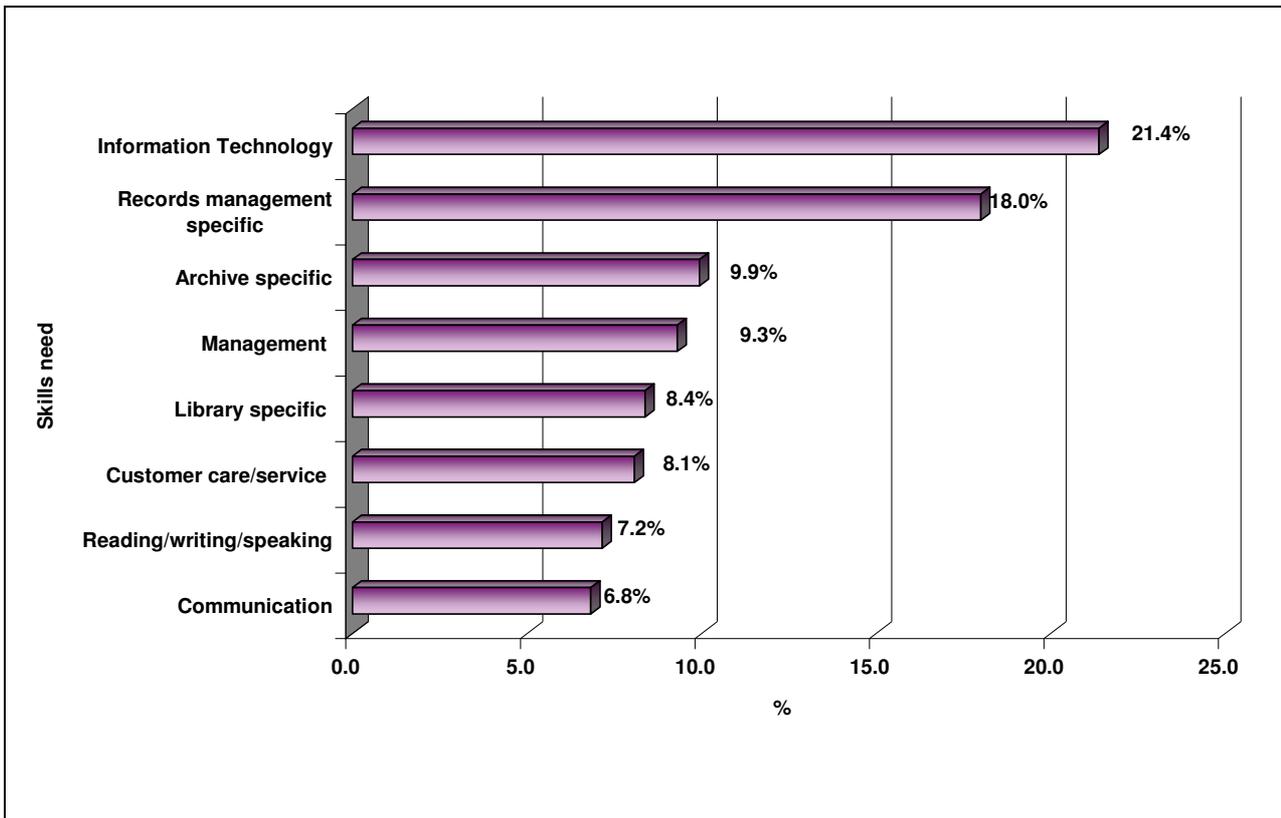
### **6.2 OVERVIEW OF TRAINING NEEDS**

A total of 79% of employers in archival services, 94.7% of LIS employers, and 56.3% of employers in records management identified one or more pressing training needs among their staff.

The responses received from employers indicate that training needs were experienced on all organisational levels and that they span a wide range of generic skills and sector-specific skills.

The training needs mentioned by employers were grouped under the themes shown in Figure 6-1. The figure shows the frequency with which training needs within each theme were mentioned. IT training was most frequently mentioned (21.4% of the training needs listed by employers were IT re-

lated). IT training is needed in all components of the IMS. Other cross-cutting training needs relevant to all the components are management skills, customer care skills, and language proficiency – including reading, writing and oral skills and general communication skills. In addition to the skills needs that are common to all three components of the IMS, a range of skills specific to each of the LIS, archival services and records management were also identified.



**Figure 6-1  
Employer perceptions of employees' most pressing training needs**

### 6.3 GENERIC TRAINING NEEDS

#### 6.3.1 IT Training

Employers identified a range of IT-related training needs, varying from education in general IT skills for working with programmes such as MS Word and MS Excel, to advanced and specific skills to do with web design and development. Employers of archivists also highlighted the need for training in programmes and packages specifically designed for archiving.

More hands-on training was also required on

- Digitisation;
- Internet searches;

- Inter-library loan systems;
- Information retrieval;
- The development and operation of databases; and
- The operation of electronic library management systems and e-resources.

### **6.3.2 Customer Care/Service Delivery**

Professionals and para-professionals need to take care of different types of users, from various cultural backgrounds and with diverse information needs. Employers expressed a need for training in customer care and service delivery as clients tend to go to the facilities where they get the best service. Employers were of the opinion that every staff member has to learn how to give effective and efficient client service and to deal with wide-ranging client groups – each with its special characteristics and needs.

### **6.3.3 Literacy and Language Proficiency**

Employers regarded training to improve the reading, writing and oral communication skills of employees as critical. Employers reported that, although employees in the IMS work mainly with written documentation, some do not have the required reading abilities and do not always understand what they are reading. Language proficiency is furthermore required for understanding and addressing users' needs, while writing skills are needed for proposals, requests and reports.

### **6.3.4 Communication and “Soft Skills” Training**

Employers felt that their employees need training to improve their interaction with their colleagues and with clients. Employers felt that more training in communication-related skills such as human relations, negotiation, conflict resolution and telephone etiquette would improve the services offered by the IMS and user relations. They also identified the need for other soft skills training such as stress handling and time management.

### **6.3.5 Management Training**

Professionals in the IMS need to be groomed to take up positions at managerial level. According to employers, people to be appointed to supervisory-, middle- and senior- management levels should receive training in skills such as leadership, strategic planning, the management of diversity, human resources management, finances and work-flow management. Nowadays, project management skills form an important part of the skills package of managers in especially the public sector. For example, a librarian could be in charge of the development and stocking of a new library. Even if the work is

done by sub-contractors, employers were of the opinion that the librarian must have knowledge of library planning and layout, infrastructure building and the maintenance of facilities.

#### **6.4 ARCHIVE-SPECIFIC TRAINING**

Employers mentioned a need for more training in archiving skills specifically related to manuscripts, new archival collections and audio-visual material, as well as restoration practice, especially paper restoration and sound restoration. General preservation practice like environmental storage conditions and equipment for the safe storage of archival records were also referred to.

The importance of records management training in the archive environment was also pointed out. Specific requirements included appraisal and disposal training as well as electronic records management training.

Other training needs stated were:

- Arrangement and description – relating to manuscripts and photographs;
- The compilation of inventories;
- Paleography training;
- Understanding Dutch;
- Information retrieval; and
- Information security.

The importance of practical hands-on experience and the identification of international internships for South Africans to build the local knowledge base were also mentioned by employers.

#### **6.5 LIBRARY-SPECIFIC TRAINING**

According to employers, employees need more training in “traditional library skills” such as:

- Cataloguing and classification (also of audio-visual material);
- Selection and acquisition;
- Indexing;
- Reference interviewing;
- Collection management;
- Management of electronic reserves;
- Administrative skills; and

- Asset control and stock taking.

The emphasis is on hands-on training to improve service delivery.

## 6.6 RECORDS MANAGEMENT TRAINING

Employers of records management staff expressed a need for more training in advanced records management skills. Their comments showed that advanced records management included the full spectrum of tasks associated with the implementation of good records management systems: appraising with a view to identifying categories of records and data to be destroyed; file plan design and implementation; the determination of record retention periods; and how to execute disposal processes, security practices, disaster management and disaster recovery.

Furthermore, more training in sophisticated electronic records management is required. This includes specifically a need for digitisation training<sup>88</sup> as well as a need for training in the use of electronic filing systems<sup>89</sup> and “archiving electronic records”.<sup>90</sup>

Employers also identified the need for basic records management training for support staff in the records management environment. According to them an understanding of records management concepts and training in messenger services and registry practice – including file-tracking training – are needed.

Other training needs cited by employers were:

- Legislative accountability - legislation specifically impacting on record keeping, especially electronic records management;
- The disadvantages of non-compliance; and
- International benchmarking.

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<sup>88</sup> In a records management environment there are specific requirements regarding the planning and design of the scanning process, the preparation of the originals, the indexing and verification of the scanned images, the regular auditing of the scanning process as well as special requirements regarding the scanning technologies, formats and standards to be used. The purpose is to ensure that authentic and reliable records are created that would be admissible as evidence in a court of law. Digitisation in a records management environment should not be confused with ad-hoc scanning.

<sup>89</sup> This type of training is technology dependent and cannot be done without the technology being implemented in a specific environment. Electronic Records Management Applications cannot be implemented in the same way as out-of-the-box-type MS Office applications. They need to be configured for each file plan and for each specific records management environment.

<sup>90</sup> Archiving skills encompass a broad range of technical activities including very basic monitoring of the physical condition of records to more advanced management of the environmental conditions inside storage areas; arranging, describing, indexing and cataloguing records in different archival media and formats; restoring damaged archival media; and migrating and converting records in electronic and audio-visual media and formats to accessible media and formats. Archiving also includes disaster planning and managing the security of the information content of the records. In an electronic environment the term “archiving” can imply the more advanced function of systematic transfer of less frequently used records from expensive on-line storage media to less expensive offline storage.

Finally, the importance of practical hands-on experience in the records management environment was pointed out.

## **6.7 CONCLUSIONS**

This chapter gives an overview of the training needs of the employees who are currently working in the IMS. Various factors have led to the fact that the employees in the sector are not sufficiently trained and experienced for the service that they have to deliver. The pressures brought about by the rapid transformation of organisations, the unfavourable labour market conditions in the IMS (specifically skills shortages) and the budgetary constraints faced by the IMS have given rise to a situation where the current skills deficiencies cannot be addressed through informal training in the workplace alone. Therefore, in the evaluation of the provision of education and training it is important to also take cognisance of the training needs of people already employed in the sector – not only the new entrants. The training needs expressed by employers span a very wide spectrum – from very basic skills such as reading and communication skills to advanced technological skills.

## 7 FUTURE SKILLS NEEDS

### 7.1 INTRODUCTION

Whereas Chapters 2 to 6 have described various aspects of the current IMS, this chapter looks at the future demand for skills in this sector. It starts by looking at the quantitative aspects of future demand – employment growth and the number of people who will be needed to fill the positions that will become available in the sector. The quantitative analysis includes a summary of employers' growth expectations, the demand implications of the objectives set out in the LIS Transformation Charter (referred to in Chapter 3), and the results of a labour demand-projection model developed for the sector.

The second part of this chapter looks at the qualitative aspects of demand – the expected shifts between occupations and the specific skills that employees in the sector will require.

### 7.2 EMPLOYERS' GROWTH EXPECTATIONS

The employers who participated in the employer survey were first of all asked about employment in their organisations over the last five years (in order to establish employment trends in the sector) and were then asked how they expected employment in their organisations to change over the next five years. They were also asked to motivate their answers.

#### 7.2.1 LIS and Archival Services

Table 7-1 summarises the responses received from employers in the LIS and archival services. The table shows that 16.1% of employers indicated that employment in their organisations had decreased from 2004 to 2009, 35.8% said it had remained the same, and 48.1% said employment had increased. Furthermore, 6.5% indicated that they expected a decrease in total employment over the period 2009 to 2014, 43.0% expected it to remain the same, and 50.5% expected employment to increase.

**Table 7-1**  
**Changes in total employment in organisations in LIS and archival services**

Total employment	2004-2009 %	2009-2014 (expected) %
Decrease	16.1	6.5
Remain the same	35.8	43.0
Increase	48.1	50.5
<b>Total</b>	<b>100.0</b>	<b>100.0</b>

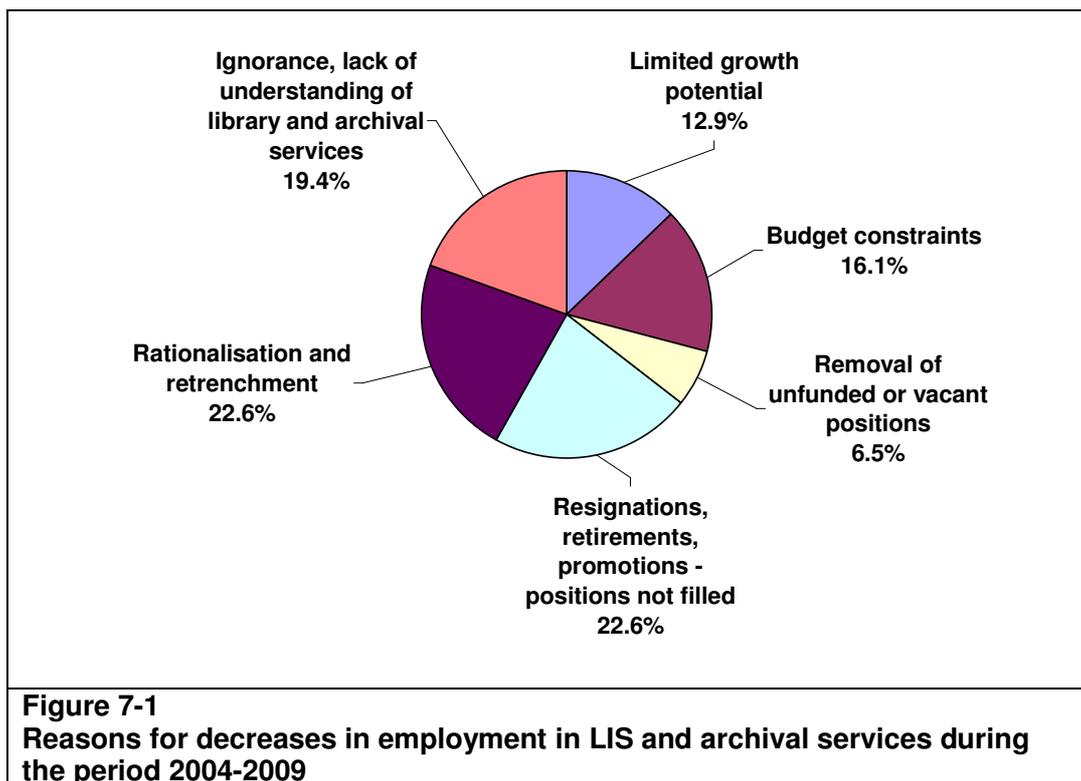
The percentage change experienced by employers in the past and the percentage change expected in future, together with the current employment figures, were used to calculate employment in the IMS in 2004 and expected employment in 2014. The results of these calculations are shown in Table 7-2. It is estimated that in 2004 a total of 10 753 people were employed, 839 of these in archival services and 9 914 in LIS. From 2004 to 2009, total employment increased by 3.2% per year, from 10 753 to

12 589. If individual employers' expectations of growth or decline in their respective organisations come true, total employment in the sector will increase by 1.8% per year, from 12 589 in 2009 to 13 757 in 2014.

**Table 7-2**  
**Total employment LIS and archival services: 2004, 2009 and 2014 (expected)**

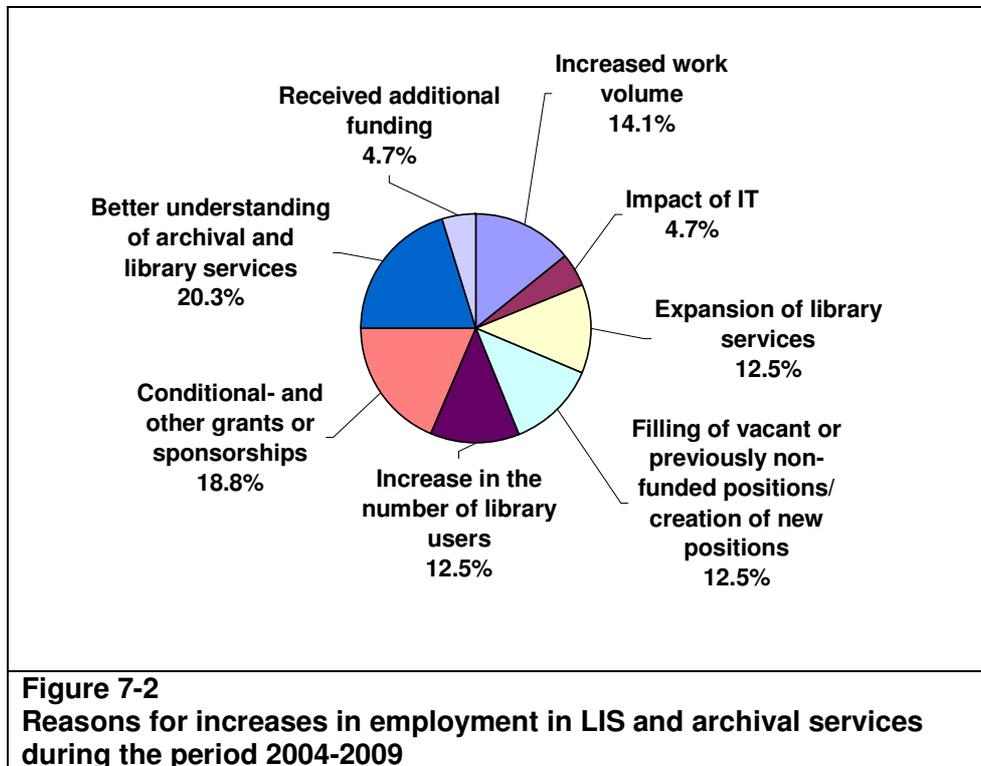
Component	Total em- ployment	Total annual growth	Total em- ployment	Total ex- pected annual growth	Total em- ployment
	2004	2004-2009	2009	2009-2014	2014
	N	%	N	%	N
Archives	839	4.0	1 020	2.4	1 149
Libraries	9 914	3.1	11 569	1.7	12 608
<b>Total</b>	<b>10 753</b>	<b>3.2</b>	<b>12 589</b>	<b>1.8</b>	<b>13 757</b>

The organisations that had experienced decreases in employment since 2004 gave the following reasons: vacant positions that could not be filled (22.6%), rationalisation in their organisations (22.6%), ignorance of managers about the value of the LIS or archival services that resulted in a reduction in the available positions (19.4%), and budget constraints (16.1%) (Figure 7-1).

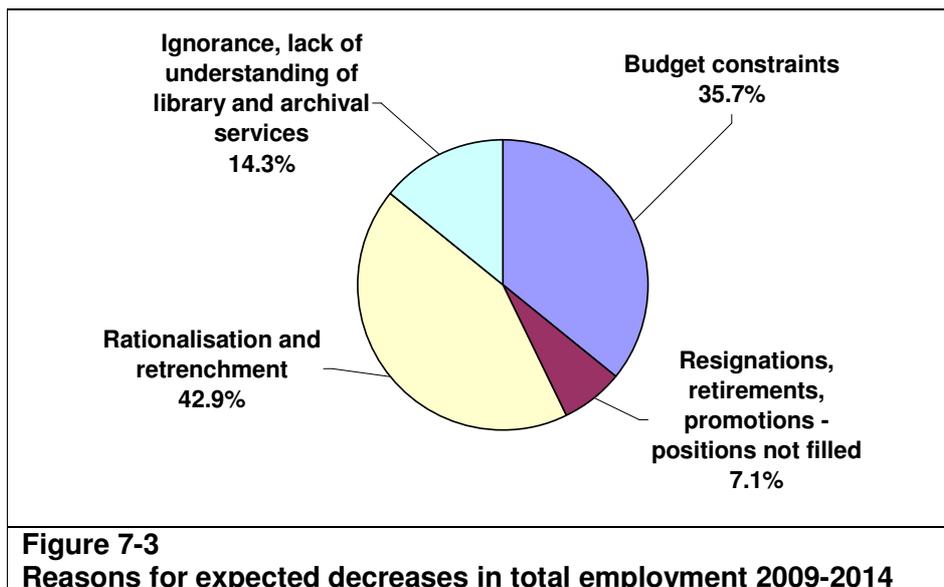


The reasons that employers gave for growth in employment are more or less the opposite of the reasons for the decline in employment cited above. Some ascribed their growth to a better understanding (among managers and decision makers) of the value and importance of library and archival services (20.3%), the implementation of conditional grants and other grants and sponsorships (18.8%) in librar-

ies, an increase in the number of library users (12.5%), and the filling of previously vacant or non-funded positions or the creation of new positions (12.5% — Figure 7-2).



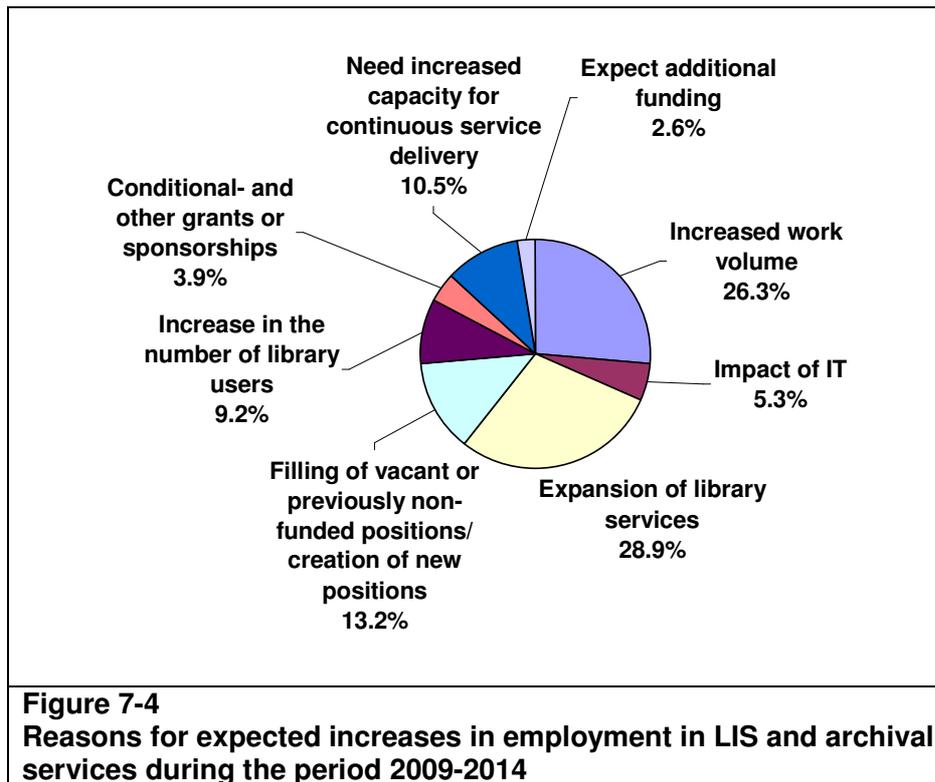
Of the employers who expected a decrease in employment for the period 2009 to 2014, 42.9% ascribed their expectations to possible future rationalisations and retrenchments, 35.7% to increased budget constraints, and 14.3% to a lack of understanding of the importance of library and archival services by senior managers (Figure 7-3).



Finally, employers who expected increases in employment over the next five years ascribed their expectations, among other things, to the expansion of library services (28.9%) and increased work volumes in libraries and archives (26.3% — Figure 7-4). According to some of the employers, more libraries are being built and more service points are being introduced in previously unserved rural areas. A variety of services aimed at the needs of specific user groups are also being introduced, such as mobile school libraries, toy libraries, and container libraries. Some also said that an increase in the need for public library services had been identified since the introduction of outcomes-based education (OBE) and, as there are only a limited number of functional school libraries, public library services have to be expanded to meet the needs of learners.

Employers in LIS and archival services also expected that previously non-funded positions would become funded, current (funded) vacant posts would be filled and that new positions would be created in order to staff new facilities. A number of employers expressed the view that their resources had reached a critical low and that service delivery would be in danger if their staff complements did not increase within the next five years.

A number of employers in local government were uncertain about employment growth. Growth depends on funding and libraries often compete for funding from the same budget as sport. These employers were therefore pessimistic about the funding that would be available for library services in the next five years, in view of the shrinking budgets, the emphasis that is placed on sport, and local government's financial obligations in terms of the 2010 Soccer World Cup tournament. Some of the provincial library services were also unsure about future growth in employment because of uncertainty about their future role, responsibilities and funding. One of the major issues that is still unresolved is whether provinces will take over the function of providing community library services from local government.



### 7.2.2 Records Management

A large number of employers in records management could not answer the questions on changes in employment (Table 7-3). However, of those who did most indicated that they had experienced growth in the past five years and that they expected further increases in the next five years. For the period 2004 to 2009, 3.1% indicated decreases in employment and 32.8% reported having experienced increases. Increases in employment were related to increases in work volume and increases in business as a result of mergers, acquisitions and the opening of new branches and restructuring. Similarly, increases in employment for the period 2009 to 2014 were expected by 29.7% of employers, while only 1.6% expected decreases in employment. Expected decreases in employment were linked to decreases in work volume and restructuring, while expected increases were ascribed to growth in the demand for records management services, the introduction of electronic records management, and larger work volumes.

**Table 7-3**  
Changes in total employment in organisations in records management

Total employment	2004-2009	2009-2014 (expected)
	%	%
Decrease	3.1	1.6
Remain the same/unknown	64.1	68.8
Increase	32.8	29.6
<b>Total</b>	<b>100.0</b>	<b>100.0</b>

### **7.3 LIS TRANSFORMATION CHARTER**

The LIS Transformation Charter makes two recommendations which, if implemented, will have a profound impact on the number of qualified librarians needed in the market. The first recommendation is that municipalities must employ qualified professionals in order that libraries can be managed effectively. The implication is that the number of professional librarian positions should be increased and – most probably – that the number of library assistant positions should be decreased.

The second recommendation is that professional librarians should be employed for the management of school libraries. However, the Charter indicates that in seven provinces in the country less than 10% of schools have functional LIS. In Gauteng 18.4% of schools have functional LIS and in the Western Cape 25% of schools have these services. From the information presented in the Charter it also seems as if most of the LIS in schools are staffed by educators and not by professional librarians.<sup>91</sup> If the spirit of the Charter is correctly interpreted, the second recommendation probably means that in the first instance all schools should have LIS and secondly that these services should be staffed by professional librarians.

### **7.4 DEMAND-PROJECTION MODEL**

#### **7.4.1 Development of the Model**

In order to arrive at an objective estimate of the number of people who will be needed to fill positions in future, a demand-projection model was developed for the IMS. The model includes only the LIS and archival components of the IMS. The records management component had to be excluded because of a lack of sufficient baseline employment data.

The demand-projection model was developed to project demand at the broad occupational level over the ten-year period from 2010 to 2019.

The model starts with baseline employment and vacancy figures as rendered by the employer survey (see Chapter 5). Further inputs that were used in the model are employment growth assumptions, assumptions regarding vacancy rates, retirement and mortality rates, and assumptions regarding people leaving the sector. Some of these variables were changed in order to create projections of the number of positions that need to be filled over the next ten years given certain circumstances or scenarios.

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<sup>91</sup> Department of Arts and Culture, LIS Transformation Charter, 5<sup>th</sup> Draft, January 2009.

**a) Employment Growth**

Employment growth in the IMS is mainly a function of political decision making and the availability of funding. At a minimum, LIS and archival services should keep up with the growth of the population – that is, retain the current ratio of library staff to members of the population. In 2008-2009 the South African population grew by 1.07%.<sup>92</sup> However, ideally LIS and archival services should exceed population growth in order to increase services and improve those that are currently not functioning optimally. In two of the scenarios that were constructed growth was kept at 0.75% per annum. In the third and more optimistic scenario growth of the sector was taken to be 2% per annum – more or less in line with the growth expectations of employers who participated in the employer survey.

**b) Vacancy Rates**

The vacancy rates reported in the employer survey are used in the model to establish the total number of positions in the sector. In Scenario 1 the vacancy rate was kept constant – at the level it was in 2009. In scenarios 2 and 3 vacancy rates were reduced gradually over the ten-year period so that all occupations end up with a vacancy rate of 2% in 2020.

**c) Retirement**

Estimates of retirement in each occupation are based on the age profile of employees in each occupation. Retirement age is taken as 60.

**d) Mortality**

Mortality rates have been kept at the level observed in 2009 in the employer survey.

**e) People leaving the Sector**

Unfortunately there are no official emigration statistics available.<sup>93</sup> Emigration is therefore not treated separately in the model but is implied in the figure of people leaving the sector. In all three scenarios it is estimated that 3% of the employees in LIS and archival services will leave these services to find employment elsewhere in the economy or will leave the labour market completely (e.g. women who become full-time home makers).

The assumptions used in the three demand scenarios are summarised in Table 7-4.

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<sup>92</sup> Statistics South Africa, Mid-year Population Estimates 2009, PO302, June 2009.

<sup>93</sup> Statistics South Africa discontinued the collection and publication of emigration figures in 2003.

**Table 7-4  
Assumptions used in employment-demand scenarios**

	<b>Scenario 1 Baseline</b>	<b>Scenario 2 Reduction in vacancies</b>	<b>Scenario 3 High growth and reduction in vacancies</b>
Employment growth	0.75% per year	0.75% per year	2% per year
Vacancy rates	Kept at 2009 levels	Reduced over ten-year period to 2%	Reduced over ten-year period to 2%
Retirement	As per age distribution in 2009	As per age distribution in 2009	As per age distribution in 2009
Mortality	As in 2008-2009	As in 2008-2009	As in 2008-2009
People leaving the sector	3% per year	3% per year	3% per year

#### **7.4.2 Projections of Employment Demand**

The results of the three demand scenarios are shown in tables 7-5, 7-6 and 7-7. Each of the tables shows the total number of positions that will exist in the LIS and archival services each year from 2010 to 2020. The tables also show the total number of positions that will have to be filled. The positions that will need filling consist of new positions and positions that will become vacant because of people retiring or leaving the sector and because of mortality. These positions comprise “replacement demand”. The three tables also show the number of new entrants that will be needed in three of the four key occupations: archivists, librarians, and library assistants. In the calculation of the number of new entrants that will be needed to fill the archivist and librarian positions it was assumed that managerial positions will be filled from the ranks of these two professions and that the movement of professionals into managerial positions will create an additional demand for new entrants.

In the demand-projection model the occupational matrix was kept unchanged. In other words, the assumption was made that employment demand will grow at the same rate for all occupations. However, in the employer survey employers were asked how they expected employment in the various occupations to grow or decline. The most important change that they foresaw was that technological development will reduce the demand for clerks and messengers. This change did not receive special attention in the model because it does not affect the key occupations – which are the focus of this study.

**Table 7-5**  
**Employment-demand projections: Scenario 1 – baseline**

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total number of positions	14 270	14 377	14 485	14 593	14 703	14 813	14 924	15 036	15 149	15 262	15 377
Number of positions to be filled	880	887	893	900	907	914	920	927	934	941	948
New positions	106	107	108	109	109	110	111	112	113	114	114
Replacement demand	774	780	786	791	797	803	809	815	822	828	834
<b><i>New entrants needed</i></b>											
Archivists	23	23	23	23	23	24	24	24	24	24	24
Librarians	219	221	222	224	226	227	229	231	233	234	236
Library assistants	364	367	370	372	375	378	381	384	386	389	392

**Table 7-6**  
**Employment-demand projections: Scenario 2 – reduction in vacancies**

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total number of positions	14 270	14 377	14 485	14 593	14 703	14 813	14 924	15 036	15 149	15 262	15 377
Number of positions to be filled	880	895	909	924	939	954	970	985	1 001	1 017	1 033
New positions	106	107	108	109	109	110	111	112	113	114	114
Replacement demand	774	788	801	816	830	844	859	873	888	903	919
<b><i>New entrants needed</i></b>											
Archivists	23	24	25	25	26	27	28	29	30	31	32
Librarians	219	224	229	233	238	243	248	253	259	264	269
Library assistants	364	369	374	380	385	390	396	401	407	413	418

**Table 7-7**  
**Employment-demand projections: Scenario 3 – high growth and reduction in vacancies**

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total number of positions	14 270	14 412	14 557	14 702	14 849	14 998	15 148	15 299	15 452	15 607	15 763
Number of positions to be filled	880	1 082	1 112	1 142	1 173	1 204	1 237	1 270	1 304	1 339	1 374
New positions	106	143	144	146	147	148	150	151	153	155	156
Replacement demand	774	790	805	822	838	855	872	889	906	924	942
<b><i>New entrants needed</i></b>											
Archivists	23	30	31	33	34	36	37	39	40	42	44
Librarians	219	233	238	244	249	255	261	267	273	279	285
Library assistants	364	386	392	399	405	412	418	425	432	439	446

## **7.5 FUTURE SKILLS REQUIREMENTS**

The previous sections of this chapter have dealt with the quantitative demand for skills. This section looks at the qualitative aspects of future skills demand – the actual skills that people will need.

### **7.5.1 LIS**

#### **a) Employer Perspectives**

Employers in the LIS envisaged a growth in the demand for librarians who can effectively deal with electronic information resources, search engines and databases. Systems and research librarians were specifically mentioned as specialisations in which the demand would increase. More librarians as well as library assistants with advanced IT skills will be required because new community libraries are being built (and are equipped with modern technology) and an increased number of existing libraries will be equipped with computers or upgraded to more advanced electronic systems. Furthermore, wider user access to the Internet is envisaged in the public sector and the need for information literacy among library users is growing. This means that library staff should be able to teach those skills and impart them to users.

Employers were also of the opinion that more librarians and library assistants will be needed to extend services to areas (usually rural) that were not serviced in the past. People working in these areas will have to know how to deal with typical challenges experienced in the developing world, such as how to manage a library without computers or electricity.

Employers also identified a need for more cataloguers due to, as one employer put it, “the lack of attention given to base (fundamental) library skills at universities in favour of the focus on IT”.

Employers finally pointed out that besides their traditional duties, librarians nowadays need to play an active role in the marketing, funding, development and maintenance of LIS. They need to advocate the importance of information, determine the information needs of the communities they serve, negotiate for funding, and organise activities and outreach programmes to address these needs. They also need to continuously follow up and seek feedback on their strategies to ensure that these remain effective. These tasks have to be accomplished in different contexts, ranging from highly developed technological settings to very basic poorly resourced settings. For these reasons, the knowledge base of librarians need to expand beyond satisfying the information needs of users to include managerial-, financial-, marketing-, research-, communication- and facility-management skills.

**b) User Perspectives**

As part of this study five focus groups were held with the users of community libraries. Although the users were not really able to comment on the skills of librarians, the list of concerns that they raised and the recommendations they made for the improvement of the LIS clearly support the views of employers that librarians need stronger advocacy skills. According to employers, librarians need to use these skills for defending users' rights to services and ensuring that library services are tailored to the needs of the communities and that all users have equal access. The user groups' inputs also underscored the need for sound managerial skills (including the management of facilities) as well as financial-, marketing-, research- and communication skills. (A full report of the inputs from user groups is attached as Annexure B).

**7.5.2 Archives**

A severe shortage of experienced archival skills is currently being experienced. According to employers from the archival services, changed legislation has resulted in an increase in the collections that have to be managed and preserved. As in the LIS, employers in archives also emphasised the need for archivists with strong technology skills. The national and provincial archival services could not keep up with new technological developments. For example, employers indicated shortages of skills in film, video and sound preservation and especially archivists of skills in digitisation, scanning, colour correction, and other detailed technical work.

The archival function needs to be re-established in some of the provinces where it has collapsed. Employers also reported an increased awareness of South Africa's archival heritage among the public. These factors will stimulate the demand for archivists – especially people with the leadership and managerial skills to establish and develop a new function.

**7.5.3 Records Management**

Employers reported that there is a severe shortage of people with sound records management skills and most employers expected growth in the demand for records managers and registry staff – for example, registry clerks, scanners, indexers and other administrators. Employers in this component of the IMS also emphasised the need for people with highly developed technological skills because of the “electronic explosion” and the sophisticated technology that is currently coming onto the market but that is difficult to implement.

**7.6 CONCLUSIONS**

This chapter started with an analysis of the quantitative employment demand that can be expected in the IMS in the future. Employers' experiences of growth in the last five years were reported on, as well as their growth expectations for the next five years. The time periods employers were

questioned on were limited to five years into the past and into the future, because most people find it difficult to foresee changes over a period that exceeds that. It was interesting to note the strong resemblance between employers' previous experiences and their expectations for the future – those who had experienced a decline in employment tended to be relatively negative about the future, while those who had experienced some growth tended to be more optimistic. The overall employment growth that employers expected amounts to 1.8% per year.

Another perspective on the number of people who will be needed in the future was derived from a demand projection model that was developed as part of this study. Unfortunately, the model had to be limited to the LIS and archival services components of the IMS as the baseline information on records management was not sufficient for inclusion in the model. The model projects demand over a ten-year period and some of the variables were adjusted to create three different scenarios. The model projects the number of new positions that will be created in each of the broad occupations as well as the replacement demand that will emanate from employees' retirement, death or movement out of the sector. In Chapter 10 the demand projections of the key professional occupations are compared to the projections of supply from the public higher education sector.

The employer survey clearly showed that developments in IT are a main driver of a shift in the type of skills needed in all three components of the IMS. Employers were almost unanimous in their view that IT skills are becoming increasingly important and that various IT-linked specialisations are developing within the key occupations. In contrast, employers involved in community library services also emphasised that librarians working in rural and less developed areas need the skills to run a community-orientated service without technological backing. Professionals who work in these areas don't only need the technical skills (in a sense, the "old fashioned" skills) to provide a service with the minimum of resources, they also need the motivation and passion to do so.

A theme that recurred throughout the study was that in the eyes of funders, decision makers and students and potential students the IMS doesn't have the standing it deserves to have in organisations. The extent to which the lack of recognition affects the supply side of the labour market is explored in later chapters of this report. At this stage suffice it to say that the lack of recognition is also indicative of a need for stronger leadership and advocacy skills – especially among the professionals in the sector.

## **8 EDUCATION AND TRAINING OFFERED BY HIGHER EDUCATION INSTITUTIONS**

### **8.1 INTRODUCTION**

This chapter describes the qualifications and educational programmes that supply the key professionals employed in the IMS: librarians, archivists and records managers. Formal qualifications are currently offered only by a number of public higher education institutions (HEIs).

The chapter starts with a description of the educational landscape. This includes a description of the institutions that offer education that is relevant to the IMS and the qualifications and programmes that they offer. We also describe the recent and imminent changes to the landscape.

The chapter also discusses the education and training capacity of these institutions – their academic staff and the available infrastructure.

### **8.2 THE EDUCATIONAL LANDSCAPE**

Currently ten public higher education and training institutions in South Africa offer education and training in the library and information sciences, archival sciences and records management – nine universities and one university of technology (Table 8-1).

The programmes offered at these institutions fall under different faculties, schools and departments. Most of the programmes reside under faculties of arts and humanities. However, the programmes offered at the Durban University of Technology (DUT) fall under the Faculty of Accounting and Informatics and at the University of Pretoria (UP) under the Faculty of Engineering, Built Environment and Information Technology. The location of some of the educational programmes in faculties with a strong technology focus can be ascribed to the important role of IT in the library and information science field and the efforts of the schools or departments in the field to address the market needs. At the Walter Sisulu University (WSU) the LIS programme is located in the Faculty of Education. Most of the departments or schools use the term “library and information studies” or “library and information science” in their names.<sup>94</sup>

Two other universities, the University of Johannesburg (UJ) and Stellenbosch University (SU) changed their qualifications to include only information and knowledge management and exclude any reference to librarianship. (These two institutions do not see their training as part of the library and information science field.) The transformation of HEIs in the early 2000s led to the closing of two schools in the field (at the University of the Free State and at North-West University).

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<sup>94</sup> Ocholla and Bothma mention that in the past most of the departments were named “departments of library science”, “library studies”, or “librarianship”. In the 1980s the names changed to “departments of library and information science/studies”. In the 1990s some of the names changed to “departments of information science/studies”. The University of Johannesburg changed the name of its department to “Department of Information and Knowledge Management”.

Ocholla and Bothma<sup>95</sup> remark that South Africa is the only country in Africa where departments or schools in the LIS field have decreased in number over the last ten years – from 18 to the current 10 – with a further possible closure of a department at the University of Cape Town (UCT) in 2010. These authors argue that the closure of all these departments is mainly the result of the transformation of the higher education sector in South Africa. (The transformation involved the downsizing and/or merging of some of the institutions and led to the formation of new structures.) The lack of interest in the LIS field and the consequent decline in student numbers further added to the decline in numbers of departments and schools.

**Table 8-1**  
**List of higher education institutions (HEIs) offering library and information science, archival and records management programmes**

Province	University	Faculty/School	Department/School
Eastern Cape	University of Fort Hare	School of Social Sciences	Library and Information Science
Eastern Cape	Walter Sisulu University	Education	School of Social Sciences and Development Studies (Library and Information)
Gauteng	University of Pretoria	Engineering, Built Environment and Information Technology	School of Information Technology (Department of In-
Gauteng	University of South Africa (UNISA)	College of Human Sciences	School of Arts, Education, Languages and Communication
KwaZulu-Natal	Durban University of Technology	Accounting and Informatics	Information and Corporate Management (Library and Information Studies)
KwaZulu-Natal	University of KwaZulu-Natal	Humanities, Development and Social Science	School of Sociology and Social Studies
KwaZulu-Natal	University of Zululand	Arts	Department of Information Studies
Limpopo	University of Limpopo	Humanities	School for Language and Communication Programmes
Western Cape	University of Cape Town	Humanities	Department of Information and Library Studies, Centre for Information Literacy
Western Cape	University of Western Cape	Arts	Library and Information Science

<sup>95</sup> Ocholla D & Bothma T. 2007, Library and Information Education and Training in South Africa in Libraries for the Future: Progress and Development of South African Libraries, Bothma, T., Underwood, P. Ngulube, P Eds. Publication of papers delivered at the World Library and Information Congress, 73<sup>rd</sup> IFLA General Conference and Council, Pretoria.

### **8.3 SCOPE AND NATURE OF EDUCATION AND TRAINING**

#### **8.3.1 Qualification and Programme Description**

If the entry-level educational programmes in library and information sciences offered by the 10 HEIs are studied, five different models emerge. These models are named for the purposes of this discussion models A to E and are summarised as follows:

Model A refers to four-year professional degrees in library and information sciences at (old) NQF Level 7. These degrees give direct access to master's degree studies.

Model B refers to four-year first degrees in library and information sciences at (old) NQF Level 6. These are followed by an honours degree at NQF Level 7, which gives access to master's degree studies.

Model C refers to one-year postgraduate diplomas in library and information science that follow on from any first degree. Most of these diplomas give access to masters degree studies.

Model D refers to first three-year degrees in information science followed by honours degrees in information science – some with specialisations in library and information studies.

Model E consists of a national diploma followed by a BTech degree in information sciences.

Some of the HEIs offered more than one model at the time of the study. In some instances some of the courses were dormant because of a lack of interest from students.

The universities of Zululand (UZ)<sup>96</sup>, Limpopo (UL) and Walter Sisulu University (WSU) offer both the undergraduate degree and the postgraduate diploma. UNISA and the universities of Fort Hare (UFH) and Pretoria (UP) offer the undergraduate degree route. The University of Cape Town (UCT) and the University of KwaZulu-Natal (UKZN) offer the postgraduate diploma route. The University of the Western Cape (UWC) offers the undergraduate degree route as well as a variation of the postgraduate diploma: the two-year Bachelor of Library and Information Science (Alt) degree for students with any other B-degree.

All undergraduate programmes are followed by postgraduate programmes – i.e. honours degree programmes that lead to masters degree programmes (both coursework and research). Masters programmes are followed by doctoral research programmes offered by most of the institutions.

UWC and the UKZN offer training at certificate level for school librarians. There seems to be a growing demand for this qualification since the national Department of Education is placing new

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<sup>96</sup> Although BLIS is offered the programme has been inactive over the last couple of years due to a lack of student interest. According to the university's internal arrangements undergraduate programmes are only offered if more than 10 students enroll for the first year.

emphasis on LIS. The future plans of some of the LIS schools or departments in this regard are reported on in Section 8.3.2.

The DUT offers a National Diploma in Library and Information Studies. This is followed by the BTech degree in Library and Information Studies (a further one year of study).

Education and training in archives and records management is currently offered at UNISA (National Certificate: Archival Studies) and at the University of Fort Hare (Post Graduate Diploma in Archives and Records Management). UNISA indicated that their National Certificate will be phased out and will be replaced by the Higher Certificate in Archives/Record Management. UKZN also offers a post graduate diploma in records and archives management. At the time of the visit to the university the programme was inactive, because they didn't have a staff member to offer the programme. An appointment was made subsequently and the programme was resumed in 2010.

Historically the undergraduate programmes focused on the education and training of library professionals, but more institutions have started to widen the scope of their undergraduate programmes to include other related fields such as IT, knowledge management, records management, multimedia and publishing.

As part of its BA Honours programme in Information Science, the University of Johannesburg offers a semester module in electronic records management. Candidates in possession of any relevant Bachelors degree on NQF Level 6 with appropriate subject knowledge are considered.

The University of the Witwatersrand (WITS) offers Archives: Theory and Practice at a Masters level. It is part of an MA by coursework and research report in the field of Heritage Studies. The degree can also be taken by students in cognate disciplines such as history and political studies, anthropology and history of art<sup>97</sup>.

Table 8-2 summarises the programmes offered by the different institutions. For completeness the masters' and doctoral level courses are included in the table. However, for the purpose of this study the emphasis is on qualifications up to honours level.

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<sup>97</sup> Information provided by Professor Cynthia Kros, Head of the Arts, Culture and Heritage Management department at WITS.

**Table 8-2**  
**Qualifications in the library and information science, archival and records management fields**

Institution	Certificate	National Diploma	Bachelor's Degree	Postgraduate Diploma	Other Post Graduate	Honours	Masters	PhD
<b>1. University of Cape Town</b>				Postgraduate Diploma in Library and Information Science		Bachelor of Library and Information Science (Honours)	Masters in Library and Information Science (by research or coursework and minor dissertation); MPhil	PhD in Library and Information Science
<b>2. University of Fort Hare</b>		Diploma in Library and Information Science	Bachelor of Library and Information Science (4 years)	Postgraduate Diploma in Archives and Records Management		Bachelor of Library and Information Science (Honours)	Masters in Archives and Records Management	PhD in Library and Information Science
<b>3. University of KwaZulu-Natal</b>	Advanced Certificate in Education - School library development and management			Postgraduate Diploma in Information Studies		Bachelor of Library and Information Science (Honours)	Masters in Information Studies (Research)	DPhil
				Postgraduate Diploma in Records and Archives Management (not at the moment)			Masters in Library and Information Science (course work)	
<b>4. University of Limpopo</b>			Bachelor of Information Studies (4 years)	Postgraduate Diploma in Information Studies		Bachelor of Information Studies (Honours)	Masters in Information Studies	PhD in Information Studies

Institution	Certificate	National Diploma	Bachelor's Degree	Postgraduate Diploma	Other Post Graduate	Honours	Masters	PhD
<b>5. University of Pretoria</b>			Bachelor of Information Science (3 years)			Bachelor of Information Science (Honours)	Masters in Information Science (research)	DPhil in Information Science
							Masters in Information Science (course work)	
<b>6. University of South Africa</b>	National Certificate: Archival Studies - phasing out	Diploma in Information Services for Children and Youth (phased out 2013)	Bachelor of Information Science (3 years)			Bachelor of Information Science (Honours)	Masters in Information Science	DPhil in Library and Information Science
		Diploma in Information Science – phased out by 2013	Bachelor of Arts with major: Information Science (3 years)			BA Honours (Degree Archival Science) - still on, no future	MA Information Science	
<b>7. University of the Western Cape</b>	Advanced Certificate in Education (ACE): School Librarianship		Bachelor of Library and Information Science (4 years)		Bachelor of Library and Information Science (Alt) (2-years) for students with any B-degree		Masters in Information Studies - full dissertation	PhD in Information Studies
			Bachelor of Library and Information Science (Education) (dual professional teaching and				Masters in Information Studies - structured	

Institution	Certificate	National Diploma	Bachelor's Degree	Postgraduate Diploma	Other Post Graduate	Honours	Masters	PhD
			librarianship professional qualification) (4 years)					
<b>8. University of Zululand</b>			Bachelor of Arts (Information Science) (3 years)	Postgraduate Diploma in Library and Information Science		Bachelor of Library and Information Science (Honours)	Masters in Library and Information Science	DPhil in Library and Information Science
			Bachelor of Arts (with information Science as dual major)	Postgraduate Diploma in Specialised Education-School Librarianship				
<b>9. Walter Sisulu University</b>			Bachelor of Library and Information Science (4 years)	Postgraduate Diploma in Library and Information Science		Bachelor of Library and Information Science (Honours)	Masters in Library and Information Science (course work and dis-	
<b>10. Durban Institute of Technology</b>		National Diploma (NDip) in Library and Information Studies	BTech in Library and Information Studies				MTech in Library and Information Studies	DTech in Library and Information Studies

### 8.3.2 Changes in Courses and Curriculum

#### a) Programmes that have been discontinued since January 2007 or that will be discontinued in the next two years

The educational institutions that participated in this study were asked if any of their programmes or courses had been discontinued since January 2007 and if they planned to discontinue any more in the next two years. Seven institutions answered in the affirmative (Table 8-3). After UNISA and the former Technikon South Africa (TSA) merged, the different qualifications had to be amalgamated. The institution conflated the four-year programme into a three-year degree programme (Bachelor of Information Science). The institution also realised that a higher subsidy is earned for a three-year undergraduate programme followed by an honours programme than for an integrated four-year programme. The Diploma in Information Services for Children and Youth is still running but will be phased out by 2013 because of dwindling student numbers over the past couple of years. The institution sees this programme as ideally to train school librarians, given the new demand in this regard from the Department of Education. According to UNISA, this programme could also contribute towards work in the children's sections of public libraries, as the module content could easily be adapted to serve this purpose.

UWC discontinued its two-year Lower Diploma in Library (Information Science). Its Diploma in School Librarianship (one year) became the Advanced Certificate in Education (ACE) for school librarians. The reasons for this change were twofold: first, there was a great deal of overlap between the diploma in School Librarianship and the ACE and, second, teachers no longer get leave to do the diploma. (The ACE programme is semester based and is offered during school holidays, which makes it easier for teachers to attend.) UWC plans to discontinue the Bachelor of Library and Information Science (Education) because the qualification has been dormant for some time.

The WSU discontinued the Bachelor's Degree in Library and Information Science in January 2007 because of the low uptake for the qualification.

UFH is planning to discontinue its undergraduate programmes. According to the UFH respondent, there is a duplication of programmes and the curricula are dated. The institution can't keep up with the development in the field because of staff-capacity constraints.

UP is planning to discontinue the library science related modules in its BIS because of a lack of interest from students. Similarly, UZ plans to discontinue its four-year Bachelor of Library and Information Science programme because of a lack of interest.

**Table 8-3**  
**Programmes/courses discontinued since Jan 2007 or set to be discontinued in the next two years**

Institution	Discontinued since Jan 2007	Reasons	Plan to discontinue in next 2 years	Reasons
UNISA	Conflated 4-year degree into 3-year degree	Merge with TSA	Diploma in Information Services for Children and Youth is still running but will be phased out by 2013	Dwindling student numbers
UWC	Lower Diploma Library (Information Science)	Domestic reasons	Bachelor of Library and Information Science (Education)	Qualification has been dormant for some time
	Diploma in School Librarianship (1 year)	Overlap between the diploma in School Librarianship and the ACE Teachers do not get leave anymore to do the diploma		
Walter Sisulu University	Bachelor in Library and Information Science	Low uptake for qualification		
University of Fort Hare			Undergraduate programmes	Duplication of programmes Curricula are dated – development in profession and UFH doesn't have the capacity to cover new areas
UP			Library science modules	Lack of interest
University of Zululand			Bachelor of Library and Information Science (4 years)	No interest for programme, duration too long

**b) New courses or programmes introduced since January 2007 and plans for the next two years**

Six institutions indicated that they have introduced new programmes or courses since January 2007 and five said they plan to introduce new programmes within the next two years (Table 8-4). The new programmes mostly relate to needs in the market such as archives and records management, school librarianship, IT, knowledge management, indigenous knowledge systems, and publishing.

UNISA intends to introduce a new programme in 2012: a Higher Certificate in Archives/Record Management. UFH introduced its postgraduate diploma in this field in 2007.

Three institutions are planning programmes in school librarianship or school library management and one plans to introduce a one-year Higher Certificate in Records and Information Management and two-year Advanced Certificate in Records and Archives Management. The DUT plans to offer some of their qualifications through distance learning.

Some of the universities are also introducing coursework masters degrees. UWC introduced a structured masters degree (Information Studies) in January 2007 for two reasons: the university is of the opinion that a four-year professional degree followed by a masters programme serves the requirements of the labour market better than an honours degree would; and students struggle to complete a full masters thesis. The coursework option seems to be a way to increase the throughput of students at this level.

It is clear that the institutions are responding to the decline in interest in library and information sciences by diversifying their programmes, providing additional qualifications in related information areas, and by enriching their curricula through the introduction of market-orientated courses.

**Table 8-4**  
**New programmes/courses introduced since Jan 2007**

Institution	New courses / programmes since Jan 2007	Reasons
University of Fort Hare	Postgraduate Diploma in Archives and Record Management	Increase in demand for this qualification
UP	Indigenous knowledge systems (module)	Demand from the market
	Digital libraries	Demand from the market
UNISA	Bachelor of Information Science (3-years)	Merger necessitated it
		Earn more subsidy for a 3-year degree plus a separate honours than for a 4-year degree
UWC	Masters (Information Studies) (course work)	Discarded the honours degree; now 4-year degree followed by masters
		Students struggle to complete full masters thesis
	Advanced Certificate in Education (ACE) for School Librarians	Overlap between the Diploma in School Librarianship and the ACE
		Teachers do not get leave anymore to do the diploma – the ACE programme is semester based and offered during school holidays, which makes it easy for teacher to attend
Walter Sisulu University	Business information sources and services	Re-design curriculum to accommodate more students
	Management Information Systems	Re-design curriculum to accommodate more students
	Masters level use of statistical packages for research and international issues in information science	

### 8.3.3 Other courses available

Stellenbosch University (SU) offers a three-year undergraduate programme in socio-informatics, a professional qualification in informatics that offers students the opportunity to pursue their informatics studies at the interface with Social Sciences. According to the university's website, "the programme does not prepare students for any specific occupation but helps them to mediate generic knowledge of technological systems – as well as of human and social dynamics, to analyse every situation with confidence, and to apply their own initiative." The undergraduate programme leads to honours, masters and doctoral programmes in socio-informatics. Professional studies in informatics can also be pursued in the Faculty of Economic and Management Sciences at SU. The two biggest employers of professionals trained in informatics are corporates and governments.<sup>98</sup>

The University of Johannesburg's (UJ) Department of Information and Knowledge Management (in the Faculty of Management) offers a three-year Bachelor of Information Science degree with information management as a compulsory major subject. According to UJ, the degree programme gives students the ability to obtain, manage and communicate information and emphasises the electronic environment, such as the Internet and World-Wide Web. The undergraduate programme leads to honours, masters and doctoral programmes in information science. UJ states that any of the following jobs can be pursued, depending on the combination of subjects included in the course and the student's practical experience:

- Information specialist (acting as an expert on information and information sources, especially those in electronic format);
- Information consultant (giving advice on information systems);
- Information analyst (providing expertise in the value-adding of information);
- Internet and intranet expert (managing Internet/World-Wide Web information sources);
- Database vendor (creating, searching and using commercial databases);
- Indexer (organising information for electronic databases);
- Records manager (organising mainly unpublished information sources);
- Marketing researcher (researching the information needed by decision makers); and
- Information and knowledge manager (managing information and intellectual capital).<sup>99</sup>

The websites of 17 accredited private higher education institutions with NQF Level 5 and NQF Level 6 qualifications in fields such as administration management, business administration, business management and information management were visited to determine if training in records

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<sup>98</sup> The Programme in Socio-Informatics. [www.informatics.sun.ac.za/SI](http://www.informatics.sun.ac.za/SI) Accessed 4 August 2009.

<sup>99</sup> Information Science (BA) <http://www.uj.ac.za/infoman/FieldsOfStudy/Undergraduate/Bachelor/InformationScienceBA/tabid/12865/Default.aspx> Accessed 27 December 2009.

management formed part of their qualifications. In some instances, the institutions were contacted telephonically. The following institutions were investigated:

- Centurion Academy (Pty) Ltd
- CIDA City Campus
- Damelin College
- Graduate Institute of Management and Technology (Pty) Ltd
- Prestige Academy
- Helderberg College
- ICESA City Campus (Pty) Ltd
- Independent Institute of Education (Pty) Ltd
- Lyceum College (Pty) Ltd
- Management College of Southern Africa
- Midrand Graduate Institute (Pty) Ltd
- Monash South Africa
- Oval International Computer Education cc
- PC Training and Business College (Pty) Ltd
- Regenesys Management (Pty) Ltd
- Regent Business School
- Southern Business School (Pty) Ltd.

Of the 17 institutions, only three offered qualifications that contain modules in records management (Table 8-5) on NQF levels 5 and 6. For example, the Centurion Academy offers a two-year diploma in administrative management with a module in records management. The Southern Business School offers a three-year diploma in management. This diploma has two exit levels. The first is after 120 credits — after one year of study the student obtains the Certificate in Management, which is a full qualification on NQF Level 5. The second exit level is the 360-credit Diploma in Management on NQF Level 6. Records management is one of the fields of specialisation around which the diploma can be structured. According to Damelin College, record management forms part of all its modules in information systems and also its module in database management.

**Table 8-5  
Accredited private HE institutions offering modules in records management**

Institution	Qualification	NQF Level	Credits
Centurion Academy (Pty) Ltd	Diploma in Administrative Management (2 years)	5	200
Southern Business School	Certificate in Management (1 year)	5	120
Southern Business School	Diploma in Management	6	360
Damelin College	Bachelor of Commerce: Information Management	6	360

All the training programmes discussed thus far lead to qualifications that have been registered on the NQF by the specific providers (referred to by SAQA as “provider based” qualifications). However, standards generating bodies also registered qualifications that are relevant to the IMS. They are:

- The Further Education and Training Certificate in Archives and Records Management (NQF Level 4)
- The Further Education and Training Certificate: Library Practice (NQF Level 4) and
- The National Certificate: Library and Information Services (NQF Level 5).

At the time of this study only the FET Certificate: Library Practice had one accredited training provider. The other two qualifications did not have any uptake yet.

As part of the study the research team also looked at relevant education and training in other Southern Africa Development Community (SADC) countries. The objective was only to identify the institutions and the courses that they offer – not to study them in-depth. The results of this search are summarised in Annexure C.

## **8.4 EDUCATION AND TRAINING CAPACITY**

### **8.4.1 Academic Staff**

At the time of this study the relevant teaching departments at the nine universities and one university of technology that offered education and training in library and information sciences, archival sciences and records management had 62 academic staff members in their full-time employ. Table 8-6 shows the gender, population group and age of these staff members, as well as their highest educational qualification distribution. A number of additional staff members were employed on a part-time basis and are not recorded in the table. Most of them were postgraduate students. Some departments did not have administrative support or had to share administrative support with other departments. Professors were heading six of the departments, while senior lecturers were heads of departments at three universities and one university of technology. All but one of the heads of departments had doctoral degrees.

Of all the university staff employed in the relevant departments, 41.9% were appointed as lecturers. Nearly two-thirds (64.5%) were women and one-third (35.5%) men. Half were white (50.0%), 35.5% African, 8.1% coloured and 6.5% Indian. Most academics (61.3%) were older than 40 but younger than 61, while 16.1% were older than 60. The majority (85.5%) had at least a masters degree.

**Table 8-6**  
**Staff profile at training institutions: position, gender, population group, age and highest educational qualification**

<b>Position</b>	<b>N</b>	<b>%</b>
Professor	8	12.9
Associate professor	8	12.9
Senior lecturer	12	19.4
Lecturer	26	41.9
Junior lecturer	8	12.9
<b>Gender</b>		
Women	40	64.5
Men	22	35.5
<b>Population group</b>		
African	22	35.5
Coloured	5	8.1
Indian	4	6.5
White	31	50.0
<b>Age group</b>		
30 years and younger	6	9.7
31 to 40 years	8	12.9
41 to 50 years	18	29.0
51 to 60 years	20	32.3
61 years and older	10	16.1
<b>Highest educational qualification</b>		
First degree/national diploma (NQF 6)	1	1.6
Honours degree/BTech degree/higher diploma (NQF 7)	8	12.9
Masters degree (NQF 8 or above)	25	40.3
Doctoral degree (NQF 8 or above)	28	45.2

### 8.4.2 Staff Turnover

In the period 1 August 2008 to 31 September 2009, ten academics in library and information sciences, archival sciences and records management left the service of their employers. Of those, six resigned, three retired and one passed away. This constitutes a staff turnover rate of 15.4%. From the turnover rate it is clear that education and training institutions experienced difficulties in retaining staff. Only three departments were able to retain their full staff complement.

Respondents from four institutions indicated that at the time of the survey their departments had vacant positions that were not funded (frozen). These eight positions were frozen because of financial constraints and poor student-staff ratios.

### 8.4.3 Vacancies

Respondents from nine of the institutions indicated that they had 21 vacancies for academic positions in their departments (Table 8-7). Of those, ten were for lecturer positions and five for senior lecturer positions. Only the Library and Information Science Department at UCT, which was struggling to survive, did not report any vacant positions. All the training institutions reported difficulties in recruiting suitable candidates to fill vacancies. More than half (13) of the 21 positions had already been vacant for more than six months.

**Table 8-7  
Number and type of vacancies at training institutions**

Job title	N	%
Junior lecturer	4	19.0
Lecturer	10	47.6
Senior lecturer	5	23.8
Senior lecturer/associate professor	1	4.8
Professor	1	4.8
<b>Total</b>	<b>21</b>	<b>100.0</b>

The respondent institutions attributed their difficulties in finding suitable candidates to a scarcity of people with the required qualifications and teaching and research experience. Black people who fulfil these requirements were even more difficult to recruit, while universities and universities of technology were not eager to appoint black foreigners as they did not qualify as employment equity candidates. Even if appropriate candidates could be found, most were not prepared to work for the salaries paid by training institutions. Institutions outside metropolitan areas found it more difficult to fill vacant positions. However, departments had made a number of part-time and contract appointments to mitigate the situation.

### 8.4.4 Higher Education Institutions' Growth Expectations

Respondents were asked about the growth or decline in employment in their departments over the past five years and about expected changes over the next five years. They were also asked about the reasons for change.

In 2004, a total of 108 academic and non-academic staff members were employed in the ten institutions that participated in the study. (The number of staff employed in the institutions that closed down their library and information science departments was not included.) This figure dropped to 72 in 2009. The staff complement at three institutions remained the same between 2004 and 2009 while seven institutions experienced a decrease in employment. Only four institutions said that they expected an increase in employment over the next five years and, if their expectations are realised, the academic staff complement will reach a total of 81 by 2013.

A decrease in student numbers, the inability to replace staff members who had left and the impact of the cost-factor model<sup>100</sup> that training institutions use to determine departments' affordability were blamed for decreases in employment that had occurred since 2004. Expectations for future growth in employment in departments are based on expected growth in student numbers and expectations related to the government's plans to develop the LIS sector. The phasing out of educational programmes, decreases in enrolments, limited financial resources and the location of one of the training institutions were reasons given for the lack of growth expected in employment until 2013.

#### **8.4.5 Restrictions on Student Numbers**

Various questions were posed to the HEIs in order to establish whether their current education and training capacity is fully utilised and whether there are any factors in the institutions themselves that restrict student intake – for example, race and gender targets or caps on first-year intakes.

Most respondents said that in their institutions the maximum number of students allowed per course was determined at executive management level and not by the departments themselves.

Restriction on numbers will only apply to first-year enrolments. However, none of the institutions would really show prospective students away – on the contrary, they found it hard to attract students. Some of the institutions indicated that they would cancel a programme in a particular year if they don't have a prescribed minimum of enrolments.

The majority of training institutions indicated that departments do not set any targets or apply any ratios to race, gender or disability when admitting students to their courses. Only one institution's equity policy applied not only to staff but also to the students that it admits. Respondents from another institution commented that, although they set no targets or apply any ratios when admitting students, the students in their department are almost all black and that they felt that they had an unbalanced student profile. Another institution applies a rural-urban ratio to their admissions to the ACE – that is to ensure that their training reaches enough teachers in rural areas.

Seven of the institutions indicated that it would not be possible to increase their student numbers without increasing their staff and infrastructure. To accommodate more students, most of the institutions would need to fill their vacancies or appoint additional staff with skills in areas such as knowledge management and advanced IT. More support staff would also be required to take care of administrative tasks currently being done by academics. In terms of infrastructure, additional finances would be needed to subscribe to more databases and e-journals, for example.

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<sup>100</sup> The model is used to determine how financially viable a department is in terms of its own income and expenses. For example, if a department's expenses are high (because of its employment of highly qualified staff) and its income is small (because of low student numbers), the department has to take measures to set the balance right. It has to increase enrolments or reduce staff, for example.

Three of the training institutions, on the other hand, indicated that they could increase their student numbers. Two institutions indicated that they could take 400% more students without increasing their capacity. However, both institutions had a small number of current enrolments. Another institution indicated that it could accommodate 50% more students without increasing its current capacity.

**3.4.6 Education and Training Infrastructure**

Respondents at training institutions had to comment on and rate their current training infrastructure and were asked to explain the major problems and challenges that their departments experienced in terms of infrastructure.

Table 8-8 shows a list of training-infrastructure components that departments might have and the respondents’ ratings of their own infrastructure against these. Most (7 out of the 10) respondents were satisfied with their department’s access to information databases and search engines and the hardware and software support they received from their institutions. Six were not satisfied with the availability of computers with the capacity to conduct information searches effectively and five were not satisfied with the availability of software packages and programmes relevant to librarians, archivists and record managers. The majority of training institutions did not have access to simulation facilities. Overall, the historically white institutions seemed to be better off than the historically black institutions.

**Table 8-8  
Rating of training infrastructure at training institutions**

Aspects related to infrastructure	Satisfac- tory	Not satisfac- tory	Not avail- able	To- tal
Availability of computers with the capacity to conduct information searches effectively	4	6		10
Access to information databases and search engines	7	3		10
Availability of software packages and programmes relevant to librarians, archivists, records managers	5	5		10
Support with hardware	7	3		10
Support with software	7	3		10
Simulation facilities e.g. virtual libraries, repositories	2	1	7	10
Language laboratory	4	3	3	10

Some institutions are financially stronger and in better positions than others. Limited finances make it difficult for especially historically black institutions to give students the necessary practical training. First, a lack of technical infrastructure, such as computer laboratories, prohibits practical training; second, a lack of dedicated staff responsible for practical education limits the practical exposure of students. In many of the institutions the institution’s own libraries are used for the

practical training of students. However, the universities' librarians have heavy work loads and don't always have the time to attend to the practical training of students.

Another consequence of the financial constraints experienced by the historically black institutions is the fact that facilities and materials provided in the past by donors such as the Carnegie Foundation and the European Union are not properly maintained and upgraded and are becoming outdated and even dilapidated. The institutions lack the financial resources, technical support and security services to maintain the facilities. For example, a valuable reading collection received by one of the institutions a few years ago could only be maintained but not updated and is now becoming obsolete. Similarly, electronic equipment and software (some of which is extremely expensive) cannot be upgraded.

Another constraint mentioned by institutions is the restriction on band-width, which makes it difficult to access the Internet<sup>101</sup> and to provide students with the necessary practical training opportunities. In addition, erratic power supply in some areas slows down all educational activities and interferes with and curtails the use of electronic equipment.

Distance education providers are faced with a unique set of challenges. Their students find themselves in circumstances that make it impossible to impose practical training requirements on them. Distance education, therefore, tends to be mainly theoretical.

### 3.5 CONCLUSIONS

This chapter portrays an educational system that has been under severe pressure over the last number of years. The institutions that offer training for the key professional occupations in the IMS have been profoundly affected by:

- The restructuring of the higher education sector;
- A marked decline in the image of the IMS and, as a consequence, dwindling student numbers;
- Financial constraints; and
- Skills shortages resulting in high vacancy rates and staff shortages.

In an attempt to deal with these realities most of the departments have refocused and restructured their programmes. Some have moved away from the traditional library-orientated education and into the more sophisticated environments of IT and knowledge management – areas for which there is a market demand and that are more popular among students. Other departments have included auxiliary areas such as publishing in their programmes. Others have rationalised their programmes. Despite these changes the education sector remains under pressure.

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<sup>101</sup> The research team experienced some of the problems cited by the institutions first hand. In some instances the institutions' networks and telephone services were down and for days we could not make contact with the departments to arrange the research visits. In some instances the electricity was off at the time of the visits.

The decline in the popularity of the traditional fields of library and archival sciences and the constraints experienced by the institutions have had a marked impact on the supply of new graduates to the IMS. This is the topic of the next chapter.

## **9 STUDENT OUTPUT, ENROLMENTS AND STUDENT VIEWS AND EXPECTATIONS**

### **9.1 INTRODUCTION**

The previous chapter sketched the qualifications and educational programmes that prepare young professionals for the IMS and indicated the academic staff and infrastructure available to offer these programmes. In this chapter we turn the focus to the students who are in the educational system and who come out of it. The chapter starts with an analysis of qualification trends and the number of students that have qualified over the last ten years. It then looks at current enrolments (i.e. enrolments in 2009).

The last part of this chapter is devoted to the views expressed by five groups of senior students on their study programmes and their future career options.

### **9.2 STUDENT OUTPUT**

The supply of skills by the Public Higher Education System was analysed for the ten-year period 1999 to 2008. The number of qualifications that were awarded by South African universities and universities of technology from 1999 to 2004 was obtained from SAQA's National Learners' Records Database<sup>102</sup> (NLRD). From 2005 onwards, information directly obtained from universities was used. No data was received from the University of Fort Hare (UFH).

It should be noted that the restructuring of the higher education system took place during the period under discussion. In 1999 the higher education sector comprised 21 universities and 15 technikons, which had been reduced some seven years later to the current 23 universities and universities of technology.

Up to the end of 2004, 17 institutions offered library and information science programmes. This number was reduced to ten, as discussed in Chapter 8. The reduction was in part a result of the restructuring of institutions and in part a consequence of the institutions' repositioning and refocusing their educational programmes to better serve their specific markets and to attract larger numbers of students.

The institutions that discontinued their programmes were:

- The North West University (NWU) (formerly known as the Potchefstroom University of Christian Higher Education)
- The University of Johannesburg (UJ) (formerly known as the Rand Afrikaans University)

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<sup>102</sup> The NLRD is the information system developed by SAQA to capture and store information on qualifications and unit standards registered on the NQF as well as the educational achievements of learners in terms of these qualifications and unit standards.

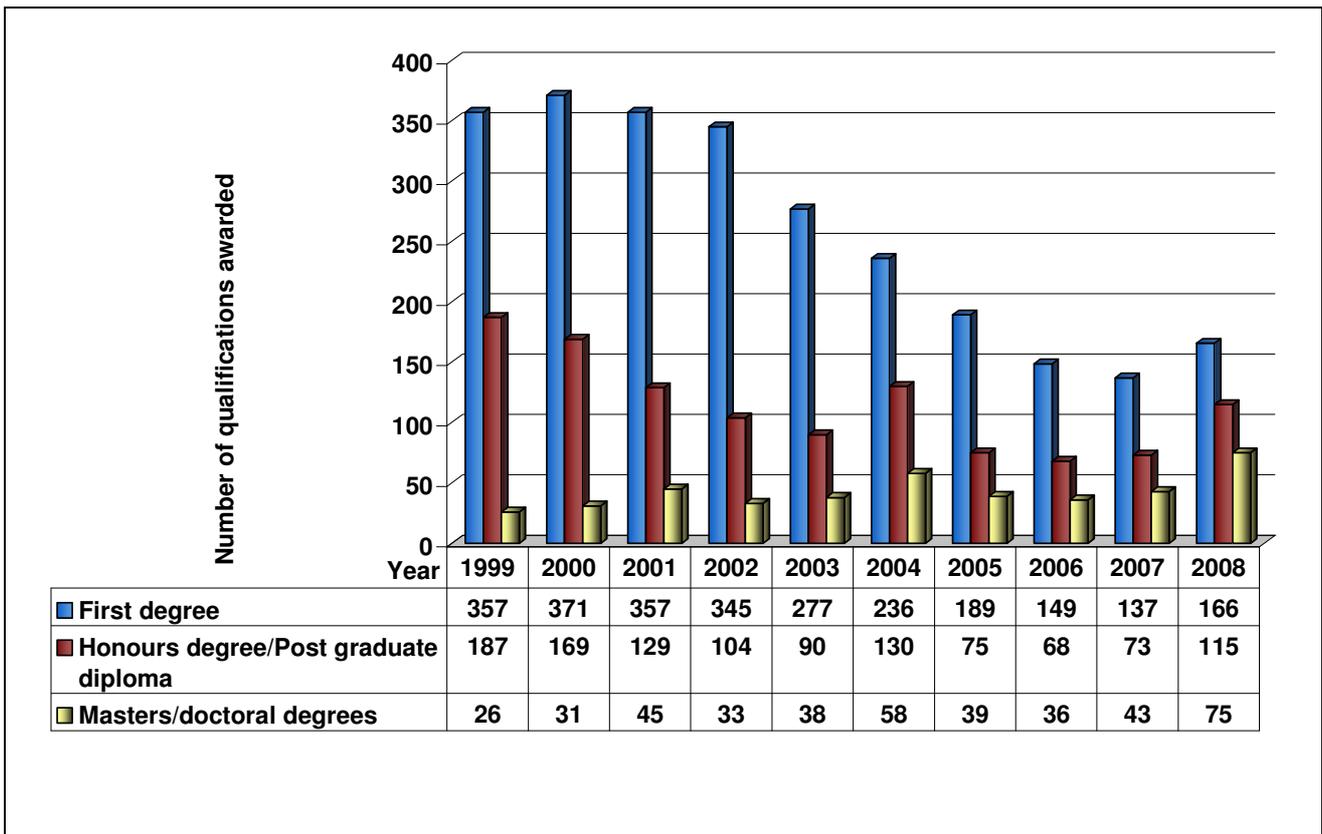
- Stellenbosch University (SU)
- Technikon Pretoria (now Tshwane University of Technology)
- Port Elizabeth Technikon
- Cape Technikon
- Technikon SA (TSA) and
- ML Sultan Technikon.

Technikon SA merged with UNISA and the ML Sultan Technikon merged in 2002 with the Technikon Natal, which was then named the “Durban Institute of Technology” and later became the “Durban University of Technology” (DUT) in line with the rest of the universities of technology.

The total numbers of qualifications awarded at all levels in the study fields of library and information- and archival sciences by public HEIs in South Africa from 1999 to 2008 are reflected in Figure 9-1. Learners who achieved more than one qualification in the period reflected in the statistics were counted each time they achieved a new qualification. Data from 2005 onwards reflects the output of the current suppliers of the relevant education and training: nine<sup>103</sup> universities and one university of technology. The figure shows a decrease in output numbers at all levels from 1999 to 2007. However, the situation seemed to have changed in 2008 as an increase was recorded from the previous year.

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<sup>103</sup> The University of Fort Hare also offers training in library and information- and archival sciences, but the research team could not obtain graduate statistics from this institution.



**Figure 9-1**  
**Number of qualifications awarded in library and information- and archival sciences:1999 – 2008**

The next four tables show a breakdown of output per institution from 1999 to 2008 at the following levels: certificate, first degree and national diploma; honours degree and postgraduate diploma; and masters degrees and doctorates.

Information on certificates awarded prior to 2004 was not available. Only two institutions awarded certificates from 2005 onwards. The number of certificates increased gradually over the time period as a result of the certificates awarded by UKZN.

**Table 9-1**  
**Total number of certificates awarded by universities in library and information- and archival sciences: 1999-2008**

University	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
DUT*										
UL										
UNISA							3	8	9	9
UP										
UZ										
WSU										
UKZN							47	90	93	140
UFH										
UCT										
UWC										
<b>Total</b>							<b>50</b>	<b>98</b>	<b>102</b>	<b>149</b>

Table 9-2 shows the total number of first degrees and national diplomas awarded in the period under review. This table shows that the total number of qualifications awarded remained more or less the same between 1999 and 2002. In 2002 it was 344, but then it drastically decreased to only 137 in 2007. In 2008 the numbers increased again to 166. This increase was mainly due to an increase in the student output of UP and UL. At the other institutions the numbers remained more or less the same or they continued on their downward trend.

**Table 9-2**  
**Total number of first degrees and national diplomas awarded by universities in library and information- and archival sciences: 1999-2008**

University	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
DUT*	19	31	47	28	19	17	30	32	33	35
UL	25	44	54	26	16	9	2	4	3	20
UNISA	40	29	35	25	13	90	64	54	53	50
UP	52	41	26	32	28	24	20	18	12	36
UZ	14	14	14	16	18	10	24	17	26	18
WSU	28	35	33	25	13	8	6	5	5	0
UKZN										
UFH	14	14	8	12	8	8	28	5	2	
UCT										
UWC	41	29	34	33	18	13	15	14	3	7
UNW	43	48	52	67	69					
UJ	4	2	1	0	2	2				
US	1	0	0	19	34	32				
Tech Pta	25	36	23	13	6	2				
PE Tech	5	24	19	17	9	12				
Cape Tech	14	12	7	18	20	3				
Tech SA	30	12	4	13	4					
<b>Total</b>	<b>355</b>	<b>371</b>	<b>357</b>	<b>344</b>	<b>277</b>	<b>230</b>	<b>189</b>	<b>149</b>	<b>137</b>	<b>166</b>

\* ML Sultan Technikon data to 2002

\*\* Source: SAQA, Trends in Higher Public Education: 1995 to 2004, Published in 2007, Department of Education HEMIS data 2005 to 2007.

The total number of graduates who achieved honours degrees and postgraduate diplomas in library and information- and archival sciences can be seen in Table 9-3. At this level the number of qualifications awarded decreased from 1999 to 2003. In 2004 there was a slight recovery, followed by a dramatic drop in 2005 to only 75 qualifications awarded. As with the first degrees and diplomas there was also a recovery in 2008, when 115 students qualified with honours degrees or postgraduate diplomas.

**Table 9-3**  
**Total number of honours degrees and postgraduate diplomas awarded by universities in library and information- and archival sciences: 1999-2008**

University	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
	n	n	n	n	n	n	n	n	n	n
DUT*										
UL	18	31	5	11			5	1		21
UNISA	24	26	14	21	26	51	14	20	31	55
UP	27	21	24	6	5	17	8	5	5	2
UZ			3	2	3	1	6	12	7	9
WSU	20	11	18	12	6	7	10	8	4	7
UKZN	28	26	22	15	13	10	13	10	20	14
UFH**				3	1	3		3		
UCT	25	16	13	9	13	15	19	9	6	7
UWC				1	2	2				
NMU		1	1							
UJ	42	34	28	24	21	24				
US			1							
Tech Pta										
PE Tech										
Cape Tech										
Tech SA	3	3								
<b>Total</b>	<b>187</b>	<b>169</b>	<b>129</b>	<b>104</b>	<b>90</b>	<b>130</b>	<b>75</b>	<b>68</b>	<b>73</b>	<b>115</b>

\* ML Sultan Technikon data to 2002

\*\* Source: SAQA, Trends in Higher Public Education: 1995 to 2004, Published in 2007, Department of Education HEMIS data 2005 to 2007

The masters degrees and doctorates did not follow the same trends as the lower-level qualifications. The number of qualifications awarded remained more or less the same over the ten-year period, with increases in 2004 and in 2008. The year 2008 saw the highest number of qualifications ever awarded – i.e. 75 masters and doctoral degrees, mainly as a result of the sharp increase in output at UNISA (Table 9-4).

**Table 9-4****Total number of masters and doctoral degrees awarded by universities in library and information- and archival sciences: 1999-2008**

University	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
DUT*						1	1	11	1	1
UL										
UNISA	3	4	4		1	5	5	2	20	49
UP	7	9	15	12	11	11	5	4	6	3
UZ				3	2	4		1	3	1
WSU		2	6	3	4	3	4	3	5	5
UKZN	1	1		2	1		7	11	3	10
UFH**										
UCT	6	5		5	3	8	13	2	4	5
UWC	2	7	9	4	4	3	4	2	1	1
NWU	3		2							
UJ	4	3	9	4	4					
US					8	22				
Tech Pta						1				
PE Tech										
Cape Tech										
Tech SA										
<b>Total</b>	<b>26</b>	<b>31</b>	<b>45</b>	<b>33</b>	<b>38</b>	<b>58</b>	<b>39</b>	<b>36</b>	<b>43</b>	<b>75</b>

\* ML Sultan Technikon data to 2002

\*\* Source: SAQA, Trends in Higher Public Education: 1995 to 2004, Published in 2007, Department of Education HEMIS data 2005 to 2007.

Of the total number of qualifications awarded after 2004, 71% were awarded to women and 29% to men. Most of the graduates (67.1%) were African, while 21.8% were white, 7.2% Indian and 3.9% coloured.

### 9.3 ENROLMENTS

Enrolment data for 2009 was also obtained from universities. It must be noted that some of the institutions could not provide us with accurate figures on the enrolment of students who will eventually be suitably qualified for the IMS as defined for the purpose of this study. In some instances the first- and second-year subjects are still general and students can still move into one of various study fields in the senior years. In some instances the entire first degree is general and specialisation occurs only during honours or a postgraduate diploma.

In 2009, a total of 2 538 students were enrolled at eight universities and one university of technology for qualifications in library and information sciences and archival sciences. Of these, 56.0% were enrolled for first degrees (three or four years), 8.9% for honours degrees or postgraduate diplomas, and 6.0% for masters or doctorates. Female students constituted approximately 70% of enrolments. The majority of enrolled students were African (79.0%), while 9.5% were white, 7.6% coloured and 4.5% Indian.

Table 9-5 shows enrolment distribution by HEI.<sup>104</sup> UNISA, UKZN and UP had the highest numbers of enrolments, while the highest numbers of first-degree enrolments were registered at UNISA (818), UP (234) and UL (172). It should be noted that UKZN and UCT provide only postgraduate qualifications in the relevant fields of study. UNISA and UKZN had the highest number of postgraduate enrolments (honours degrees, postgraduate diplomas, masters degrees and doctoral degrees).

**Table 9-5**  
**Enrolments in library and information sciences and archival sciences by university, 2009**

	Certificates	First de- gree/national diploma	Honours de- gree/postgraduate diploma	Masters/doctoral degrees	Total
UNISA	318	818	118	30	1 284
UKZN	362		33	27	422
UP		195	39	23	257
UL		172	18	4	194
DUT		133		4	137
UWC	120	42		33	195
UZ		59	5	18	82
WSU		2	7	6	15
UCT			7	8	15
<b>Total</b>	<b>737</b>	<b>1 421</b>	<b>227</b>	<b>153</b>	<b>2 601</b>

## 9.4 STUDENT VIEWS

Students' perspectives on the education were explored in five focus groups held at the HEIs. A total of 54 students took part in the focus groups conducted at UFH, DUT, UL, UWC and UP. Thirty-two of the students were female. In terms of population group 50 were African, three Indian and one coloured. Most of the students were in their final year of study and a few were busy with masters-level studies.

The following themes were explored in the focus groups:

- Reasons for choice of the library and information science study field;
- Challenges experienced during the study phase; and
- Expectations of students in terms of career prospects.

### 9.4.1 Reasons for Choosing this Field of Study

The students provided various reasons for choosing library and information science as a study field. However, a large contingent indicated that they landed in the study field by default – either they did not qualify for studies in other fields such as IT (mainly because they did not have mathematics at the required level) or they were too late to be accepted in fields of study where en-

<sup>104</sup> No enrolment data for the University of Fort Hare could be obtained.

rolment quotas had already been met. Some thought that these programmes provided a way to get into the university and that they could move into their preferred fields of study once they were there. These students declared that initially they did not have any knowledge of the library and information science programmes but when they found out what this study field entailed they decided to continue their studies. (They frequently gained insights into the field during their practical training.)

The other reasons they gave for choosing this study field were the following:

- Role models motivated them to choose the library and information science study field;
- They heard from former library and information science students that it is an interesting field of study;
- They were aware of the role that information plays in society and wanted to pursue a career in this field; and
- They wanted to be of service to disadvantaged communities through helping them be more informed.

At the institutions where the focus is on IT, students indicated that they chose the programme because it would give them the skills that they would need to pursue a career in IT. (These students did not qualify for fields such as electronic engineering or computer science.)

It was clear from the discussions that those who received any kind of career guidance got no or very little information about LIS as a career option. Students reported that during career guidance they would receive information about professions such as engineering and the health professions but not about librarianship.

#### **9.4.2 Challenges Experienced during the Study Phase**

Most of the students reported that their theoretical training is, in their view, sufficient and of an acceptable standard. In some instances students felt that not all the subjects that are part of their programmes are relevant to the field. In other cases students argued that the electives should be broadened as this would provide the opportunity for them to obtain a better broad-based or generic education.

A number of the students commented on the lack or the insufficient period of practical training. The students also complained about the nature of the practical work or the activities that are assigned to them by employers. (Students reported that some employers do not give them LIS-related activities because they are not seen as being qualified.) However, many of the students felt that the training provides them with sufficient generic skills and that they will get experience once they start working full time.

Most of the students mentioned that finances are one of the major constraints during their study phase. According to them, bursaries and/or financial assistance are lacking in this field.

On a more general note students commented on the low profile and status of the profession. According to them, this has an effect on their status in their student communities. They requested that much more effort be put into the promotion and upliftment of the profession.

### **9.4.3 Career Prospects**

Students were asked if they think they will easily find work, where they would prefer to work, and what type of salaries they expect to earn. The majority of students indicated that they expect to find jobs in the LIS field quite easily. Students based this answer on the applicability of their training and the high number of positions advertised in the newspapers that indicate the demand for their qualifications. Many of the students felt that the link between information science and IT provides them with wider career opportunities. The DUT students stated that although they can only work as para-professionals (assistant librarians), their prospects are good – especially in the metro and municipality environments.

Of those who felt differently about finding work easily, some said that their biggest challenge is that employers (mostly in the public sector) would rather appoint people with lower qualifications. It was clear that some of the students were not aware of all the possible employment opportunities. Some students also mentioned that they had noticed a lack of mentoring programmes in the LIS. They are concerned that they will not get sufficient assistance once they start working.

In terms of their preferred employment destinations, students gave a wide variety of options ranging from school, public, municipal, community, specialist and academic libraries as well as opportunities that are business related (such as business analysts and systems analysts). Some of the students were very vocal about the fact that they would not like to work in a traditional library environment. They described it as a “boring job”. “Only old people with glasses do cataloguing and classification and stamp books.”

In terms of their salary expectations students indicated that they expect to earn between R10 000 to R20 000 per month at entry level, depending if they can find employment in the public or private sector.

Most of the students see their future careers as very versatile as they will be working with people and information systems. They also have the view that their skills are going to be highly relevant in the modern labour market.

## **9.5 CONCLUSIONS**

The graduation trends reflected in the first part of this chapter illustrate the rapid decline in the supply of IMS professionals and clearly explain why skills shortages and high vacancy rates are currently experienced in the sector. The student numbers of the individual institutions also explain

the closure of some of the programmes – universities cannot sustain departments or units with such low student numbers.

Although the current enrolment figures may look promising compared to the historical figures, almost 60% of the first-degree enrolments are at UNISA – in a general information science degree. Unfortunately we don't know how many of these students are already employed and how many are new entrants to the labour market. It is also not known how many of the students will eventually be qualified to take up professional positions in the IMS.

The dwindling student numbers are the result of an intricate set of factors: the image of the professions; the availability of information about the study field and the professions, the availability and quality of career guidance; and the availability of financial assistance for the particular study fields. These factors were all in some way or another brought up in the focus group discussions with students. All in all, the students indicated that most of these factors are currently working against the promotion of the IMS professions and the supply of new entrants this sector. Just the same, labour market signals appear to indicate to prospective students that the skills are in demand.

In general the students' salary expectations are slightly higher than the salaries offered in the market – a factor that may lead to new graduates moving into other fields of work.

## **10 EVALUATION OF HIGHER EDUCATION AND TRAINING**

### **10.1 INTRODUCTION**

Chapters 2 to 7 describe different aspects of the IMS and more specifically the skills needed by the sector. Chapters 8 and 9 describe the formal educational provision for this sector. In this chapter we evaluate the educational provision in relation to the needs of the sector.

The chapter starts with the evaluation of the quantitative supply of skills compared to the number of positions that will become available in the sector over the next ten years. This is followed by an evaluation of the content of the education and training currently offered by HEIs against the task profile of the key professional occupations in the IMS.

### **10.2 EVALUATION OF THE QUANTITATIVE SUPPLY OF PROFESSIONALS TO THE IMS**

This comparison is based on projections of both demand and supply and focuses on the main professional occupations – librarians and archivists. Demand projections for records managers were not possible: records management functions are not well defined in organisations, records managers are known by various other titles, and records management tasks are often integrated with those of other occupations. For these reasons the researchers could not come to a reliable estimate of current employment of records managers that could be used as a baseline for further projections. Nevertheless, it is important to bear in mind that records management is an emerging field and that the demand for records managers is increasing. Organisations could source records managers from the pool of archivists or they could source records managers from the pool of graduates with information science degrees. This will increase the overall demand for new entrants into the labour market.

The projected demand and supply of librarians and archivists is depicted in Figure 10-1. First, the figure shows the estimated number of new entrants to the labour market over the period 1999 to 2008. The number of new entrants was derived from the number of students who qualified with first degrees, higher diplomas and honours degrees. However, the qualification figures couldn't be used as an estimate of new entrants without certain adjustments. The following adjustments had to be made:

- It was assumed that 50% of the students who qualified with higher diplomas and honours degrees came from the library and information science field and that the rest came from other fields of study – for example, students who majored in history and then did a higher diploma in archival sciences.
- Provision had to be made for people not entering the labour market. Generally speaking the labour market participation rates for women are lower than those of men. In this estimate of new entrants into the labour market the adjustment for people not entering the labour market

was based on the country's labour-market participation rates of men and women with tertiary education,<sup>105</sup> taking into account the gender composition of the professions under discussion. It was estimated that 17% of the new graduates will not look for employment after graduation.

The figure clearly shows a steep decline in new entrants from 2000 to 2007. In 2008 there was an increase again. However, this increase in student numbers occurred only at two institutions – UNISA's honours degree programme (and many of these students might be working already) and UP's undergraduate programme (which has a strong emphasis on other aspects of information science and where few students take courses in the traditional library science).

Second, the graph shows the number of positions that will exist for archivists and librarians under the three employment scenarios described in Chapter 7 of this report. Scenario 1 is the baseline scenario, which allowed for a 0.75% growth in employment per year keeping the vacancy rates constant at the levels observed in 2009. Scenario 2 shows the number of positions that would need to be filled if employment in the IMS were to grow by 0.75% per year and the vacancy rates were gradually reduced to 2% by 2020. Scenario 3 shows the number of positions that would need to be filled if employment were to grow by 2% per year and vacancy rates were reduced to 2% by 2020.

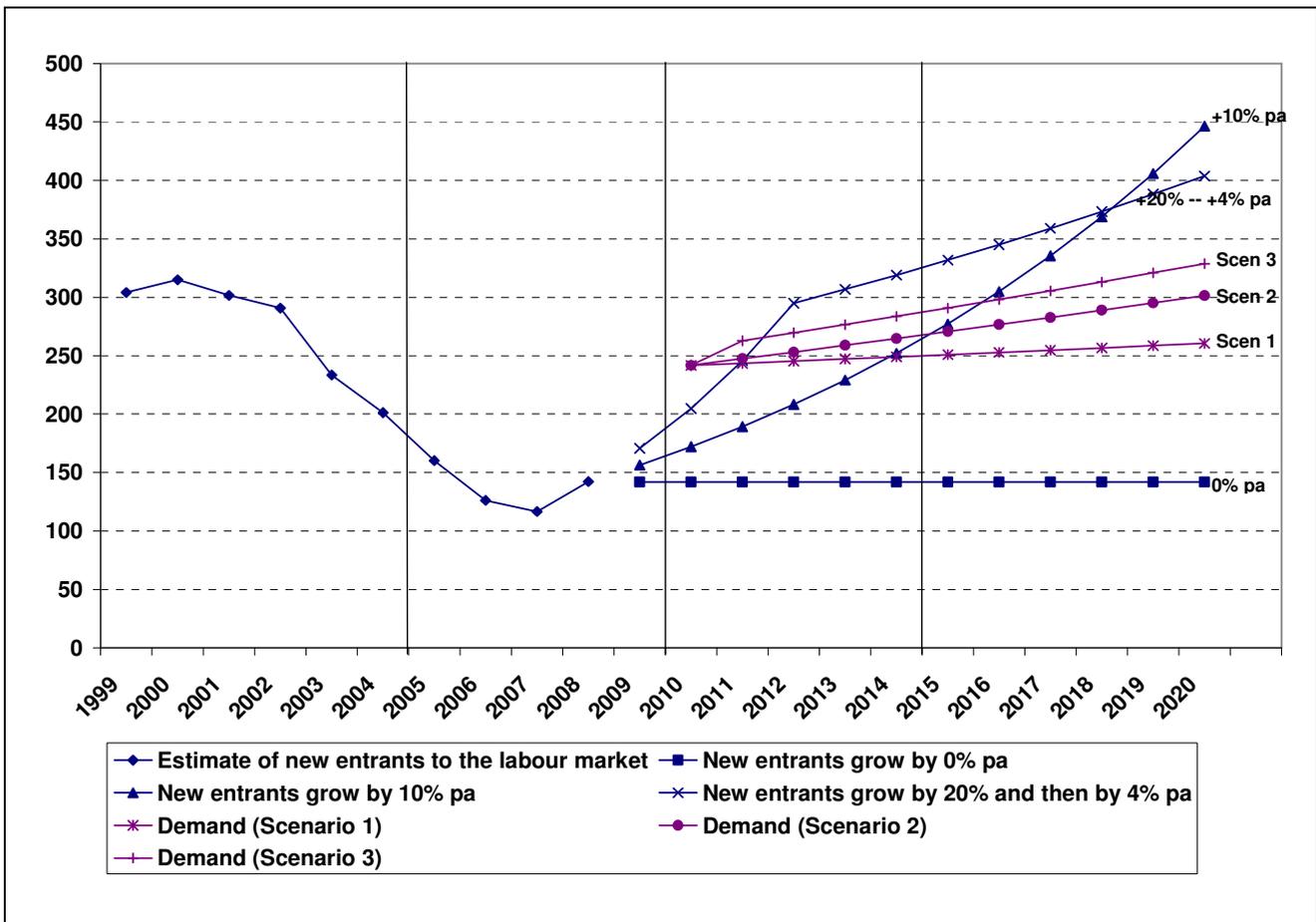
Third, the graph shows the number of new entrants to the labour market if the number of students graduating every year remained at the level it was at in 2008. In this case the shortfall – even under Scenario 1 – would be more than 30%.

If new entrants to the labour market were to increase by 10% per year over the next ten years, supply will only meet demand according to the baseline scenario by 2014 and according to Scenario 3 by 2016. If the new entrants to the labour market were to increase by 20% per year over the next three years and the growth then levelled off at 4% per year, the shortfall would be eliminated by 2013 and supply would then exceed demand.

Although the figures may create the impression that an initial 20% increase will solve the skills shortages experienced in the IMS, it must be remembered that the demand for records managers has not been accounted for. It may therefore be more realistic to say that an initial increase of at least 30% to 40% in student output over the next three to four years, followed by lower but consistent growth in the years thereafter, is more likely to lift the IMS out of its current skills-shortage position.

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<sup>105</sup> This figure was calculated from Statistics South Africa, Quarterly Labour Force Survey, Second Quarter, 2009.



**Figure 10-1**  
**Projections of the demand for IMS professionals compared to projections of new entrants to the labour market**

### 10.3 EVALUATION OF THE CONTENT OF THE EDUCATION AND TRAINING PROGRAMMES

The actual content of the courses currently offered by the HEIs was evaluated from two perspectives. First, the universities were asked to evaluate their curricula against the task profiles of the two key occupations – librarians and archivists. Their evaluations were compared with the employers’ indications of whether the tasks were performed in their work environments or not (see Chapter 4).

Second, employers were asked in the employer survey which aspects were not sufficiently covered in the training of these two professions. Their opinions were obviously based on their general experiences with graduates from different institutions and provide only a very broad indication of the deficiencies in the higher education training programmes.

It must be noted that in this evaluation the focus was an evaluation of the relevance of the course content and not the standard of education and training. The evaluation of quality is an issue that needs to be addressed during the accreditation of programmes. At the moment this task is fulfilled by the Quality Committee for Higher Education (QCHE), which forms part of the Council for Higher Education.

### 10.3.1 Universities' Evaluation of their Education and Training

The ten institutions that offered library-related courses evaluated their undergraduate, honours and diploma courses against the task profile. The two questions they had to answer with respect to each task were how important they thought the task was in the occupation and whether they covered the knowledge and skills necessary for the execution of the task in their curricula.

#### a) The Librarian Task Profile

The librarian tasks were grouped under the themes: providing information services; collection building and information management; managing a library; providing community support; and obtaining community support. A section on cross-cutting skills included skills such as service orientation, problem solving and critical thinking, communication skills, language proficiency, and computer skills.

Table 10-1 below provides a summary of the respondents' feedback. The table also includes the feedback received from employers about whether the task is performed in their organisations (see Chapter 4). All the HEIs indicated that the tasks listed under the provision of information services are very important or important and that they form part of the training offered at their institution. In terms of the tasks under the theme of collection building and information management, all the respondents rated the tasks that involve selection acquisition, weeding and managing serials and cataloguing and classification as very important. In terms of indexing and abstracting one respondent indicated that it is only a 'nice to have' and that her institution does not offer training in that regard. All the other respondents rated it as very important or important and provide training accordingly. Although eight respondents rated the task of website development as very important or important, only six provide training on this task.

It appears that the tasks related to the managing of a library are not covered in all respects in the library and information science courses. Strategic planning is covered by all institutions and financial and human resources management by most. General administrative management is not rated at the same level of importance as financial and human resources management and only five institutions indicated that it forms part of their training. The same applies to project management (only two institutions indicated that it forms part of their training). The tasks involving the provision of or obtaining community support are mostly rated as very important or important and the majority of institutions incorporated it in their training. Respondents consider the cross-cutting skills as very important and indicated that they are addressed in their general training. (Students acquire skills such as problem solving, communication, computer skills and service orientation skills through the general nature of training in the field.)

Respondents indicated that the following list of skills or knowledge components is important and should also be added to the list of cross-cutting skills requirements:

- Knowledge of the history/epistemology/philosophy of the field

- Understanding of the field in a developing context
- Understanding the legislative framework applicable to the field
- Understanding the ethical framework applicable to the field
- Research skills
- Knowledge of multimedia
- Knowledge of digitisation
- Teamwork skills
- Reading skills .

**Table 10-1**  
**Relevance of education and training in library and information sciences as seen by respondents**

Task description	% of employers*	Training institutions' evaluation of importance of the task				Is it covered in curriculum?	
		Very important	Important	Nice to have	Not important	Yes	No
<b>Providing information services</b>							
a) Conducting reference interview and analysing user needs	91	8	2			10	
b) Identifying and establishing information sources	94	10				10	
c) Researching, evaluating, selecting and repacking information	82	8	2			10	
d) Continuous provision of information to client, follow up and seeking feedback, adapting strategies	76	7	3			10	
<b>Collection building and information management</b>							
e) Selection, acquisition, weeding, managing serials	93	10				10	
f) Cataloguing and classification	83	10				10	
g) Indexing and abstracting	55	8	1	1		9	1
h) Database design and development	33	7	2	1		8	2
i) Website development and design	34	3	5	2		6	4
<b>Managing a library</b>							
j) Strategic planning	86	6	4			10	
k) Financial management	79	6	2		2	9	1
l) Human resources management	82	7	1	1	1	8	2
m) Administrative management	86	3	3	3	1	5	5
n) Project management	81	1	4	4	1	2	8
o) <b>Managing inter-library loan systems and information networks</b>	80	4	2	2	2	5	5
p) <b>Information literacy training – teaching users how to access and use information sources</b>	88	9	1			9	1
q) <b>Marketing of the library and information services to clients</b>	88	6	4			9	1
<b>Providing community support</b>							
r) Determining community needs	64	9	1			8	2
s) Providing community services	64	6	3	1		8	2
t) Organising community outreach activities	61	6	2	2		7	3
<b>Obtaining community support for the library and informa-</b>							

Task description	% of employers*	Training institutions' evaluation of importance of the task				Is it covered in curriculum?	
		Very important	Important	Nice to have	Not important	Yes	No
<b>tion services</b>							
u) Establishing partnerships	62	4	3	3		7	3
v) Advocating the library and information service	64	6	4			9	1
<b>Cross-cutting skills</b>							
w) Service orientation		10				10	
x) Problem solving and critical thinking		10				10	
y) Communication skills		9	1			10	
z) Language proficiency; i.e. knowledge of the structure and content of the English language, including the meaning and spelling of words, rules of composition and grammar		9	1			8	2
aa) Computer skills		10				10	

\* % of employers who indicated that the task is performed in their work environment.

The three institutions that offered formal programmes in archival science did the same evaluation of their curricula against the archivist's task profile. Overall, they concurred with the content of the profile and viewed most of the tasks as very important or important. Their views on the task profile and whether they cover the elements of the profile in their courses can be seen in Table 10-2. This table also includes in the second column the employers' responses on whether or not the task is performed in their work environment (the same information presented in Chapter 4).

**Table 10-2**  
**Relevance of education and training in the archival sciences as seen by respondents**

Task description	% of employers*	Very important	Important	Nice to have	Not important	Yes	No
<b>a) Quality controlling classification systems</b>	86	3				3	
<b>b) Appraising, selecting and authorising disposal</b>							
b.1 Paper-based correspondence collections	82	2	1			3	
b.2 Historical manuscripts	59	1	2			2	1
b.3 Historical books	55	1	1		1	2	1
b.4 Paper-based cartographic and architectural collections	47	2	1			2	1
b.5 Paper-based pictorial collections	72	2	1			2	1
b.6 Micrographic collections	38	3				3	
b.7 Electronic/digital collections	74	3				2	1
b.8 Audio-visual collections	79	2	2			2	1
c) Establishing priorities for collecting oral histories and identifying subjects for oral history interviews	72	1	1	1			3
<b>Ingesting/accessioning archival collections</b>							
d) Receiving and indexing archival collections						3	
d.1 Paper-based correspondence collections	90	3				3	
d.2 Historical manuscripts	64	1	2			2	1
d.3 Historical books	63	1	1	1		2	1
d.4 Paper-based cartographic and architectural collections	50	1	2				3
d.5 Paper-based pictorial collections	81	1	2			3	
d.6 Micrographic collections	40	1	2			1	2
d.7 Electronic/digital collections	79	2	1			2	1
d.8 Audio-visual collections	79	1	1			2	1
e) Controlling pests and viruses						3	
e.1 Paper-based collections	68	3				3	
e.2 Electronic collections	58	3				3	
e.3 Audio-visual collections	61	3				2	1

Task description	% of employers*	Very important	Important	Nice to have	Not important	Yes	No
f) Researching and describing the context of the archival collection	89	3				3	
g) Sorting, labelling and placing in protective packaging of individual objects in the collection						3	
g.1 Paper-based collections	91	3				3	
g.2 Electronic collections	73	3				2	1
g.3 Audio-visual collections	78	3				2	1
h) Managing and maintaining storage vaults						3	
h.1 Paper-based correspondence collections	63	3				3	
h.2 Historical manuscripts	50	3				2	1
h.3 Historical books	55	3				2	1
h.4 Paper-based cartographic and architectural collections	50	3				2	1
h.5 Paper-based pictorial collections	59	3				2	1
h.6 Micrographic collections	39	2	1			1	2
h.7 Electronic/digital collections	51	3				3	
h.8 Audio-visual collections	57	1		2		1	2
<b>Preserving archival collections</b>							
i) Implementing a preservation, conservation, restoration, conversion and migration programme							
i.1 Paper-based correspondence collections	70	3				3	
i.2 Historical manuscripts	53	2	1			2	1
i.3 Historical books	51	2	1			2	1
i.4 Paper-based cartographic and architectural collections	45	3				2	1
i.5 Paper-based pictorial collections	64	3				3	
i.6 Micrographic collections	38	2	1			1	2
i.7 Electronic/digital collections	65	3				3	
i.8 Audio-visual collections	62	2	1			2	1
j) Researching, analysing and developing selection criteria for conservation, reformatting and restoration processing		1	2			3	
j.1 Paper-based collections	63		2	1		2	1
j.2 Electronic collections	65		2	1		2	1
j.3 Audio-visual collections	56		1	2		1	2

Task description	% of employers*	Very important	Important	Nice to have	Not important	Yes	No
k) Providing a still photography service	45		1		2		3
<b>Providing an archival-information dissemination service to users</b>							
l) Providing a system for the dissemination of information about archival collections	89	3				3	
m) Editing of oral history transcriptions and publications and managing the content of electronic publications regarding the content of the archival collection	30	1	2				3
n) Reading and research services	89	3				3	
o) Promoting and exhibiting archival holdings and collections							1
o.1 Paper-based collections	60	2	1			2	1
o.2 Electronic collections	54	2	1			1	2
o.3 Audio-visual collections	52	2	1			2	1
p) Managing and administering an archival service - All functions relating to overseeing the management of the resources of the archival service	84	3				3	
<b>Cross-cutting skills</b>							
q) Service orientation		3				3	
r) Problem solving and critical thinking		3				3	
s) Communication skills		3				3	
t) Change management		1	2			2	1
u) Language proficiency – speaking, writing and reading of the English language		3				3	
v) Computer skills		3				3	
w) Administration		2		1		2	1
x) People management		1	1	1		1	2
y) Paleography (reading and understanding historical text)				2	1		3

\* % of employers who indicated that the task is performed in their work environment.

The task profile of records managers was evaluated in the same manner by the two educational institutions that provided combined archives and records management programmes. The results are shown in Table 10-3. As with the previous two tables, the employer responses reported in Chapter 4 are included in the second column of the table.

**Table 10-3**  
**Relevance of education and training in records management as seen by respondents**

	% of employ-ers*	Training institutions' evaluation of importance of the task				Is it covered in curriculum?	
		Very important	Important	Nice to have	Not important	Yes	No
<b>Planning and monitoring the creation and capturing of authentic and reliable records</b>							
a) Identifying when and how records should be created and where and how to capture them	82	2				2	
b) Creating and/or acquiring reliable records for legal and operational purposes	80	2				2	
c) Integrating record keeping practices and records management techniques into business systems and business processes.	57	1	1			1	1
d) Communicating and marketing the benefits of record keeping practices and records management techniques to internal and external stakeholders	70	2				1	1
e) Monitoring and auditing compliance with legislative and business specific requirements and continuously taking corrective steps	70	2				2	
<b>Planning, implementing, and maintaining a records management programme</b>							
f) Design, implement and monitor a strategic and policy framework related to the management of records	68	2				2	
g) Identify and assign records management roles and responsibilities to stakeholders	100	2				1	1
<b>Organising, maintaining and preserving records in a system</b>							
h) Designing, implementing and maintaining records classification tools and metadata schemas that reflect the functions of a	61	2				2	

	% of employ-ers*	Training institutions' evaluation of importance of the task				Is it covered in curriculum?	
		Very important	Important	Nice to have	Not important	Yes	No
specific environment							
i) Design and implement policies, procedures and storage systems to safeguard the long-term access and usability of the records.	77	2				2	
j) Design and implement records retention procedures according to policies and regulations	66	2				2	
k) Design and implement records disposal procedures according to policies and regulations	59	2				2	
l) Design and implement information security procedures to protect the content of the records and coordinate access to records	73	2				2	
<b>Providing records and information dissemination services to users</b>							
m) Collecting, opening and distributing incoming and outgoing mail	93	2				2	
n) Organising records in an orderly and coherent manner	82	2				2	
o) Identify and retrieve records for users	80	2				2	
p) Track the movement and use of the records	73	2				2	
<b>Cross cutting skills</b>							
q) Service orientation		2				2	
r) Problem solving and critical thinking		2				2	
s) Communication skills		2				2	
t) Language proficiency -speaking, writing and reading of the English language		2				1	1
u) Computer skills		2				1	1

	% of employ- ers*	Training institutions' evaluation of importance of the task				Is it covered in cur- riculum?	
		Very important	Important	Nice to have	Not impor- tant	Yes	No
v) Administrative		2				2	
w) People management		1	1			1	1

\* % of employers who indicated that the task is performed in their work environments

**10.3.2 Employer Views on the Current Education and Training**

In the employer survey employers first had to indicate their satisfaction with the current programmes and courses presented by universities and universities of technology in the areas of LIS, archival science, and records management. Second, they had to list the skills areas that the current education does not address or does not address sufficiently.

Of the employers in the LIS 42.7% were not satisfied with current programmes and courses presented by training institutions and this figure was 54.8% in the archival sub-sector (Table 10-4). 36.0% of the records management employers said they didn't know (probably because their employees did not have records management specific training) and 28.1% said that they were not satisfied.

Furthermore, 77.3% of LIS employers and 57.6% of employers in the archival component of the IMS felt that there were skills areas that the programmes and courses of training institutions did not address sufficiently or did not address at all.

**Table 10-4  
Satisfaction with current courses and programmes of training institutions**

Sub-sector	Don't know	Not satisfied	Satisfied	Very satisfied	Total
	%	%	%	%	%
Archival	12.9	54.8	29.1	3.2	100.0
LIS	17.3	42.7	36.0	4.0	100.0
Records management	35.9	28.1	35.9		100.0

Sixty-one per cent of employers provided more detail on the skills areas that they felt were not sufficiently addressed by training institutions. As one would expect, these skills areas are more or less the same as the skills needs of the current workforce (Chapter 6). The obvious inference here is that the skills needs that are experienced in the workplace are mainly the result of deficiencies in the preparatory training and not of changes that are taking place in the work environment.

**a) Information Technology (IT)**

At the top of the list of skills that employers felt do not receive sufficient attention in the preparatory courses is IT. From their responses it was clear that the IT needs of the different work environments vary but that in many instances students enter the labour market without even the most basic IT skills. The infrastructural problems and limitations that prohibit proper IT training in certain of the institutions are clearly felt in the labour market. The lack of IT skills was mentioned by employers across LIS, archival services, and records management.

**b) Communication Skills**

According to employers, new entrants to the labour market do not have sufficient communication skills to work with clients. Employers felt that new graduates do not know how to communicate

with managers, stakeholders and members of the public in a professional manner. One aspect that they found particularly lacking is assertiveness.

### **c) Customer Care and Service Delivery**

Employers were of the opinion that new entrants do not always understand what customer care and service delivery entail. Some employers suggested that professionals should be more concerted in training in the art of interviewing in order to understand how to deal with clients and their information requests. More emphasis should also be placed on the development of a service-delivery orientation (i.e. the attitudinal component of professional education).

### **d) Life Skills and General Skills**

Employers also felt that students need more “soft skills” training – time management and stress management, for example. Negotiating skills for negotiating licences and contracts also need more attention in training programmes. Other more general skills that are not properly addressed are

- Critical and analytical thinking;
- Research, to enable professionals to identify and analyse community needs;
- Marketing, to promote the library, archival and records management professions and the services they are offering; and
- Insight into and understanding of supplementary aspects of the work environment such as legislation, policies, ethics, history and politics.

### **e) Reading, Writing, Speaking**

The ability to read, speak and write needs more attention. Besides the ability to read, a reading background is essential for the effective functioning of employees in libraries and archives. Employers were of the opinion that a reading culture is lacking among entrants to the labour market. As a result they lack the general knowledge and subject-specific knowledge that is needed to address the information needs of customers. In all three professions, reports, business plans and requests for resources and funds are written. Employers felt that the ability to motivate one's needs assertively in writing and logically state the arguments and evidence to support the requests needed more attention in the educational programmes.

### **f) Language Proficiency**

A major challenge that employers face is to staff IMS organisations with professionals who are proficient in the languages of their users or customers. This is particularly important in rural areas where the general population is not proficient in English. The fact that employers in some areas

find it difficult to recruit trained professionals who are proficient in the local languages is in part the result of the unequal geographical distribution of training institutions that offer the relevant courses.

### **g) Management**

The employers felt that management skills should receive more attention in preparatory education. Specific areas that need attention are business-, financial-, administrative- and project management. Management-related skills such as leadership, strategic planning, entrepreneurship, and business analysis were also mentioned by employers as areas that need attention in the preparatory courses.

In addition to the more generic skills that employers identified as lacking, they also identified some discipline-specific deficiencies in the training of professionals.

### **h) Deficiencies Specific to Archives**

Some employers felt that there should be a practical component in the training of archivists. Other areas that are not sufficiently addressed are:

- Archiving, preservation, conservation, format identification;<sup>106</sup>
- Restoration and knowledge about restoration products and product specifications; and
- Archival digitisation practice.

The value of archives and the differences between archives and libraries, the historical context<sup>107</sup> of archives creation in South Africa and paleography were also seen as being not adequately addressed in existing training.

### **i) Deficiencies Specific to Libraries**

According to some of the employers, fundamental or basic library skills such as cataloguing, indexing, classification, selection and acquisition are not sufficiently addressed by training institutions. These employers said that in some of the qualifications the emphasis is on technology and the modules that address basic library skills are no longer compulsory components of the curricula. The result is that some of the job applicants (with seemingly appropriate qualifications) are not able to perform basic tasks such as use the Dewey system and do reference interviews. Employers suggested a “back to basics” approach with a balance between theoretical and practical work.

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<sup>106</sup> Format identification and management are critical in digital and audio-visual preservation environments. Electronic and audio-visual records are only accessible and readable if the formats they were created in are known and if they are continuously converted and migrated to new formats when current formats become obsolete.

<sup>107</sup> Archival collections are created within a specific political, socio-economic, cultural and geographical framework. To understand the information content of the archival collections, it is important to understand the context within which these records were created. Archival records have a specific value as evidence, provided that the link between content and the original use of the records is documented.

Learners should also receive more training on how to cope with the challenges in rural areas such as limited infrastructure and a lack of resources.

#### **j) Deficiencies Specific to Records Management**

Some employers were of the opinion that the formal training courses that are currently available do not focus enough on records management and give too much attention to archival science. In addition, the fact that archival science and records management are combined in the educational programmes prevents the development of records management as a distinct discipline. The specific areas that they felt needed more attention in the training courses are:

- Electronic records archiving and practical preservation;
- Conservation and restoration;
- Electronic-document management and records management implementation;
- Data life-cycle management and workflow;
- IT (understanding of IT in relation to records management); and
- Establishment of registries and records repositories.

#### **k) General Points to be Addressed**

Many employers emphasised the need for proper career information and guidance so that students can actually choose their careers and don't land in the IMS by chance. From their responses it was clear that they are not only faced with vacancies and inadequately trained employees but also, in some instances, with unmotivated professionals. Some employers went so far as to say that there should be pre-entry selection of students at the training institutions and that such selection processes should specifically look at the motivation of the students to enter into the particular field of study.

Finally, although the emphasis of the evaluation of the formal education and training was on the relevance of the programmes and not on the quality of teaching, a number of employers volunteered comments on the poor quality of the training provided by certain of the institutions.

### **10.4 CONCLUSIONS**

This chapter started with a comparison of the number of new entrants to the labour market and the estimated number of positions that need to be filled. This comparison shows that the current supply of new entrants is far from being adequate to fill the positions that become vacant. This is mainly due to the drastic fall in the number of new graduates that has occurred over the last decade. The chapter also shows that in order to lift the IMS out of its current predicament, some drastic growth in the output of the HEIs will be required. However, although the percentage increases

seem quite high, the actual numbers of new graduates needed are small compared to those needed in other occupations and professions. A few well-planned interventions, therefore, could lift the supply of new entrants to the required level.

In terms of the content of the educational programmes, it seems as if the employers and the training institutions agree to a large extent on the content of the work and the relative importance of the different tasks. It also seems as if the training programmes address most of the areas that are regarded by employers as important, the one exception being managerial skills. Some of the educational institutions said that managerial skills are not needed by employees at entry level but by more senior staff. Therefore, to put too much emphasis on managerial skills in the preparatory programmes would be a waste of resources. This argument may be true for larger work environments but, in practice, relatively young professionals are required to head up smaller organisational units – in other words, they do need some managerial skills at a relatively early stage in their careers.

The complaints that employers have with regard to the lack of basic technical skills may be the result of, on the one hand, educational institutions' move towards more general undergraduate programmes with specialisation delayed to the postgraduate programmes and, on the other, employers' expectations that new entrants with a first degree should already possess the skills that they require. It may also be that employers are not willing to pay the salaries commensurate with postgraduate qualifications and, therefore, employ graduates with first degrees only.

## **11 STAKEHOLDER VIEWS ON THE IMS**

### **11.1 INTRODUCTION**

The last phase of the project consisted of a series of workshops with stakeholders of the Information Management Sector (IMS). The purpose of the workshops were twofold: to present the findings of the first part of the study to the stakeholders and to obtain further inputs and views on possible solutions to the problems experienced by the sector.

Each of the workshops started with a presentation of the key findings of the study thus far. This was followed by a discussion of the main challenges identified in the study and the possible solutions to those challenges. Overall the workshops were rich in content as the workshop participants were mostly senior and experienced people in their respective organisations and professions and freely shared their views on the dynamics and unique situations of the respective sector components. From the discussions it was clear that many of the participants had read the first ten chapters of this report before attending the workshops.

In the following three sub-sections the content of the workshop discussions are reflected separately for LIS, archives and records management. Although separate workshops were held for the three components of the IMS, the themes that ran through the discussions were very similar and, therefore, the three sub-sections follow more or less the same structure.

This report reflects the views of the workshop participants and not those of the research team. The factual correctness of information conveyed by participants was not tested – the information and perceptions as they were conveyed by the workshop participants are summarised in the rest of this chapter.

### **11.2 LIBRARY AND INFORMATION SERVICES (LIS)**

#### **11.2.1 Awareness of Library and Information Services and Professions**

A recurring theme in the LIS workshops was the fact that South Africans are generally unaware of the importance of information in society, the role of libraries in accessing information and the functions of librarians. The workshop participants identified different sides of this problem:

First, the main providers of LIS – the three tiers of government – do not sufficiently recognise the value of information services. The focus of government tends to be short term and more basic and immediate needs such as housing and electricity. Although the importance of basic services was not disputed, workshop participants felt that the role that information can fulfil in the development of especially poor and disadvantaged communities is generally underestimated. The problem in part follows from a misconception of the role and importance of IT and a general belief that technology-based resources like the Internet have become sufficient substitutes for traditional library

services. There is also a lack of understanding of how modern technologies and traditional services can be integrated in rendering a developmental service to communities.

Second, because of ignorance about the importance of information services (among other things), many municipalities direct money to sport and recreation (the other two departments that are normally at local government level grouped together with libraries) at the expense of libraries and at the expense of the creation of posts for qualified librarians. To save money, unqualified people are often appointed in professional positions. (In one of the workshops an anecdote was shared of a municipality that appointed a gardener as librarian.)

Third, library-related matters and the profession do not receive much exposure in the mass media. According to workshop participants, the typical manner in which librarians are portrayed on television is outdated and strengthens the misconceptions and stereotypes about the profession. Also, in media reports everyone working in a library is called a “librarian”, due to a lack of information about the sector and the occupations in the sector.

Fourth, most school learners are not aware of information management services and the library profession and are not exposed to a library before they enter higher education (HE). A major factor that plays a role in their lack of awareness is the absence of school libraries in the majority of schools and the closure of many school libraries since 1994. Not only do most learners never have the opportunity to become acquainted with a library, the absence of school libraries also inhibits the establishment and nurturing of a culture of reading, which in turn is important for people who enter into the librarian profession. Some of the workshop participants were of the opinion that the closure of school libraries indirectly contributed to the dwindling enrolments in library and information sciences at universities.

Fifth, the study field is not effectively marketed by universities and most students have landed in the field without knowing what a librarian does. Respondents were of the opinion that the lack of passion and commitment of many new entrants relate to the fact that librarianship was not their occupation of choice.

Workshop participants recommended that relevant government structures should be lobbied to:

- Recognise the value of LIS and the library profession;
- Properly scope and standardise the knowledge, skills and experience requirements of librarians; and
- Appoint and remunerate library professionals at more appropriate levels.

According to participants, this will all contribute to the awareness and positive image of the librarian profession. Furthermore, they were of the opinion that the role and value of the profession should be marketed to broader society to attract more interest. For example, the DAC should

make funds available to utilise the mass media to make the general public aware of their information needs and the role that libraries and librarians play in this respect. The effectiveness of existing marketing strategies such as Library Week should be reviewed and alternative strategies with a longer term and more continued impact should be developed. For example, some participants were of the opinion that the involvement of children in practical library projects in which they can actively participate will raise more interest and passion for library services than exhibitions.

School libraries with dedicated librarians should be established to increase awareness of the work of a librarian, create a passion for reading at an early age, and make learners aware of the importance of information. Also, proper career guidance should be conducted at schools. In this respect it was suggested that skilled librarians should market the profession at schools. LIASA should assist and develop appropriate strategies in this respect.

Finally, participants were of the opinion that more innovative strategies should be introduced by universities to raise interest in librarianship. One suggestion was to add modules of library and information science to curricula of those study fields where information plays a major role – such as journalism, history, and political science.

### **11.2.2 Status of the Profession**

The low status of the librarian profession compared to that of other professions was often mentioned in the workshops. Various factors that contribute to the low status of the profession were identified by the workshop participants:

- The lack of recognition of the importance given to the LIS function as reflected, for example, in (low) funding levels by central-, provincial- and local government and the filling of vacancies with non-professionals;
- The hiring of uncommitted professionals who do not take their profession and work seriously and the presence of unqualified people in professional positions in the sector undermining the status of the profession;
- Professionals themselves not taking charge of their own careers and not marketing their value to their clients; and
- The professional body, LIASA, not optimising its role in promoting the library profession, the fact that LIASA has a non-statutory status, and the fact that all categories of people with or without qualifications are allowed to join.

Workshop participants felt that the statutory regulation of the profession could be a first step towards increasing the status of librarians. According to participants, LIASA could play a vital role in this respect. By becoming a statutory body LIASA could standardise job titles, job specifications, qualification requirements and remuneration levels, which would promote the status of the profes-

sion. Employers should also be encouraged to require LIASA membership as a prerequisite for appointing professionals. Furthermore participants felt that librarians and library assistants should also contribute to the improved status of their profession. Among other things, they should enrol for membership with LIASA and enable the professional body to:

- Become the voice of the profession;
- Attract funding to provide bursaries to learners;
- Market the profession;
- Lobby for recognition of the profession;
- Negotiate training standards; and
- Consult with higher education institutions (HEIs) to provide appropriate training programmes.

### **11.2.3 Leadership**

Some of the participants pleaded for strong leadership from the National Library and from the NCLIS. They felt that these two organisations should steer the sector in providing LIS and in making the public aware of the importance of its functions. For example, a few key people in the sector (e.g. the national librarian) should become more visible as spokespersons on behalf of the sector. It was suggested that these people should be given training in public speaking, marketing and talking to the media. They should comment in the media on anything relating to libraries in the news – e.g. the burning of libraries by rural communities.

### **11.2.4 Communication and Co-Ordination within the Profession**

An issue that was repeatedly raised in the workshops is the lack of co-ordination and communication within the LIS component of the IMS. According to the participants the stakeholders in the sector – e.g. provincial departments, HEIs, private sector employers, academic libraries and community libraries – do not communicate and discuss common problems and concerns. As a result the sector does not speak with one voice and does not have sufficient negotiation power. Apparently, LIASA (as the main professional body) does not succeed in facilitating sufficient co-ordination and communication.

Although the lack of communication was a common theme in most of the workshops, there were also examples of regular communication and close co-operation – specifically between some of the HEIs and the employers in their close proximity. Co-operation exists in terms of employers' inputs into the course content as well as the practical placement of students in the employer organisations. It was clear from the discussions that in the instances where such close co-operation exists, the employers were more certain of a supply of suitably qualified professionals and were

less exposed to the general skills shortages experienced in the market. These employers were also more satisfied with the education received by new entrants to the labour market.

### **11.2.5 Standardisation**

Another theme that occurred repeatedly in the workshop discussions was the lack of standardisation in the work environment of librarians. Employer organisations differ in terms of job titles and the associated responsibilities, educational requirements (especially at entry level) and remuneration levels. This leads to confusion about the profession, undue competition for human resources and poaching between employers, and “job hopping” of young professionals. All in all, the lack of standardisation undermines the professional image of the librarian profession. It also creates and sustains disparities between the human resources situations of better resourced and relatively deprived components of the sector. Workshop participants were generally of the opinion that the DAC and/or LIASA should play a leading role in such a standardisation process.

From the discussions it transpired that even in the presence of certain standards disparities continue to exist. For example, workshop participants from different state departments reported that the DPSA’s Code of Remuneration (CORE) is interpreted in different ways in their respective departments, resulting in discrepancies in remuneration levels.

The issue of salary levels was also raised repeatedly. It seems that in some organisations librarians are paid salaries that are not commensurate with the delivery of professional services. Some of the librarians employed in state department libraries said that they were paid less than the personal assistants working in their departments. Librarians working in other organisations also complained about salary levels. The participants were of the opinion that the low salaries of librarians contribute to the decline in the number of students choosing to study library and information sciences.

### **11.2.6 Career Pathing and Opportunities for Promotion**

Workshop participants were of the opinion that limited career progression opportunities in the profession drive people away to other job opportunities. Unfunded vacancies, the absence of automatic promotion and progression (all vacant positions are advertised) and a professional ceiling limit the professional progression of librarians.

Most of the participants agreed that the large number of library assistants currently employed in the LIS could benefit from training and that some of them may be good candidates for professional librarianship. However, a training path needs to be established to allow for their career progression.

In one of the workshops the LIASA representatives reported that the organisation was currently in the process of developing the course content for the Further Education and Training Certificate: Library Practice (NQF Level 4) and the National Certificate: Library and Information Services (NQF

Level 5) and that it was also in the process of seeking accreditation to offer these qualifications from the ETDP Seta, which is the quality assurance body for the qualification.

In another workshop the Durban University of Technology reported that it was considering the option of offering the National Diploma in Library and Information Science (NQF Level 6 qualification) through distance education.

### **11.2.7 Educational Provisioning**

Various aspects of educational provisioning were discussed in the workshops, including the educational models followed by the different institutions, communication between educational institutions and employers, practical training, the articulation between qualifications, student numbers, and financial assistance for students.

#### **a) Educational Models**

From the reaction of employers in the workshops it was clear that most find the variety of educational models followed in the HEIs confusing and frustrating. From their comments it was clear that they did not understand the differences in the structure and content of the different programmes. This makes it very difficult for them to set and apply educational requirements when they advertise positions and make new appointments. Some also questioned the value and (from their perspective) the quality of the education provided by the respective institutions.

Most respondents were of the opinion that the four-year first degrees in library and information science or a first degree followed by the postgraduate diploma in library and information science are the most appropriate qualifications for entry into the librarianship profession. At the same time, strong criticism was raised against the three-year information science degrees offered by various universities. Employers reported that graduates with these degrees seek employment as librarians but that they know very little about librarianship.

Another area of confusion is the status of the BTech degrees. Some of the employers view these degrees as on a par with the four-year first degrees offered by the universities and so appoint graduates with BTech degrees as professional librarians. Others appoint them in para-professional positions (as library assistants or as assistant librarians). The universities also experience difficulties with these degrees as candidates seek recognition and want to enter into the postgraduate programmes. One of the universities commented that it had evaluated the content of the BTech degrees and could give BTech graduates only 50% credit towards the four-year first degree.

#### **b) Communication between Educational Institutions and Employers**

Employers indicated that the content of some of the HE qualifications does not apply to the needs of the work environment and causes frustration among employers and new entrants to the sector.

As indicated above, the three-year general B degrees in Information Science seem to be the biggest problem. A lack of communication and co-operation between employers and educational institutions aggravates the problem as employers do not understand where these educational programmes fit into the total educational-provision picture and feel that the programmes were designed without consultation with employers.

Participants from the HEIs on the other hand expressed their need for a unified employer forum with which they can interact.

### **c) Practical Training**

Various aspects of practical training were discussed in the workshops.

First, employers had different views on new graduates' practical skills when they enter the work environment. Some complained about their lack of practical skills and ability to work independently. These employers stated that in many instances the work environment does not allow for a period of training or mentorship under an experienced professional. For example, young graduates are placed in small libraries or in units where they have to function independently from the outset. The expectation is, therefore, that the educational model should provide for a sufficient period of practical training.

Some employers felt that the practical training offered by the HEIs is sufficient and that the employers should take responsibility for further training. There was general consensus in the workshops that employers do not pay enough attention to the practical training of new entrants to the profession. Various reasons were given for this state of affairs, including a lack of commitment on the part of librarians to build their own profession and heavy workloads that leave no time for the training of young professionals.

Representatives of HEIs also gave their perspectives on practical training. Some have quite extensive practical training periods and well established relationships with employers who provide placement opportunities for their students. Some of the institutions reported that the employers even pay the students small salaries that help them with their transport and other costs associated with the practical training. At the other end of the spectrum are institutions that have abandoned practical training altogether. The reasons for this include:

- The fact that many students are already working and the HEIs cannot exert control over the practical exposure that they are getting in their wide range of work environments;
- A lack of practical training facilities; and
- Labour unions opposing the placement of students as the unions argue that it takes paid jobs away from their members.

A few participants complained about the lack of practical experience of some of the academics at universities.

The issue of a structured practical training period between qualifying from the HEIs and obtaining full professional status was also discussed in some of the workshops. Many employers thought that such a programme would help with the professionalisation of librarianship and development of the practical skills necessary for full professional functioning. Some of the private-sector participants felt strongly that such a training programme should take the form of a learnership so that the employers could access the financial incentives associated with learnerships. These private sector employers also stated that they would be willing to take on and train substantial numbers of learners on such a learnership.

#### **d) Student Numbers**

The dwindling number of new entrants to the librarian profession was a concern discussed in most of the workshops. The general feeling was that library assistants represented an untapped resource that needed to be explored. As they already know the work environment and employers have experience of their work performance, library assistants should be given the opportunity and should be encouraged to remain in the sector and further their careers.

#### **e) Financial Assistance for Students**

Funding for education is a general problem for most students. According to workshop participants, a lack of funds prohibits many students from completing the full four-year professional qualification. Bursaries are currently provided mostly for first degrees but are not available for postgraduate diplomas and honours degrees. The need for a national bursary scheme was expressed in various workshops.

### **11.2.3 Continuing Professional Development**

Some workshop participants were of the opinion that not enough continuing professional development (CPD) opportunities are available in the sector and that the fact that CPD is not enforced leads to many librarians not being trained in the newest technologies and not staying abreast with developments in the field.

## **11.3 ARCHIVAL SERVICES**

### **11.3.1 Public Awareness of Archival Services**

As in the LIS workshops, participants in the archival services workshops repeatedly referred to the lack of public awareness of information management services. More specifically, the public was viewed as not understanding the relevance of archival services in general and to their own lives. As a consequence, the general public is also not acquainted with the functions of professionals in the archival field. This contributes to the typical problems experienced by the sector – i.e. low

status of the archival profession and small numbers of people interested in pursuing studies or a career in the field.

In general stakeholders felt that archival services were missing out on opportunities that could have been used to promote the profession. Various novel ideas for the promotion of awareness were mentioned by the workshop participants, for example:

- Using the Internet more effectively to market the content of the archives and the services of archivists;
- Commissioning the writing of books on historical information preserved in specific archives;
- Developing outreach and career programmes for school learners to inform them about the field and to motivate them to pursue a career in archival services; and
- Using national events such as the FIFA Soccer World Cup to popularise the profession.

As regard this last point it was suggested that proactive attempts could have been made by some of the archives to find records on the history of local soccer teams, to obtain them by way of donation, and to exhibit them, combined with competitions and interactive quizzes where people have to use these records to answer the quiz questions.

### **11.3.2 Status of the archival Profession**

A common concern that participants mentioned was the low status of the archival profession and the concurrent lack of recognition of the profession in the public sector. The low status was seen as being reflected not only in uncompetitive salaries but also in the movement of people in the archival profession into records management.

The low remuneration levels are an issue that was discussed extensively and workshop participants were of the opinion that archivists generally earn much less than other (comparable) professions such as social workers, librarians and records managers. They felt that national leadership could correct the remuneration imbalances. Part of the process would be for the DPSA to review the pay structure in the public service with regard to archivists and align the remuneration of archivists with related professions or occupations. It was mentioned that the DPSA is currently engaged in a profiling exercise of all occupations in the public services and some of the participants felt that this opportunity could be used to promote the archival profession.

During the workshops participants emphasised the role that the National Archivist could play with regard to enhancing the status of the profession. It was suggested that the National Archivist should use opportunities to become more noticeable in the public eye.

In the archival profession SASA is the professional body that is supposed to represent archival professionals. Various participants expressed the opinion that SASA was only a forum with limited power and leverage and that it was not fulfilling the role of a professional body as it should do. The

need for SASA to become a professional body with the power to regulate the professions of archivists and records managers and enhance the status of the professions was mentioned in some of the workshops – in a way that echoed the views of participants from the LIS about LIASA. According to some participants, the public service should be obliged to require registration of an archivist with a professional body before that archivist can practise as a professional.

Workshop participants were divided in terms of their views on whether archives and records management should be viewed as parts of the same profession or whether they are two different professions. The HEIs that participated in the workshops clearly felt that the body of knowledge that needs to be taught to the two professions have so much in common that they cannot be separated.

### **11.3.3 Leadership**

The shortage of resources and capacity at NARS is a serious concern for stakeholders. Most of the workshop participants held the view that the progression and prosperity of the archival profession depend on strong leadership at national level and that they expect NARS to lead the sector in every way. This relates to issues such as directives in terms of the job content of archivist positions, the training needed to acquire the suitable knowledge and skills to perform the work of an archivist, and fostering a nurturing professional environment.

Workshop participants felt that NARS could lobby with the DPSA to rectify the current imbalances in terms of the status of the profession (and standardise the profession in terms of the occupational and remuneration levels with other related professions). Furthermore, because of the close relationship between NARS and the provincial archives services strong leadership would also better the situation of archival services at a provincial level. In addition, participants mentioned the need to revive the National Provincial Heads of Archives Forum (NPHAF) for the purpose of building leadership. According to these participants, the NPHAF could play an important role in making recommendations to the DAC and the provincial arts and culture departments about archival- and records-management matters to ensure that these become part of the political agenda.

The workshop participants also stressed the importance of political support for the archival services and profession.

### **11.3.4 Co-ordination within the Profession**

A common observation throughout the series of workshops was that the level of co-ordination between different stakeholders in the sector was generally very low. In fact, in several of the workshops the participants commented on the fact that these workshops provided them with the opportunity to see and liaise with each other, something that does not happen that often in the sector. It seems as if the archival profession is in dire need of a formal forum where stakeholders that rep-

resent different constituencies can meet and collectively plan how to grow and promote the profession.

### **11.3.5 Standardisation**

One of the recurring themes throughout the workshops was the absence of standardisation in the IMS in general but specifically in the archivist profession. This refers to the lack of standardisation in terms of the job title, the job content, the qualification requirements and remuneration.

Issues that relate to standardisation have already been mentioned in other sections of this chapter. In addition to these issues, the workshop participants felt that the following steps need to be taken by the DPSA in respect of the archivist profession:

- Ensuring the uniformity of job titles and of job content for archivists and for the different levels of related positions throughout the public service;
- Re-introducing qualification requirements at entry- and higher levels and ensuring that these requirements are standardised and adhered to throughout the public service; and
- Ensuring the uniformity of remuneration at the different levels.

### **11.3.6 Career Pathing**

In the public service it seems that the archival profession is restricted in terms of career pathing and continued professional growth. Workshop participants said that the career path of the archivists was not well mapped in the public sector and that in many organisations no scope existed for staff to progress beyond an entry-level position. There is no rank promotion and very few senior positions become available.

The linkage between the archival- and records-management professions was a theme that occurred in every workshop and that touched on different aspects of the archival profession – and also on the issue of career pathing. Although there was no doubt that people move (sometimes very quickly) from archives into records management, participants had differing opinions with respect to how the career path should be constructed. Some accepted the natural flow (currently created by remuneration differentials) from archives into records management. Others felt that logically the flow should be the other way round because the work in archives is more specialised than in records management. It was often emphasised that archival practice requires highly skilled staff. A reversed career path could afford people in records management the opportunity to further their educational qualifications and to move into the specialised area of archiving.

### 11.3.7 Educational Provision

#### a) Qualifications and Practical Training

In terms of the archival profession currently no standardised qualification requirements exist for entry-level positions. A wide range of qualifications are accepted by employers. There is also no longer a requirement for a professional qualification for promotional purposes. The result of this is that people with little interest in archival work and without any applicable training are employed in archives repositories. This has led to a substantial drop in enrolments in the courses that are still offered by the HEIs.

Workshop participants felt very strongly that NARS should take the lead with regard to the restoration of qualification requirements in the public sector archives. It was also mentioned that the need for practical training for the profession is essential. Various people referred to a previous dispensation in which NARS was the leader in terms of archival training. Many of those who are currently employed in other parts of the sector said they were initially trained in the National Archives and that they still consider that training model to be best practice.

Stakeholders in the archival profession offered some solutions to the problems experienced with the provision of education and training in the field. They suggested the establishment of a forum where NARS, other employers, and HEIs could discuss and plan the type and level of education that is needed for someone to pursue a career in this field. Stakeholders further urged an investigation to determine which other qualifications would be most relevant for pursuing a career in the archival field. Articulation was said to be very possible and recommendable in this field and students in fields such as history and anthropology should be made aware of the mobility between their fields of study and the archives profession. Another option that was mentioned is a broader information management programme with a specialisation in archival management. In terms of enhancing the practical component of training in the archival field the introduction of a learnership was recommended.

An important action in addressing the problems in terms of qualifications or the lack of any requirements for a formal qualification would be to lobby the DPSA, the provincial service commissions, the national DAC and the provincial departments to consider an archival qualification as a requirement for appointment.

#### b) Financial Assistance for Students

The dwindling student numbers in the information management field in general is alarming. In the archival field, as in the other disciplines, bursaries and financial assistance should be made available for potential students who are interested in pursuing a career in the field.

### **11.3.8 CPD and Financial Assistance for CPD**

The workshop participants were of the opinion that many professionals who have substantial archival experience and skills are on the verge of retirement. Stakeholders reported that within a short while a generation of archival skills will have been lost. The transfer of these skills is an important aspect that needs attention. One vehicle for such skills transfer would be to utilise experienced staff in structured CPD programmes to train younger and less experienced staff.

According to the workshop participants, it is critical for employers and HEIs to collaborate in identifying the training needs of current archival staff. It was suggested that the HEIs should be engaged in the development and offering of short courses in the field. However, the cost of such short courses seems to be a problem. Employers said that short courses tend to be very expensive and that they cannot afford them. The HEIs, on the other hand, said that they are not subsidised to offer short courses and that they have to recoup their costs through course fees. For this reason the numbers of students who enrol for short courses determine whether the courses are economically viable or not. Some form of financial support for CPD is clearly required.

## **11.4 RECORDS MANAGEMENT**

### **11.4.1 Need for Broader Awareness Regarding the Value of Good Records-Management Practices**

As with the other two professional fields the issue of awareness, understanding and appreciation of the value of the services offered by records managers was a recurring theme in all the workshops. Workshop participants more or less agreed that there is a general lack of awareness of the value of records management and of the fact that trustworthy records provides the foundation of all government processes and service delivery. Furthermore, despite the fact that records management is a legislative responsibility, top- and senior management do not take the function seriously. Reports resulting from records-management inspections that list problematic areas are ignored. Workshop participants felt that the existing records-management legislation does not have sufficient penalties to serve as a motivation to comply.

Flowing from the discussion it was suggested that NARS should use the report of the current investigation as a tool to lobby the DPSA to make top- and senior-management structures aware of the need to place the records-management function in the correct position within their organisational structures. It was also suggested that NARS should lobby the DPSA to include records-management functions as a mandatory key responsibility area of top- and senior managers. It was further suggested that NARS should lobby the Planning Commission to place emphasis on good records management and to require that records-management practices be audited as part of organisational performance audits. The general belief among participants was that this would create the political will to comply with archival legislation and good records-management practice.

It was also reported that one of the main reasons for the inadequate way in which information is managed is the emphasis on IT. According to some of the workshop participants, in the minds of many managers information management and IT have become synonymous. Huge amounts of money are channelled to IT on the assumption that it will automatically take care of the information-management needs of organisations. The need for proper records management is not recognised in the same way as the IT tools are and the need to manage the records in the electronic systems according to sound records-management practice is ignored. Furthermore, although signatures on paper are still required to approve processes and to ensure accountability, the management of paper records is largely ignored.

#### **11.4.2 The Status of Records Management as a Profession**

##### **a) Interaction between the Archival Records Management Regulatory Function and the Operational Records-management Function**

The workshop participants expressed a concern about the impact of the low status of the archival profession on the records-management profession. In the public sector the regulatory records management function is linked to the archives function – which is a heritage function. The regulatory records-management function does, however, not exist only to create good archives, but also to ensure that the principles of governance are adhered to. It also exists to ensure that records created during the conduct of business are authentic, reliable, and trustworthy and that they would be able to be considered as evidence in a court of law. Hence, the regulatory records management-function provides direction to the operational records-management functions in the public service. However, participants said that the national and provincial archives services are hidden away in the arts and culture departments. This means that the regulatory records-management function is similarly hidden away. This impacts negatively on the way this function is perceived by the rest of the top- and senior-management structures in government. The low status of the regulatory records-management function in turn impacts negatively on the status of the operational records-management function in the individual governmental bodies.

Possible solutions flowing from the discussions were that consideration should be given to linking the regulatory records-management function to other functions that have a good governance mandate, like the Office of the Auditor-General, or to create an autonomous statutory body similar to the Office of the Auditor-General to take care of the regulatory records-management function. It was also suggested that national and provincial archives services should cooperate in a review of the archival legislation to give it “more teeth” and to strengthen the archival function to enable regulatory body to enforce the legislation. The general belief is that a stronger records-management regulatory function would assist in enhancing the status of the operational records-management function.

**b) The Need to acknowledge Records Management as a Profession in its own Right**

A concern was expressed that records management is not perceived as a profession in its own right. One example of the lack of recognition is the fact that the DPSA's CORE does not acknowledge records management as a profession in its own right. Furthermore, it was said that the CORE does not recognise a possible link and a career path between registry practice and the records-management profession.

Owing to the nature of the CORE, records-management responsibility is allocated to officials as an add-on function and it is often combined with a number of other administrative functions – such as supply chain management, security management, human resources management, and financial management. Normally the function is also assigned without providing the designated records manager with a support system or additional resources to do justice to the records-management work. The ad hoc assignment of the function to officials with other focus areas leads to records-management functions being under-resourced and neglected. It is generally believed that adding records management as a key responsibility area for top- and senior management would also encourage top- and senior-management structures to provide the necessary resources and infrastructure to support the records-management function in their respective work environments.

It was suggested by participants that NARS should lobby the DPSA to recognise records management in its own right and to recognise the link between the records-management profession and registry practice. The general belief is that recognition by the public service of records management as a profession in its own right would encourage the public service to appoint rather than designate records managers. There was also general consensus that the provincial and municipal spheres of government would follow suit if the national sphere of government acknowledged and promoted the records-management profession.

**c) The Need for Professional Regulation**

Very closely related to the discussion about acknowledging the profession was the expression of a need for some sort of professional regulation in the records-management environment. Serious concerns were expressed about mushrooming records-management consulting companies, some of which do not have sufficient and substantial records-management skills and can seriously jeopardise compliance with legislation. Many times such consultancies also charge exorbitant fees for very limited results. There was general consensus that these companies discredit the records-management profession and should be regulated in some way.

**d) Municipal Disregard for the Records-management Function**

It was reported in the workshops that municipalities do not perceive records management as a critical business function and management tool. As the records-management regulatory function is included in the mandate of the provincial archives services, municipalities are of the opinion that

operational records management is an unfunded mandate. Therefore they believe that they need not implement the requirements set by the provincial services until funding is forthcoming. This is in conflict with the Municipal Structures Act (Act No 20 of 2000), which places records in the custody and care of the municipal manager.

It was suggested that NARS should provide strong leadership and support to the provincial archives services to encourage municipal managers to recognise their responsibility for the records in their care.

#### **11.4.3 Need for Leadership and Capacity at National Level**

The role of NARS in providing leadership and guidance in respect of records management was an issue that surfaced in all the records-management workshops and in some it was discussed at length. It was said that records-management professionals are looking towards NARS to provide strong records-management leadership – for instance, to provide clear guidance pertaining to which international standards to use in a records-management environment and to the determination of retention periods for records that are not longer required for operational purposes. Representatives from the provincial archives services and governmental bodies expressed concern about the diminishing capacity at NARS to deliver on its records-management regulatory mandate. From the perspective of the provincial archives services strong leadership at national level is required to communicate the need for sound records-management practices at the political level so that more resources are channelled to the records-management functions. The provincial archives services also require the practical-training capacity at NARS to be increased so that NARS can provide practical training to provincial records-management regulatory staff. The general belief is that a stronger, more visible and more proactive NARS would enhance the status of the provincial archives services' regulatory role and the status of the operational records-management functions in the governmental bodies. It was specifically felt that the capacity of the records-management regulatory unit should be increased. No ideas were forthcoming as to exactly how the capacity of NARS should be increased.

It was furthermore said that the National Archivist specifically should be more visible in the mass media and should use all opportunities that are presented in the mass media to promote the value of good records keeping versus the sometimes life-threatening effects of bad record-keeping practices.

#### **11.4.4 Co-ordination within the Profession**

Currently there are 12 different bodies that claim to serve the interest of the records-management profession. These are the SA Society of Archivists, the SA Records Management Forum, the Corporate Archives Forum and the nine provincial records management forums. Individually these bodies do not have any voice and they do not make much of an impact to promote the profession. It was suggested that consideration should be given to amalgamating all these bodies to create a

strong professional body with a single voice. A powerful professional body could still have different interest groups and different provincial/regional units.

#### **11.4.5 Standardisation**

It was reported that it is not only the ad hoc designation of the records-management function that is causing problems with regard to the development of the profession; another factor is the differences in the job content of the records managers – vertically between the different spheres of government and horizontally in each sphere of governance between individual organisations. In some instances records managers who are appointed at assistant director level carry the same records-management responsibilities as records managers at deputy director level or even director level. Furthermore, operational records managers are not all remunerated at the same level. Differences in remuneration between the three spheres of government – as well as differences between the individual organisation within a sphere – encourages job hopping, as records managers tend to move easily for higher pay. It was strongly suggested that NARS should negotiate with the DPSA to standardise the job titles, job content, qualification requirements and the remuneration levels of the records-management profession.

#### **11.4.6 Career Pathing**

Discussions centred around the fact that there is no recognition of the link between registry practice and records management and that registry practitioners do not have a career path into the records-management profession. As has been alluded to earlier, employers see the archives as a feeding area for the records-management profession and poach archivists from the archives services rather than develop the existing registry practitioners, some of whom have substantial records-management experience, into fully qualified records managers. It was strongly suggested that national leadership is required to develop proper career paths between registry practices and the records-management profession and also between the records-management and archives professions.

There was consensus in the discussion that the marketing of records management as a possible career is long overdue and that it would go a long way to making people aware of the profession and its value. It was suggested that career guidance for this profession should be done by the professional body in cooperation with the national and provincial archives services and the HEIs.

#### **11.4.7 Educational Provision**

##### **a) Content of Training Programmes**

First, discussions regarding the educational provision centred on the fact that there are currently no requirements from employers for formal records-management qualifications. Operational records managers are mainly trained through short courses and by learning through trial and error in the workplace.

In addition, the current institutions that offer training in the field combine archives and records management training in single training programmes and do not cover operational records-management training. For instance, programmes cover file-plan quality control and records appraisal rather than business analysis skills, file-plan design skills, analysis of legislation to determine the impact on the business environment and the records, and protection of the integrity of the records. Some of the workshop participants said that the HEIs might have involved the regulator in discussions on content but that the regulator is not the only employer of records-management skills.

Representative from HEIs who participated in the workshops said that employers do not send clear signals to them about what the training requirements for the workplace are, which prevents the HEIs from responding with more relevant training. Furthermore, the HEIs indicated that they cannot design new (dedicated) programmes if they do not know the size of the records-management sector and how sustainable a programme is likely to be.

#### **b) Structuring of Qualifications and Training Programmes**

Different suggestions were forthcoming from the discussions on qualifications. One suggestion was that a postgraduate qualification that follows on first degrees in public administration, local government administration and business administration could be developed. Such a qualification should cover the regulatory aspects of records management and operational records management.

A second suggestion was that all that all information-related professions should be combined in one undergraduate course that teaches broader information-management practice and that records management should then be added as a specialisation in the form of a postgraduate diploma.

A third suggestion was that records management should be taught in a series of short courses based on unit standards and lead to a qualification. It was felt that such a qualification should be at NQF Level 5 or higher.

Many participants were not aware of the existence of the National Certificate in Archives and Records Management (Level 4), which has been registered on the NQF through a standards generating body (SGB). Those who were familiar with the qualification expressed concerns that it does not distinguish between public-service- and private-sector records management and that it is unclear what skills a person would acquire through this qualification. In addition, at NQF Level 4 the qualification does not articulate with any HE qualification currently registered.

It was strongly suggested that a proper scoping study be carried out to identify the different areas of specialisation needed for both the public service's operational records-management environ-

ment and the private sector's. Such a study could help ensure that future qualifications can be aimed at the correct target groups and identify appropriate exit-level outcomes.

### **c) The Need for Practical Training**

Some of the workshop discussion centred on the lack of a practical training environment for operational records management. Some participants expressed the opinion that no value would be added if the operational records managers received practical training in the archives services' regulatory records management components. Some of the participants felt that records managers learn more from being involved in records-management programme implementation than they do from formal qualifications. Electronic records management and digital preservation, for instance, were seen as two aspects of records management that require in-depth practical training. It was suggested that training programmes that are offered during records-management system implementations would be more beneficial than other forms of training.

It was also suggested that NARS should negotiate for funding to be made available to ensure that a records-manager mentorship programme is included in tenders requiring records-management programme implementations.

#### **11.4.8 Continuous Professional Development**

It was mentioned that records managers need to do a skills analysis in their respective environments to enable them to design appropriate skills development plans. This would assist them to source the correct training for their staff. It was suggested that specific consideration be given to the skills development needs of registry clerks. They are a feeding area for records management but are currently mostly ignored when records managers are sourced. It was also mentioned that records management is an ever evolving environment and that its practice has to evolve with the business environment. To enable this to happen, records managers need to be exposed to CPD.

HEIs indicated that it was very expensive for them to design and sustain short courses, as the Department of Education does not subsidise short courses, no matter the student numbers.

#### **11.4.9 Records Management in the Private Sector**

The private sector is possibly the largest employer of people with records-management skills, although it does not necessarily call these people "records managers". A multitude of other titles are used as designations for people dealing with records – "document controller", "configuration manager", "document manager" etc. Records management in the private sector is even more regulated than in the public sector. The private sector is also stricter in applying penalties for non-compliance. Many private organisations have records management as a core function, e.g. banks and insurance companies. However, the people managing the records in these environments are operational staff and not records managers. A concern was expressed that the report is slanted towards public-sector records management. It was strongly suggested that a similar project should

be done specifically to analyse records-management needs in the private sector. In the public sector the records are passed on to a records manager and registry to manage, while this is not necessarily the case in the private sector. It was also mentioned that for the private sector specifically it may be difficult to find the correct people to talk to if the correct terminology is not used to identify the responsible managers. Discussion also centred on the fact that some private companies do not necessarily define records in the way the public sector does. For the public sector a record is non-editable. In the private sector a record is alive and editable and, with the right controls in place, carries as much weight as a non-editable record. It was also suggested that the private sector does not necessarily need a full separate records-management qualification, because there is no separation between business and records as is the case in the public sector. The private sector may require records-management training as part of wider business-process training.

### **11.5 CONCLUSIONS**

The workshops provided an excellent opportunity to develop a deeper understanding of the IMS and its different sub-components. It highlighted the similarities and the differences between the three professional fields included in this research project – the LIS, archival services, and records management.

Overall the discussions were enriched by the presence of representatives of different stakeholder groups: private-sector employers, public-sector employers, higher education and training providers, and professional bodies.

By and large the issues that were identified supported the findings of the empirical research process.

## **12 CONCLUSIONS AND RECOMMENDATIONS**

### **12.1 INTRODUCTION**

In this chapter we present the conclusions drawn from the total research process, which consisted of desktop research, an employer survey, a survey of higher education providers, focus groups with learners and with a small selection of library users, and stakeholder workshops. The most pertinent issues that relate to the original terms of reference are highlighted and commented on.

The chapter also contains a set of recommendations for addressing challenges that the IMS faces in terms of human resources provision and skills. The chapter starts with a few general conclusions regarding the IMS as a whole. Although the challenges faced by the LIS, archival services and records management are to some extent similar – and equally similar the recommendations made for each of these three sub-components – there are also marked differences in the challenges they face. For this reason the conclusions and recommendations for each are discussed separately in the remainder of this chapter.

### **12.2 GENERAL CONCLUSIONS REGARDING THE IMS**

#### **12.2.1 The Size of the Labour Market**

As far as we could establish, this study was the first to estimate employment in the IMS. The employment estimates presented in Chapter 5 of this report clearly show that this sector is small compared to the total formal labour market in South Africa. It is also not a fast-growing sector. Employment growth is stifled by various factors, including the technological change that has enabled people to access information without professional assistance and a lack of appreciation (especially in political and policy-making structures in all three tiers of government) of the importance of information management services and, as a consequence, inadequate allocation of funding.

The implications of a small and slow-growing sector are twofold: First, the sector cannot rely on its size to gain prominence or to exert influence in the political sphere. It has to market itself concertedly with a very strong emphasis on the value of its services. Second, the actual numbers of new entrants needed to fill positions in the market (emanating from growth and from the need to replace people who retire, die or leave the sector) are relatively small. The upside of the small number of new entrants needed is that it should not be too difficult to rectify imbalances in the labour market. The downside is that it is unlikely that these numbers will sustain all ten library schools or university departments that offer programmes in this field in the long run.

#### **12.2.2 The Image of the IMS**

From the study it was clear that all three components of the LIS are in dire need of the promotion of their services and an improvement of their image as professional services. The marketing of the IMS is imperative for better funding and resourcing, but also for attracting new students to

educational programmes in the respective fields. Participants in this study were almost unanimous in their view that the IMS needs more attention in the mass media and that it needs to be portrayed as more vibrant and dynamic services.

### **12.2.3 Information Management and Knowledge Management**

During this study questions were often raised about the relationship between information management and knowledge management. It seems as if these two terms are often confused and are used interchangeably. In chapter 2 of this report we attempted to define the two terms and to indicate their inter-relationship. In short: in information management the emphasis is on the organisation, storage, preservation and accessing of information while in knowledge management the emphasis is on the utilisation of information to develop new knowledge, products and services. There is obviously a link and a degree of overlap between information management and knowledge management processes, but they are not the same.

In the labour market there seems to be a tendency for people in the information management field to call themselves knowledge managers or for organisations to call their information management functions knowledge management. This is done for different reasons, for example to indicate the convergence of traditional library services and other services such as the management of certain organisation records or intranet systems or to signify the movement from paper-based to electronic environments. In some instances it is also done to elevate the status of the information management services and the information management professionals in organisations.

This study focused on information management, but it is important to take cognisance of the new and fast growing adjacent field of knowledge management. At this stage the two fields are still relatively distinct in both the labour market and in the educational system. However, it is very likely that as technology develops and the need for quicker and easier access to information for the purposes of knowledge management develops, a greater convergence between the two fields may occur.

### **12.2.4 The importance of Information Technology**

Existing and new developments in information technology are crucial factors that need to be considered in all planning for skills development in the IMS:

- IT is a major driving force behind change in the sector and for the sector to remain relevant and in pace with changes in the rest of the economy, the people working in this sector (especially professionals) need to have advanced IT skills.
- IT poses not only challenges but also huge opportunities to the IMS to make itself relevant, to improve its services and to market itself.

- This study clearly showed that a large portion of the current workforce in the IMS is lagging behind in terms of IT skills. This gap needs to be closed if the IMS wants to strengthen its position and image in society.
- With the exception of a few, the HEIs reported that they experienced impediments in terms of the IT training of their students.

### **12.2.5 Linkages between LIS, Archival Services and Records Management**

Although the LIS, archival services and records management are separate services, they are connected, not only by fact that they resort under one national government department, but also by commonalities in their functions, similarities in skills requirements and similarities in the challenges that they face. In the HE system the training programmes for these three services are offered in the same university departments or schools – in fact archival and records management are offered together in the same educational programmes. Furthermore, these three components of the IMS are very small if they are considered on their own. Together they are somewhat larger – albeit still very small compared to other sectors.

In the sections that follow we discuss the three components of the IMS separately, however, it would make sense to approach the recommendations set out in the rest of this chapter as one integrated strategy for the IMS, instead of separate interventions.

## **12.3 LIS**

### **12.3.1 The Image of the LIS and its Services**

As indicated above, the LIS, just as the archival services and records management need public exposure and marketing of its services. However, the LIS which is largely community-based also needs to be marketed at community level.

One of the ways in which the LIS could be marketed at community level is by attaching a community awareness- or marketing requirement to the conditional grant. Community libraries that benefit from the grant could decide on their own how best to promote themselves in their respective communities. National exposure in the mass media needs to be arranged by the national role players such as the DAC, the National Library, NCLIS and LIASA.

### **12.3.2 Diversity in the Labour Market**

From the study it was clear that over time the LIS has developed into two different parts – each of which brings along a different emphasis in service delivery and different skills requirements. On the one hand the LIS has a highly sophisticated part which is largely driven by technological developments and first-world information needs. Typically, this part can be found in the private sector and in the academic library environments. On the other hand, the LIS also includes community libraries that serve development at community level and are largely driven by community needs.

In the study stakeholders often argued that the two parts of the LIS require different types of people with different career objectives and motivations.

This dichotomy in the demand side of the labour market poses several challenges and opportunities to the sector and to the librarian profession. The first challenge is to ensure that the educational programmes cater sufficiently for the needs of both parts of the LIS. The second challenge is for the librarian profession to remain a unified profession which, through its professional body, supports and develops both parts of the sector. The third is to present positions in both parts as attractive and worthwhile career opportunities. Although the marketing of the diversity within the librarian profession is stated as a challenge, at the same time it also provides an opportunity to break away from stereotypes of librarianship and to present librarians in their different, exciting and challenging roles. By emphasising – for example, in career guidance material – the diversity of the roles that librarians fulfil it should be possible to attract more students to the higher education programmes in librarianship.

### **12.3.3 Standardisation in the Labour Market**

In this study (especially in the stakeholder workshops) many stakeholders were very critical of the fact that there is no uniformity in the way in which certain components of the LIS function. The differences in the way in which provinces fund, organise and control community library services was specifically singled out as a factor that impacts negatively on the labour market. The lack of uniformity leads to local governments managing their library services according to their own sets of rules, which in turn leads to (sometimes vast) differences in staffing levels, the mix of positions in libraries of the same size, the job content associated with specific job titles and remuneration levels. Although these types of differences are not uncommon in labour markets, they impact negatively on the professional status of the library services as there is no longer a clear understanding of the work of a professional librarian.

Furthermore, certain employers (specifically local governments) have started to deviate from professional requirements by appointing unqualified staff as librarians. This not only undermines the status of the profession but also jeopardises the quality of services afforded to communities. In order to save the professional status of the library services (i.e. to retain it as a professional service as opposed to merely an administrative book-lending service) a concerted effort from all tiers of government is needed to bring order to employment in libraries. The DAC and NCLIS are best positioned to take the lead in this regard.

### **12.3.4 The Professional Status of Librarians**

The professional status of librarians is a theme that recurred throughout this study. The practice of appointing unqualified people as librarians has gone so far that a quarter of the employees currently working as librarians don't have LIS-related qualifications. Another 20% have national diplomas in library and information science, BTech degrees (which are regarded by some employers

as a para-professional qualification and by some as a professional qualification) or B degrees in information science (which are also regarded by employers as a non-professional qualification). Just more than half of the people working as librarians have the qualifications that are generally regarded as full professional qualifications; i.e. first degrees or postgraduate diplomas in librarianship.

This general disregard on the part of employers of the professional qualifications has led to what could be termed the “de-professionalisation” of the librarian occupation. Such a process of de-professionalisation is very difficult to turn around. The possibility of changing librarianship into a statutory-regulated profession is seen by various role players as a way of restoring its professional status. In fact, LIASA has already started to investigate the possibility of transforming itself into a statutory regulatory body. In considering the question whether statutory regulation is the best option to pursue and, if so, how to pursue it, the following points need to be considered:

- Strictly speaking the main purpose of the statutory regulation of professions is to protect the public against unqualified and unscrupulous practitioners. It would be relatively difficult to make out a case that unqualified people in librarian positions can cause harm to other people or could jeopardise the health, safety or economic wellbeing of individuals or communities. However, it could perhaps be argued that by employing unqualified librarians, communities are denied a professional service that they are entitled to.
- In most of the legislation that regulates professions in South Africa only the professional titles are protected (e.g. professional engineer). The “blanket” reservation of functions (i.e. the reservation of certain work for registered persons) is currently allowed only in a small number of professions (e.g. the health professions). Most other professions have limited reservation of functions. That means that employers can still continue to employ unregistered people to perform the functions, as long as they don’t use the professional titles but call their employees by other names. It also means that professional registration may prove to be ineffective if it is not supported by other measures that will force employers to require professional registration from the people they employ in certain positions.
- Similarly, HEIs are not automatically bound by the accreditation requirements or by the accreditation processes of a statutory regulatory council. As autonomous institutions they have the right to offer programmes – as long as their programmes are accredited by the Council for Higher Education. Once again the behaviour of employers will probably determine whether or not the HEIs will seek the accreditation of a statutory regulatory body or not. If there is a clear signal from the labour market that only registered professionals (i.e. those who qualified through accredited educational programmes) will find employment, then HEIs will be compelled to ensure that their programmes are accredited. The prestige value of accreditation by the professional body is therefore very important.

- Professional councils or boards normally have the following functions:
  - The accreditation of educational programmes for professional registration purposes;
  - The registration of professionals;
  - Enforcement of a code of conduct; and
  - Providing advice to the relevant minister(s) on issues pertaining to the profession.
- The NCLIS is already a statutory body established to provide an advisory service to the relevant ministries. The establishment of another statutory regulatory council may lead to the duplication of and conflict between functions. It may also lead to unnecessary expenditure on the part of the government department that will take responsibility for the regulatory council. At the same time the extension of the functions of NCLIS may be a shorter, easier and more cost-effective route to the regulation of the librarian profession.
- LIASA indicated in this study that it is quite far with the process of developing training material for some of the library-related qualifications and that it is in the process of applying for accreditation with the ETDP Seta. An education and training provider cannot be at the same time the accreditation body. If LIASA were to consider becoming a statutory body it would have to transfer its educational activities to another organisation.

In summary: statutory regulation may help to restore the professional status of librarians, but on its own it is not a guarantee that the de-professionalisation process will be reversed. Statutory regulation has to be supported by other measures that simultaneously force employers to insist on professional registration and HEIs to seek accreditation. Statutory regulation should also be “marketed”. That means that role players in the sector have to be convinced of the value of the accreditation of training programmes and the registration of professionals by the professional body.

### **12.3.5 Skills Shortages in the LIS**

Skills shortages manifest in different ways in the labour market. One of the most discernible indicators of skills shortages is high vacancy rates. In Chapter 5 of this report it was indicated that the vacancy rates observed in the IMS and specifically in the librarian occupation were high by all standards and are indicative of a shortage of skills in the market. In Chapter 7 it was also shown that the number of new graduates who have qualified in librarianship in the last few years is not sufficient to fill the positions that become available. In most of the workshops employers confirmed the existence of shortages of professionally qualified librarians. However, a few employers questioned the existence of skills shortages as they themselves experience no problems in finding suitable candidates to appoint. It was notable that these employers are based in close proximity to the HEIs that currently offer programmes in librarianship. It therefore seems as if the problem of

skills shortages is not only a matter of an absolute shortage in the market, but is also a problem related to the geographical distribution of new entrants to the market.

### **12.3.6 The Provision of Education and Training**

#### **a) Education Programmes**

With regard to the structure and content of the educational programmes on offer and the stakeholders' responses to the programmes the following observations can be made:

A complete lack of uniformity exists in the educational programmes on offer. It seems as if the HEIs are operating on their own (i.e. with very little if any consultation among themselves) when they design their qualifications and curricula.

Many of the changes seen in the educational programmes in the last few years were essentially driven by the drop in student numbers and reflect the HEIs' efforts to adapt to the changing labour market and student markets. However, the HEIs find it difficult to gauge the actual needs of the labour market because of the lack of organisation among employers (e.g. the absence of an employer forum or organisations with which they can interact) and confusing signals about educational needs and employment opportunities coming from the labour market. The drop in student numbers has also compelled the HEIs to move away from the narrowly defined library and information science courses to more broadly defined information science courses with specialisations in adjacent fields such as publishing. This has led to a downscaling of the library-specific content in some of the programmes.

The existence of a variety of educational models (as described in Chapter 8) has led to confusion and some disillusionment among employers. Another factor that adds to the confusion is that each of the different educational models allows for students to exit the educational system at different points. In some instances they can exit the educational system after three years of study with an NQF Level 6 qualification. In other instances they can exit the system only after four years of study with an NQF Level 7 qualification. Some of the three-year qualifications have very little library-specific content but employers and the graduates themselves expect that they should be able to function as fully qualified librarians.

The existence of different educational models does not only confuse the labour market, it is also not conducive to the maintenance of a professional identity for librarians. If the de-professionalisation process referred to in Section 12.3.4 above is to be turned around, it is imperative that the core content of educational programmes and the educational models in which the content is offered be standardised. There are two processes that can be utilised for this purpose. The one is the registration of a generic qualification or qualifications. The other is accreditation by a statutory professional regulating body.

The registration of a generic qualification would require the HEIs to work together towards such a qualification. An accreditation process would require the statutory regulating body to set the minimum requirements with regard to the content of the programmes.

### **b) HEIs' Staffing and Resources**

The study clearly showed that most of the HEIs that offer programmes in librarianship are under pressure. The main problems are, first, dwindling student numbers that impact on the incomes of the institutions and, second, staffing problems. These two factors are interrelated: the institutions are reluctant to appoint new staff if they are not certain of enough students to sustain the programmes and they find it difficult to sustain their programmes without enough staff. At the same time the HEIs are also affected by the shortage of well qualified and experienced people that other employers in the LIS experience.

Some of the institutions, especially the historically disadvantaged institutions, are also affected by general resource constraints experienced in their institutions – such as a lack of IT facilities and IT support.

Overall many of the challenges of the institutions would be resolved by a drastic increase in student numbers. However, as indicated earlier in this report, the LIS labour market is relatively small and the market needs only between 250 and 300 new entrants per year. Even if the student output can be raised to this level, if this number is spread between 10 institutions it may not be enough to sustain dedicated library programmes in the long run. If some co-ordinated planning does not take place, the danger exists that more programmes may close down and that the closing down process may leave the country with a more uneven geographical spread of library programmes and with programmes that no longer address the specific needs of the librarian profession.

### **c) Practical Training**

From this study it was clear that there is a need for practical training as part of the entry-level qualifications in librarianship. It is important that some standardisation of the practical content of the training programmes takes place along with the standardisation of the core theoretical content.

The issue of practical training after qualification but before full professional registration was raised often in this study. In most other professions there is a compulsory period of practical training or workplace experience required for professional registration. The periods of this practical training differ from one to three years. In most professions the content of the practical exposure is broadly defined by the professional registration body and candidates for professional registration are required to provide proof of practical training. In some professions – for example, the accounting professions – the periods of practical training are registered as learnerships and the employers get the financial benefits associated with learnerships. In this study some of the private sector employers were of the opinion that a learnership would be appropriate for the practical training of li-

brarians and indicated that they would be willing to train new entrants to the labour market on such a learnership.

In order for a learnership to be registered, the learning programme must lead to a qualification that is registered on the NQF. In this case it will be a qualification that follows on the current HE qualifications in librarianship. The new qualifications that are set to be registered under the QCTO (i.e. occupational awards or skills certificates) may be the appropriate qualifications to lead into full professional status. The registration of such a qualification for librarians may be initiated by the professional bodies in the sector (i.e. LIASA and/or NCLIS). A request needs to be lodged with the QCTO. It must be noted that the funding for the qualification development process will have to be provided by an organisation termed in the draft QCTO regulations the “quality development partner”. This can be any one or both of the professional bodies, or the relevant SETA (in this case the ETDP SETA), or the DAC. At this stage it doesn’t seem as if funding will be forthcoming from the QCTO.

Although a learnership may be an option, it must be borne in mind that a learnership is a very structured learning programme with strict requirements placed on the training providers, employers and learners. A more flexible internship programme may prove to be a more practical solution until such time as a model of practical training before full professional registration has been established in the LIS.

### **12.3.7 Financial Assistance for Students**

The drop in the numbers of new graduates with qualifications in library and information science is not only the result of a lack of interest in the study field; it is also a consequence of the lack of financial assistance. While it seems to be relatively easy to obtain loans for undergraduate studies, there is very little financial assistance available for postgraduate studies. Furthermore, students who qualify with first degrees and who have study loans are often not in a position to continue with postgraduate studies. A bursary scheme will probably go a long way to boosting student numbers. A bursary scheme could also be used to rectify the geographical imbalances in the labour market and to select students with real interest in librarianship and motivation to build a career in this field.

### **12.3.8 Career Guidance**

The need to promote librarianship as a career among prospective university students was emphasised by all stakeholders who participated in this study. One way of promoting this profession is by developing attractive career guidance material and by placing it prominently in all libraries. A career guide that features all the information-related careers could be useful in this regard. It is, however, important that such a career guide be visually attractive, be easy to read and understand, and be updated regularly. The career guide should also be available on the Internet. Other material that could be useful in promoting the profession, such as video clips on new libraries and projects undertaken by librarians, should also form part of a package of career guidance material

that should be available to HEIs when they do their marketing, LIASA and any of the other role players who want to become involved in promotional activities. The DAC could also feature career information on its website.

### **12.3.9 Development of Library Assistants**

In Chapter 5 of this report it was indicated that library assistants form the bulk of staff employed in libraries. Most of the library assistants have only a grade 12 qualification. The fact that they are already employed in the libraries shows a basic interest in the work. Stakeholders who participated in this study were almost unanimous in their view that library assistants are an untapped resource for professional librarianship and that it is imperative that a career path be created that allows library assistants to become fully qualified librarians. LIASA's offering of the national certificate and diploma mentioned earlier in the report is a first step in this direction. This needs to be followed by an evaluation of the content of the courses for the purpose of articulation into the higher education qualifications that lead to full professional status. This career path should also be prominently featured in the career guide discussed above. Furthermore, it is also important that a national bursary scheme or internal bursary schemes run by employers make provision for the development of library assistants.

### **12.3.10 Continuing Professional Development (CPD)**

Chapter 6 of this report clearly shows the need for CPD in the LIS. Employers currently use a variety of service providers. In some instances the HEIs offer short courses on request. LIASA is also a provider of CPD. The promotion of CPD is generally to the advantage of the profession.

The enforcement of CPD would be an advanced step in the restoration of the professional identity of librarians. At first a statutory professional regulatory body should determine minimum CPD requirements. The monitoring of adherence to these requirements can follow only once a registration system is fully established and the majority of librarians are registered.

**12.3.11 Recommendations**

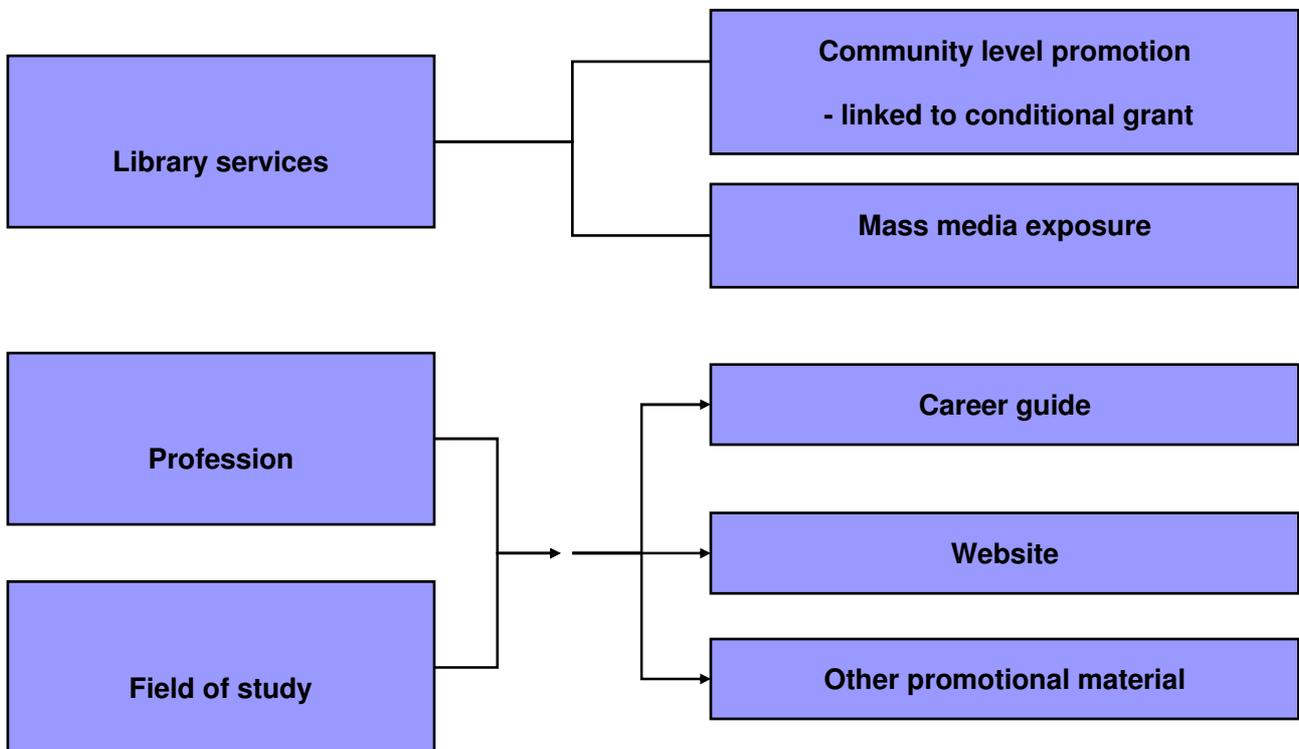
The LIS faces multiple challenges that are complex and interrelated. None of these challenges can be addressed effectively on its own. We therefore recommend an integrated strategy that addresses different challenges simultaneously. The key elements of such a strategy are promotion, standardisation, financial assistance, practical training and career progression for library assistants (Figure 12-1).

**a) Promotion**

The first element of the strategy, promotion, consists of the promotion of the services rendered by libraries, the promotion of the librarianship profession and the promotion of library and information science as a field of study (Figure 12-2). The promotion of library services could consist of community-level promotion (possibly linked to the conditional grant) as well as the showcasing of interventions funded by the conditional grant in the mass media.



**Figure 12-1**  
**Key elements of a strategy**



**Figure 12-2**  
**Promotional elements of the strategy**

The promotion of the profession and the field of study will obviously benefit from the promotion of the LIS and its activities. However, the provision of information on the career, the field of study, study programmes available and financial assistance available to students is an area that needs specific attention. It is recommended that the DAC, together with other role players such as NCLIS and LIASA, compile a set of career information and publish it in the form of a career guide, a dedicated website (linked to the websites of all the important role players) and other promotional material such as brochures. The printed material should be made available in all the community libraries in the country. It should also be available to the HEIs and the professional bodies for use in marketing and career guidance initiatives. The career guide and the website would need to be regularly updated.

#### **b) Standardisation**

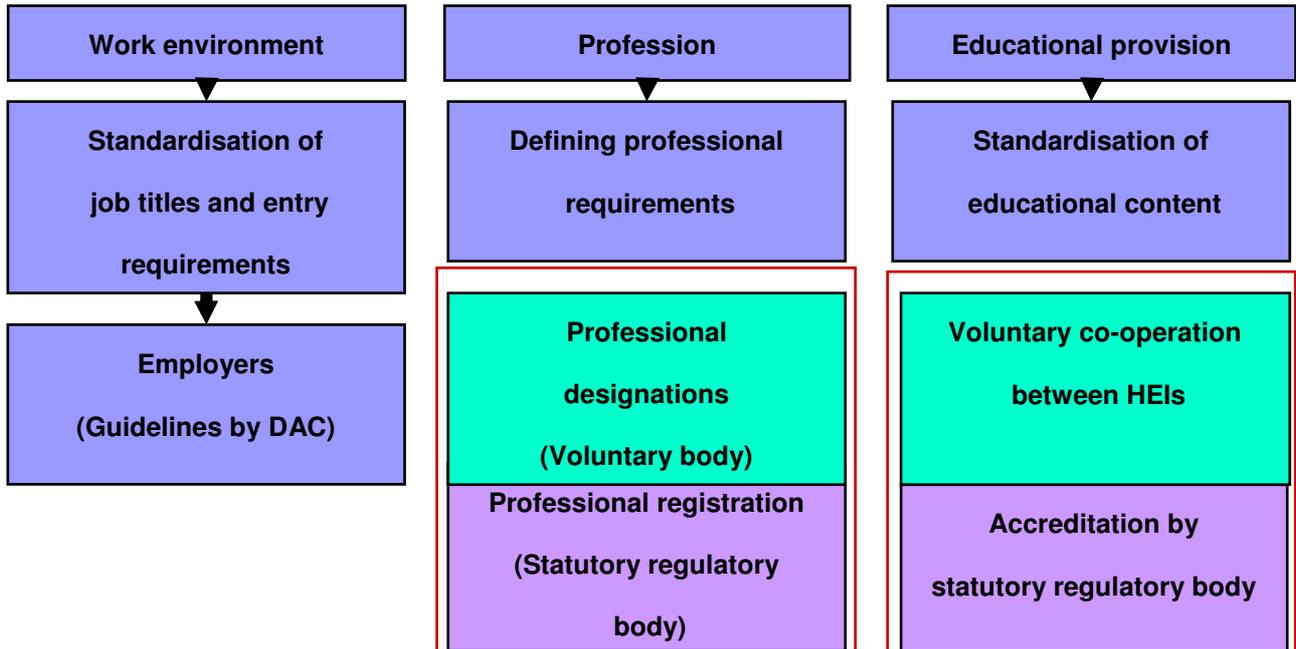
It is recommended that the LIS work towards the standardisation or clear definition of professional librarianship in the work environment, in terms of professional titles or designations and in terms of educational provision (Figure 12-3). These three areas of standardisation are interlinked.

In the *work environment* it is important to define or describe the work typically required of a professional librarian and that required of a library assistant. The difference between these two occupations should be clear from the definitions or descriptions. The educational requirements for each of these occupations should be clearly defined. This could be done by NCLIS in collaboration with the DAC and other stakeholders and it could be issued as guidelines to employers – especially to local governments and to state departments that employ librarians.

In defining and standardising *professional requirements* one of two approaches could be taken. The one is to clearly define the professional designation(s) linked to the membership of the voluntary professional body, determine the educational requirements necessary for membership and the use of the professional designation(s), and prescribe the professional conduct required for membership and the use of the professional designations. The professional body will then have to aggressively market the designations and convince employers that they should only employ professionals who are members of the professional body and who may use the professional designations. The voluntary professional body can also set educational standards and convince the HEIs to comply with these standards in order to ensure that their students qualify for membership of the professional body.

Another approach is to establish a statutory regulatory body that will do all of the above but, instead of applying for membership linked to designations, professionals will register with the regulatory body and educational institutions will apply for accreditation with the regulatory body. If this route is taken, we recommend that the functions of NCLIS be expanded to include the registration of professionals and the accreditation of educational programmes. Although the administration of

a regulatory body will be funded by registration fees, it is foreseen that in the first number of years such a statutory body will be reliant on additional government funding.



**Figure 12-3**  
**Standardisation elements of the strategy**

The third level at which standardisation is required is in terms of educational models and educational content. This could be achieved voluntarily between the HEIs and the voluntary professional body (as part of defining the educational requirements for membership of the professional body) or it could be done as part of a statutory regulatory process (formal accreditation of educational programmes) initiated by the statutory regulatory body.

**c) Financial Assistance**

It is recommended that a national bursary scheme be instituted for studies in librarianship. In order to boost student numbers in the short term, the bursary scheme should provide assistance to students enrolling on all the current programmes – undergraduate as well as postgraduate – that provide entry to the librarian profession. However, once the issue of the definition and standardisation of the professional requirements for librarianship has been dealt with, financial assistance can be limited to studies in accredited programmes.

In order to limit the costs of running a national bursary scheme, the administration of bursaries can be passed on to the HEIs (which already have administrative units dealing with financial assistance). However, it is important to set requirements with regard to the geographical distribution of students who will benefit from such a scheme.

A part of the bursary scheme should also provide for the training of library assistants. If LIASA is the sole provider of the Level 4 and Level 5 qualifications, the option of it administering the bursaries for library assistants should be considered.

The success of a bursary scheme depends not only on a proper administrative system; it also depends on the marketing of the scheme. It is recommended that the bursary scheme should feature prominently in the career guidance material discussed under Section 12.3.12 (a).

**d) Practical Training**

The content and duration of practical training to form part of the professional education programmes should be considered during the standardisation processes discussed in Section 12.3.12 (b). Similarly, the determination of the practical experience required for full professional body membership or for professional registration should be determined during that same process. At this stage it is recommended that the latter take the form of an internship. Converting the internship into a learnership can be considered at a later stage – once the professional registration process has been fully established.

**e) Career Path for Library Assistants**

LIASA's initiatives with regard to the offering of the NQF Levels 4 and 5 qualifications in librarianship are commendable and should continue as quickly as possible. It is recommended that the programmes be offered in a manner that permits students from all parts of the country to participate and that is flexible enough to accommodate people who are already working. The articulation between the Level 5 qualification and the current HE programmes should be communicated in the Career Guide. This articulation should also receive attention during the standardisation of the educational programmes and the setting of accreditation requirements. The status of library assistants in terms of professional registration should also be determined during the setting of registration requirements (or alternatively during the setting of membership requirements of the voluntary professional body).

The proposed strategy for the LIS, the sequential steps that need to be taken and the proposed time frame are summarised in Table 12-1. The summary is based on the assumption that the LIS will decide to attempt to restore the professional status of librarians through statutory regulation and that the NCLIS will agree to the extension of its functions to become a professional regulatory body.

**Table 12-1**  
**Summary of a strategy to address the skills situation in the LIS**

Activity	Responsibility	Short term	Medium term		Long term
		Year 1	Year 2	Year 3	Year 4 and beyond
<b>Promotion</b>					
Community level promotion	DAC/provinces	Incorporate in requirements and business plans	Evaluate		Evaluate
	Community libraries	Plan awareness activities	Execute awareness activities		Execute awareness activities
Mass media exposure	DAC/provinces/national library	Showcase conditional grant achievements	Showcase conditional grant achievements		Showcase conditional grant achievements
Career information	NCLIS/DAC	Develop content	Update		Update
		Develop website	Update		Update
		Publish career guide	Update		Update
<b>Standardisation</b>					
Definition of job content	NCLIS/DAC	Facilitate working groups	Publish guidelines		
Extension of functions of NCLIS	NCLIS/DAC	Defining functions of NCLIS			
	DAC	Drafting of legislative changes	Changes to legislation		
Institution of registration system	NCLIS	Develop registration requirements	Publish registration requirements	Start registration system	Maintain registration system
Standardisation of educational models and content	NCLIS	Develop accreditation requirements	Workshop accreditation requirements with HEIs	Implement accreditation requirements	Accreditation monitoring visits

Activity	Responsibility	Short term	Medium term		Long term
		Year 1	Year 2	Year 3	Year 4 and beyond
<b>Financial assistance</b>					
Development of national bursary scheme	DAC	Cost analysis			
		Obtain funding			
		Draft guidelines for national bursary scheme			
		Negotiate administration with HEIs			
			Implement bursary scheme		
<b>Practical training</b>					
Development of requirements - pre-qualification	NCLIS		Develop along with accreditation requirements		
Development of requirements - pre-registration	NCLIS		Develop along with registration requirements		
<b>Career path for library assistants</b>					
Offer Level 4 and 5 qualifications	LIASA	Develop training material (Level 4 and 5)	Offer training programmes		Offer training programmes
	LIASA	Apply for accreditation			
Offer articulation into HE programmes	NCLIS	Attend to articulation options along with accreditation requirements			

## **12.4 ARCHIVES**

### **12.4.1 The Prominence and Status of Archival Services**

As with libraries, the archival services suffer from a lack of public exposure and inadequate knowledge and understanding of the services among the general public and political decision makers. There are several reasons for this situation:

- The very nature of archives causes the service to be hidden from the public eye.
- Even though archival services and the requirement that certain records should be archived are enshrined in legislation, the legislation itself has very few mechanisms that allow for its enforcement (it has very few “teeth”).
- The archival services sector is a very small service sector – it employs only approximately 1 000 people.

### **12.4.2 The Professional Status of Archivists**

Linked to the status of the archival services is the status of archivists. The lack of prominence of the service leads to the archival profession being unknown to most members of the public. It is also a career option that is rarely considered by students.

In this study it was stated repeatedly that archivists no longer have a professional identity and that they don't receive the recognition that they deserve. The lack of a professional identity is reflected, among other things, in the fact that the profession is not well organised and represented by a professional body. The lack of recognition is reflected, first, in the absence of standardised educational requirements for entry-level positions and more senior archivist positions and, second, in the low salaries – compared to those of other occupations of a similar nature.

### **12.4.3 The Leadership role of NARS**

From the study it was clear that NARS is generally regarded as the leader in the archival services sector and that the other role players look up to NARS to provide direction. At the same time it seems as if NARS's own capacity has been eroded in the last number of years and that it has been sliding back in terms of the direction and supportive services that it used to provide. We are of the opinion that the restoration of NARS's leadership role is of critical importance for the future of the archival services and the archivist profession. NARS's leadership position can, among other things, be strengthened by the revitalisation of the NPHAF referred to in Chapter 11 of this report. NARS could also strengthen its leadership position by engaging with the DPSA and attending to the employment issues referred to in the workshops: the clear definition of the role and functions of archivists and the standardisation of job contents, educational requirements, and remuneration in the public service archives.

Another area in which NARS should play a leading role is in the marketing and promotion of archival services. This marketing and promotion needs to be directed at different target groups. On the one hand the general public should be made aware of the role that archives play in the preservation of their history and cultural heritage and on the other hand the public service needs to be made aware of the fact that the records that they handle may become archives in future.

#### **12.4.4 Education and Training Provision for Archivists**

At this stage the education and training available for archivists consists of: a certificate course in archives and records management offered by UNISA (and which may develop into a diploma programme), postgraduate diplomas in archives and records management offered by UKZN and the University of Fort Hare and an archives module in a master's degree offered by Wits. The numbers of students who qualify in these programmes are very small and in the long run it may be very difficult for the HEIs to sustain these programmes.

The study has indicated that the actual numbers of new archivists needed to fill positions are very small. A training programme that delivers approximately 30 new qualified people should be sufficient to provide for the needs of the labour market.

The study has also indicated that practical training and work experience is very important in the training of archivists. The current training programmes have very little, if any, practical training and students are reliant on on-the-job training to learn the practical aspects of archival work.

From all the information considered in this study it seems as if the skills shortages in the archival services will be best addressed through a practical-orientated training programme. If possible, such a programme should also contain a theoretical component and it should lead to a formal qualification.

#### **12.4.5 Recommendations**

As with the LIS, several simultaneous interventions are needed to improve the skills situation in the archival services in South Africa. The first is the promotion of the services itself and the career of an archivist. The second is a bursary scheme that includes postgraduate studies in archives and records management. The third is the development of a new training programme and the fourth is the re-introduction of educational qualification requirements for archivists.

##### **a) Promotion of the Archival Field and Profession**

It is recommended that NARS institute special measures to raise public awareness of the archives. The specific actions should fit in with the mandate and priorities of NARS.

It is furthermore recommended that the archival profession be included in the career guide, the career information website and the career guidance material envisaged in Section 12.3.12 (a).

**b) Sharing in the National Bursary Scheme**

A national bursary scheme should not only cater for qualifications in library and information sciences, but should also include postgraduate studies in archives and records management. This will benefit the archives and records management fields.

**c) The Development of a new Training Programme**

It is recommended that NARS consider the introduction of a training programme that will be mainly based in the National Archives and that will be offered in co-operation with one of the HEIs. The training models that may be considered are:

- (i) An internship programme that links with the National Government Internship programme. Such a programme will be targeted at graduates with relevant degrees. An internship programme can be structured to contain theoretical as well as practical components. The theoretical content can be linked to the formal educational programme offered by an HEI.
- (ii) A learnership that leads to one of the qualifications currently offered by the HEIs. A learnership is a more formal training programme than an internship and it has to be registered with the Department of Higher Education and Training. Both theoretical and practical training have to be formally assessed.
- (iii) The development of a new occupational based qualification(s) under the QCTO. The draft QCTO regulations make provision for the registration of skills certificates and occupational awards. These occupational qualifications are directly based on the work done in a particular occupation. The combination of occupational awards and/or skills certificates makes it possible to design a very flexible and complementary set of qualifications that provide for the very narrow specialisations found in the archives repositories.

The development of a learnership and/or an occupational-based qualification will take a considerable period of time. An internship programme is quicker and easier to institute. It is also easier to adapt if problems are experienced. It is furthermore possible to start with an internship programme and later convert it to a learnership or to base the development of new qualifications on the content of the internship.

The institution of such a training programme will require NARS to re-build its skills base and capacity. If necessary, it may have to contract in specialised skills – even from overseas to deal with areas in which it lacks expertise. However, the training programme should also be designed in such a way that the learners perform useful tasks and add to the capacity of the National Archives.

NARS can also re-build its own capacity by taking some of its current staff onto the training programme.

**d) The Re-introduction of Educational Requirements for Archivists**

The introduction of entry-level educational requirements for archivists can only follow once an educational programme has been established and a pool of qualified people has been built up. This could be considered in the long term.

**12.5 RECORDS MANAGEMENT****12.5.1 The Prominence and Status of Records Management**

Records management is a new and emerging profession. It shares the status and image problems of the librarian and archivist professions, but for a different reason. While librarians and archivists have lost some of their professional status, the records management profession is emerging from a non-professional field.

The professionalisation of records management functions is the result of the growing complexity of the records that need to be kept, complexity created by the electronic environment and increasingly demanding legislative requirements with regard to the keeping of records. However, in many organisations records management is still not a distinct function and is often clustered with other administrative or support functions. In other organisations records management forms an intrinsic part of the activities of the organisation and is difficult to distinguish. For these reasons it was not possible to establish the size of employment in records management. Furthermore, records management is not yet an organised profession with a strong and unified professional body that can represent the interests of records managers.

Nevertheless, this study showed that records management is an important function in organisations and that the training of records managers needs special attention.

**12.5.2 The Role of NARS**

As with archival services, NARS is seen as the government institution that should provide leadership and direction with regard to records management. In Chapter 11 of this report the expectations that stakeholders have from NARS were reported. Overall it seems as if NARS will have to re-look its role with regard to records management in the public sector and should become more visible and proactive in the provision of guidelines and support. Engagement with the DPSA on the issues cited in Chapter 11 is also necessary.

**12.5.3 Education and Training Provision**

At this stage the education and training provision for records management is limited to:

- Two postgraduate diplomas in archives and records management offered by UKZN and the University of Fort Hare;

- A certificate programme offered by UNISA;
- Modules in a few administration courses; and
- Short courses offered by a variety of private consultants – some of which form part of the implementation of records-management systems.

The formal courses offered by the three HEIs focus strongly on regulatory records management and less on the operational and practical implementation of records management. The National Certificate in Archives and Records Management (Level 4) doesn't address the needs of the industry. Furthermore, very few of the short courses lead to formal recognition on the NQF and very few of the training providers are accredited with a quality assurance body.

#### **12.5.4 Recommendations**

It is recommended that NARS take the lead with the training of records managers for the public sector. The inclusion of postgraduate studies in archives and records management in a national bursary scheme has already been discussed.

Furthermore, the internship or learnership programme for archivists could be extended to provide for records managers. Although the theoretical content could be the same, two clear practical streams should be created – one for archives and one for records management. The practical component of the records-management training programme should have a clear focus on operational records management. If NARS cannot provide all the practical training itself, it should look at partnerships with a few selected public sector organisations where the records-management function is well designed and operated and where there are skilled people who can provide mentorship to learners.

It is also recommended that in the longer term NARS look into the possibility of initiating a process of designing a new occupational qualification(s) (possibly skills certificates) in records management. These qualifications should form the basis for short courses and short course providers should be accredited to offer the qualifications. Such shorter educational programmes should also provide a career path for registry staff who want to become records managers.

The records-management occupation and the career paths towards the position of records manager should also be included in the career guide and on the career guidance website and in other material developed for the other occupations and professions in the IMS.

Finally, the recommendations contained in this report are meant to provide broad guidelines and direction with regard to actions that the DAC and NCLIS, as the bodies who commissioned this research, can take to improve the skills position in the IMS. The actual steps and activities will have to be adapted as the processes unfold. Furthermore, the success of the proposed strategies is not only dependent on the DAC and NCLIS but on the co-operation of all the stakeholders in the

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sector as well – including all the education and training providers and the voluntary professional bodies. The success of the strategies is also dependent on individuals who will be willing to drive and steer the various processes selflessly, with energy and perseverance.

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**ANNEXURE A  
DETAILED TASK PROFILE: ARCHIVISTS AND RECORDS MANAGERS**

**Archivists**

<b>Task description</b>	<b>% of employers*</b>
a) <b>Quality controlling classification systems</b>	86
b) <b>Appraising, selecting and authorising disposal</b>	
b.1 Paper-based correspondence collections	82
b.2 Historical manuscripts	59
b.3 Historical books	55
b.4 Paper-based cartographic and architectural collections	47
b.5 Paper-based pictorial collections	72
b.6 Micrographic collections	38
b.7 Electronic/digital collections	74
b.8 Audio-visual collections	79
c) Establishing priorities for collecting oral histories and identifying subjects for oral history interviews	72
d) Receiving and indexing archival collections	
d.1 Paper-based correspondence collections	90
d.2 Historical manuscripts	64
d.3 Historical books	63
d.4 Paper-based cartographic and architectural collections	50
d.5 Paper-based pictorial collections	81
d.6 Micrographic collections	40
d.7 Electronic/digital collections	79
d.8 Audio-visual collections	79
e) Controlling pests and viruses	
e.1 Paper-based collections	68
e.2 Electronic collections	58
e.3 Audio-visual collections	61
f) Researching and describing the context of the archival collection	89
g) Sorting, labelling and placing in protective packaging of individual objects in the collection	
g.1 Paper-based collections	91
g.2 Electronic collections	73
g.3 Audio-visual collections	78
h) Managing and maintaining storage vaults	
h.1 Paper-based correspondence collections	63
h.2 Historical manuscripts	50
h.3 Historical books	55
h.4 Paper-based cartographic and architectural collections	50
h.5 Paper-based pictorial collections	59
h.6 Micrographic collections	39
h.7 Electronic/digital collections	51
h.8 Audio-visual collections	57
i) Implementing a preservation, conservation, restoration, conversion and migration programme	
i.1 Paper-based correspondence collections	70
i.2 Historical manuscripts	53
i.3 Historical books	51
i.4 Paper-based cartographic and architectural collections	45
i.5 Paper-based pictorial collections	64

Task description	% of employers*
i.6 Micrographic collections	38
i.7 Electronic/digital collections	65
i.8 Audio-visual collections	62
j) Researching, analysing and developing selection criteria for conservation, reformatting and restoration processing	
j.1 Paper-based collections	63
j.2 Electronic collections	65
j.3 Audio-visual collections	56
k) Providing a still photography service	45
l) Providing a system for the dissemination of information about archival collections	89
m) Editing of oral history transcriptions and publications and managing the content of electronic publications regarding the content of the archival collection	30
n) Reading and research services	89
o) Promoting and exhibiting archival holdings and collections	
o.1 Paper-based collections	60
o.2 Electronic collections	54
o.3 Audio-visual collections	52
p) Managing and administering an archival service - All functions relating to overseeing the management of the resources of the archival service	84

\*% of employers who said that the task was performed by archivists in their work environment.

**Records Managers**

<b>Task description</b>	<b>% of employ-ers*</b>
a) Identifying when and how records should be created and where and how to capture them	82
a1 Analyse and evaluate business specific information and records requirements	70
a2 Analyse and evaluate legislative requirements	75
a3 Analyse and evaluate various records keeping methods, tools and technologies	73
b) Creating and/or acquiring reliable records for legal and operational purposes	80
b1 Analyse and evaluate the lawful aspects and implications relating to authenticity and reliability of records	70
b2 Analyse and evaluate the ability of the various records keeping methods, tools and technologies to create, store, transmit and protect authentic and reliable records	70
b3 Auditing and enforcing the creation of reliable records	64
c) Integrating record keeping practices and records management techniques into business systems and business processes.	57
c1 Analyse and evaluate business processes and relating record keeping requirements	59
d)Communicating and marketing the benefits of record keeping practices and records management techniques to internal and external stakeholders	70
d1 Design a communication and marketing strategy	41
d2 Implement awareness campaigns and training programmes	59
e) Monitoring and auditing compliance with legislative and business specific requirements and continuously taking corrective steps	70
e1 Conducting Information, records and system audits	73
e) Monitoring and auditing compliance with legislative and business specific requirements and continuously taking corrective steps	75
f1 Design and maintain a records management strategy	64
f2 Implement the records management strategy	64
f3 Design and maintain records management policies and related procedures	77
f4 Implement the records management policies and related procedures	77
f5 Implementing the policy	75
f) Design, implement and monitor a strategic and policy framework related to the management of records	68
g) Identify and assign records management roles and responsibilities to stakeholders	100
g1 Analyse and evaluate business specific retrieval requirements	61
h) Designing, implementing and maintaining records classification tools and metadata schemas that reflect the functions of a specific environment	
h1 Analyse the business specific classification and metadata requirements	45
h2 Analyse the classification requirements of the following types of records:	50
h2.1 Paper-based correspondence records	70
h2.2 Paper-based cartographic and architectural records	43
h2.3 Paper-based pictorial records	45
h2.4 Micrographic records	23
h2.5 Electronic/digital records	52
h2.6 Audio-visual records	43
h3 Analyse and evaluate the classification and metadata capturing functionality of the various records keeping methods, tools and technologies	48

Task description	% of employ-ers*
h4 Design records classification tools and metadata schemas	43
h5 Implement the classification tools and metadata schemas	41
i) Design and implement policies, procedures and storage systems to safeguard the long-term access and usability of the records.	77
i1 Analyse the business specific records storage and records preservation requirements	68
i2 Analyse the records storage and records preservation requirements of the following types of records:	57
i2.1 Paper-based correspondence records	70
i2.2 Paper-based cartographic and architectural records	41
i2.3 Paper-based pictorial records	41
i2.4 Micrographic records	23
i2.5 Electronic/digital records	50
i2.6 Audio-visual records	39
i3 Document the business specific storage and preservation requirements	59
i4 Design storage and preservation policies and procedures	57
i5 Implement the storage and preservation policies, procedures and systems for the following:	59
i5.1 Paper-based correspondence records	66
i5.2 Paper-based cartographic and architectural records	39
i5.3 Paper-based pictorial records	39
i5.4 Micrographic records	23
i5.5 Electronic/digital records	41
i5.6 Audio-visual records	34
j) Design and implement records retention procedures according to policies and regulations	66
j1 Analyse and evaluate business specific retention requirements	61
j2 Analyse and evaluate legislative retention requirements	61
j3 Design a retention policy covering the following:	43
j3.1 Paper-based correspondence records	59
j3.2 Paper-based cartographic and architectural records	27
j3.3 Paper-based pictorial records	27
j3.4 Micrographic records	14
j3.5 Electronic/digital records	39
j3.6 Audio-visual records	30
j4 Implement the retention policy	43
k) Design and implement records disposal procedures according to policies and regulations	60
k1 Analyse and evaluate business specific disposal procedural requirements	100
k1 Analyse and evaluate business specific disposal procedural requirements	51
k2 Analyse and evaluate legislative disposal procedural requirements	60
k3 Analyse and evaluate specific disposal functionality of the records keeping tools and technologies	50
k4 Design the disposal procedures	57
k5 Implement the disposal procedures	56
l) Design and implement information security procedures to protect the content of the records and coordinate access to records	74
l1 Analyse and evaluate business specific security requirements	63
l2 Analyse and evaluate legislative security requirements	53

Task description	% of employers*
I3 Analyse and evaluate specific security functionality of the records keeping tools and technologies	63
I4 Design information security procedures covering the following:	48
I4.1 Paper-based correspondence records	61
I4.2 Paper-based cartographic and architectural records	32
I4.3 Paper-based pictorial records	30
I4.4 Micrographic records	16
I4.5 Electronic/digital records	45
I4.6 Audio-visual records	34
I5 Implement the security procedures	68
m) Collecting, opening and distributing incoming and outgoing mail	93
m1 Design procedures for the collection, opening and distribution of paper-based mail	91
m2 Design procedures for the scanning of paper-based records	52
m3 Design procedures for the distribution of scanned images	45
m4 Implement the procedures	61
m5 Implement the records storage and distribution systems	100
m5 Implement the records storage and distribution systems	81
n) Organising records in an orderly and coherent manner	81
n1 Using and maintaining classification and indexing tools	80
n2 Filing records using different classification, indexing and storage tools	79
o) Identify and retrieve records for users	80
o1 Analyse and evaluate business specific retrieval requirements	70
o2 Analyse and evaluate specific retrieval functionality of the records keeping tools and technologies	67
o3 Design the retrieval procedures	59
o4 Implement the retrieval procedures	70
Organising, maintaining and preserving records in a system	9
p) Track the movement and use of the records	73
p1 Analyse and evaluate business specific file and document tracking requirements	52
p2 Analyse and evaluate specific tracking functionality of the records keeping tools and technologies	55
p3 Design the tracking procedures	48
p4 Implement the tracking procedures	55
Planning, implementing, and maintaining a records management programme	7
Providing records and information dissemination services to users	20

\*% of employers who said that the task was performed by archivists in their work environment.

## **ANNEXURE B LIBRARY USER FOCUS GROUPS**

### **INTRODUCTION**

At the request of the client focus groups were conducted with user groups at five community libraries. The aim of the focus groups was to determine the perceptions library users have of the quality of the service delivery they receive. Four of the libraries are located in previously disadvantaged areas (two in townships and two in rural settings) and the fifth in a previously advantaged urban setting. (Section 1.4.4 of the main report gives more detail about the selection of the user groups.)

Users interviewed in the townships and rural areas were mostly students from tertiary and further education and training (FET) institutions (71%). The fields of study of these students ranged from supplementary Grade 12 to B.Com Accounting, B.Com Financial Management, Software Engineering, Marketing, Electrical Engineering, Communication Science, LLB, Human Resources Management and Religious Studies. The students indicated that they mostly use the library as a study area and to do assignments because they do not have study facilities at home. A small percentage indicated that they do recreational reading at the library (2%).

The previously disadvantaged library users also included teaching staff (5%) from an early learning centre and a school for disabled learners. These users make use of the library facilities for upgrading their learners' reading skills and for accessing subject matter with a view to designing skills development programmes for the disabled.

The users who made up the previously advantaged focus group were mostly people in part-time employment (5%), full-time employed, educators and home schooling parents (7%) – who mostly use the library for subject matter purposes – and retirees (7%) who use the library for recreational purposes.

### **REASONS FOR USING THE LIBRARY**

Library users in the previously disadvantaged areas indicated that the libraries were conveniently situated close to where they lived and that the business hours (9h00-17h00) were convenient for them. The student users mentioned, though, that they are affected adversely when opening time is later on some days of the week.

The participants in the focus groups also said that they used the libraries for social reasons, namely to meet other people and to make like-minded friends. Libraries in the previously advantaged areas are mostly used for recreational reading purposes, although these libraries also serve the needs of school children who need to use the reference material when they are doing assignments. Libraries in these areas are to a lesser extent used as study facilities. Some of the recreational users form reading circles that meet at the library to discuss the books that they have read.

## **FREQUENCY OF USE**

Student users visit the library more often than recreational users do, mostly because student users do not have study facilities at home. Students are – as far as is possible for them – at the library during business hours and in between their classes. They also visit the libraries on Saturdays for study purposes.

The use of libraries by vocational users varies, as they normally visit the library for a specific purpose such as for finding subject matter to develop or enhance learning programmes. In instances where libraries provide a book delivery service to teaching staff of special learning facilities the visits to the library are less frequent.

Recreational users visit the library less often than students do. The lending period for material that can be taken off library premises is 14 days. Recreational users tend to visit the library every second week, therefore, to return books and to borrow new ones. They also occasionally visit the library to read the magazines and newspapers, when they can combine it with shopping trips.

## **PROBLEMS ENCOUNTERED AT LIBRARIES**

### ***Study areas***

The user groups complained about the lack of dedicated study areas. Student and vocational users share open library spaces with the rest of the occasional library users on a first-come-first-served basis. It is not possible for them to reserve a study area in advance so they have to wait for a study area to be vacated. Students view the wait as a waste of precious study time as they frequently do not have alternative study facilities they can use.

Most of the libraries in the previously disadvantaged areas are close to or part of the municipal offices. This causes a lot of tension as the library facilities are also used by the municipalities as convenient general meeting areas. Students are often refused entry or asked to leave the library premises when meetings of the municipal staff are taking place. Students are not necessarily informed beforehand when the library will be used for such meetings, which is of concern to them as that they incur costs to get to the library but cannot access its facilities on arrival.

Students are also adamant that the staff of the municipalities that use the library facilities for meetings understand that the needs of the community users and especially those of the students take priority. If this is not possible, they request that soundproof meeting facilities should be provided for municipality staff and other occasional users who meet at the library.

When students are allowed access at a time that the library is being used for municipal staff meetings, these meetings tend to be very noisy and make study very difficult. In one instance it was mentioned that the library manager does not have a dedicated office and might be shouting to

someone at the other end of the phone when students are studying. Such situations are an indication of the relatively low importance that is attached to community libraries as a knowledge centre for the benefit of the community. They also indicate a lack of the assertive management needed by library staff and library managers for ensuring that the libraries are used for the benefit of the community and for the purpose for which they were established.

The student users also indicated that occasional users, especially school children, are indifferent to the needs of the students. They are noisy, they do not switch their cell phones off, and they do not maintain the general rule of silence when in the library.

### ***General library facilities***

The user groups complained about the general lack of pride in the library facilities – for example, cleaning and maintenance work that is not done properly. Study booths, tables and shelves are broken and toilet facilities are frequently inadequate and unhygienic and sometimes non-functional. User groups indicated that they complain to the library staff but that it takes a very long time before anything is done to resolve the problems.

The user groups also indicated that the study facilities are sometimes uncomfortably hot or cold as there is no air conditioning in some of the libraries. Where air conditioners have been provided, they often do not work as they are not maintained properly.

User groups indicated that it is a concern that there are no canteens or alternative lunch facilities at the libraries. Food and water are not allowed in the library but there are no lock-up facilities where they can store the food and water that they bring with them. They have to make alternative arrangements for lunch. They also need to vacate their study areas completely when they take a break because a lack of security in the libraries means that they cannot leave personal possessions in the study areas. More often than not, when they get back to the study area after lunch the study spaces are being occupied by other users and they have to wait for their turn again.

Student users complained about the noise and chemical smell of libraries being cleaned during business hours.

User groups mentioned that although they can understand the need for photocopying facilities for library users, these facilities are also used by municipal staff and anybody that has a need to use them. Besides the fact that the photocopying machines themselves are noisy, these areas tend to become general meeting areas, which increases the noise levels in the library.

The problematic issues with the library facilities indicate a lack of assertive management by library managers, as well as a lack of adequate facilities management and facilities planning skills.

***Professional library service***

Student and vocational users raised concerns about a lack of knowledge resources for tertiary study purposes. It seems as if the libraries are more focused on serving school children and recreational users than students busy with tertiary studies. The tertiary subject-matter books are either outdated or not in stock. The variety of books on a specific subject is also very limited. Users did, however, indicate that they generally find the library staff very helpful when they need to search the libraries' databases to find out in which libraries books are located. Users are, however, concerned that there are no inter-library loan facilities at the community libraries. Students need to travel to other libraries to access and borrow books, which is time consuming and expensive.

User groups expressed a concern about the limited or non-existent access to the Internet or computers in the community libraries. Computers that are in the libraries are there for general use. There are no dedicated computer and Internet facilities for the student and vocational users and where Internet facilities exist using them is expensive. More often than not student and vocational users in previously disadvantaged areas are dependent on the computer facilities that are found at the libraries and have to await their turn to use the computers or have to limit the time they spend using them because of the high demand for these facilities. Students and vocational users that are working on assignments find this extremely frustrating.

**LIBRARY STAFF**

The user groups expressed the opinion that library staff are generally very friendly, helpful and willing to do searches for books located in other libraries. They are also able to assist when users are not computer literate. The user groups also commended the library staff for their community-focused role.

On the negative side, librarians and library managers are not assertively managing library facilities or the various kinds of library users. Besides customer service skills, conflict and people management skills will go a long way in ensuring that librarians and library managers manage the variety of users better.

**IMPROVEMENTS NEEDED*****General***

User groups indicated that they would like to see the purpose of the libraries explained to the schools so that school children will understand that a library is a place for dedicated quiet study. This will also assist with encouraging parents to bring their children to the library so that they can learn to appreciate the benefits of reading from an early age. User groups mentioned that for them it seems as if children (specifically the previously disadvantaged areas) are not encouraged to

read. Library staff do not actively market the purpose of libraries, nor do they market the content of the libraries to the wider community.

User groups are of the opinion that the lack of variety of books in the libraries and especially the lack of tertiary study material can be ascribed to the fact that books are expensive. They recommend that booksellers reduce their book prices to enable books, and especially tertiary study material, to be bought by libraries more readily and/or that librarians negotiate more forcefully for reduced prices.

Student users specifically requested that libraries be used for the purpose for which they were established. User groups suggest that photocopy facilities should be moved into separate areas and not placed at the entrance to the library and become a cause of congestion and added noise.

User groups furthermore recommend that water coolers should be provided in study areas, that study booths should be better maintained, and that libraries should also be provided with lock-up facilities for personal items that are not allowed into the library. Community library facilities are not necessarily planned with the variety of user groups in mind and, most probably, not with student users in mind as the tendency is to think that the libraries at the various education institutions should fulfil this purpose. Libraries are sometimes, therefore, situated in buildings that are not purpose built. Librarians should be involved in the planning of the library facilities to enable them to optimise the usage of the space in the libraries.

### ***Communication between library staff and user community***

All the user groups interviewed mentioned a lack of communication between the library staff and the user community. Library staff do not inform the students well in advance and communicate with them regarding decisions that will affect them and their usage of the facilities. Some user groups suggested that student user/representative committees should be appointed for each library to serve as a channel of communication between the library staff and the student users. It may be that it is not necessary to formalise communication structures in this manner but to train librarians to use a variety of methods to communicate with the different user groups.

### ***Tertiary-study needs***

Dedicated quiet and preferably soundproof study areas should be provided. Users suggested that invigilators should be appointed in the study area to control the noise level or that security cameras should be installed in the study areas to control the noise makers in the library.

Library grounds serve as play areas for children so the suggestion was made that play areas be moved away from the study areas to reduce the noise levels. Often librarians are so keen to attract bodies to the libraries to justify their existence that they sacrifice the needs of the regular and more serious users in the process. If librarians had assertive management skills they would be able to cater to the needs of all the user groups more successfully.

It was recommended that the community libraries increase their collections of tertiary-study materials and provide access to a country-wide online library search and reserving facility. This would enable students to find out where books are located and to reserve them for use so that they can plan their visits to libraries pro-actively and reduce travelling costs.

Student users suggested that community libraries be equipped with functioning computers in the dedicated study area for the use of students only. They also recommended that free Internet usage be provided.

Student user groups recommended that library hours should be extended to allow more students to use the study facilities after hours.

Student user groups recommended an increase in staffing levels. Sometimes the staff are too busy with occasional and recreational users to assist students immediately. They also recommend that dedicated staff should be placed at an information service counter. As library staff are also expected to do shelving and cataloguing of books, student users have to wait to be served.

Student user groups also recommend the establishment of an inter-library loan service, as it is not always possible for them to travel to other libraries to find study materials. They also recommend that this service include notifying students by sms when books on order have arrived at the library of choice.

### ***Recreational needs***

Recreational users recommended an increase in non-educational books, magazines and newspapers in multiple languages for the purpose of widening the recreational use of libraries, especially for children. These users recommended a wider variety of online encyclopedias and other reference materials.

Recreational readers do not only visit the library to borrow books but also to socialise – especially if they belong to reading circles and discussion groups. They would like to recommend that dedicated reading areas be provided for recreational users and that libraries be equipped with facilities to view and listen to CDs and DVDs

Recreational users are also bothered by the selling off of books by the libraries. It is frustrating when they want to access a book only to find out that it has been sold.

Recreational users also recommended an increase in funding of the libraries to enable the libraries to buy new books and to improve their facilities.

### **CONCLUSIONS**

It is a given that libraries are financially under-resourced and that they are not necessarily able to acquire new books and other study materials or computer and Internet facilities. What is also apparent from the findings of the focus groups of library users is a lack of vision in library planning –

especially in the previously disadvantaged areas. It is a well-known fact that students and learners in these communities do not have the necessary facilities at home to afford them adequate study opportunities and computer/Internet access. Neither can it be assumed that the tertiary institutions the students are enrolled with are accessible at times that are always suitable for the students themselves, given the costs of travel and the other commitments that students might have.

It is clear from the findings that library users in previously disadvantaged communities are dissatisfied with service delivery from their community libraries, and for several reasons. A repeated complaint was the inadequate provision or absence of dedicated and quiet study areas; another was the poor access to functioning computers and the Internet. It stands to reason that students are frustrated with having to share library space with noisy school children and people holding non-library-related meetings. However, it might also be the case that students' views of the purpose community libraries fulfil are slanted towards their own particular needs as students and disregard the more general needs of people who use non-academic and non-subject-specific libraries.

The recreational users from the non-previously disadvantaged area did not share the views on the 'proper' purpose of a library held by the other four focus groups. In fact, for these recreational users what would be desirable would be a wider range of reading material and facilities for the listening to and viewing of CDs and DVDs. It is difficult to see how any one single community library could cater to the needs of all possible users.

Something all users seem to share is the view that library staff should manage libraries and library users better. Although members of the focus groups found their librarians helpful, indexing and cataloguing are far from being the most important functions of library staff in the eyes of library users, especially now that electronic media play such an important role in both study and recreation.

**ANNEXURE C****RELEVANT TRAINING PROGRAMMES OFFERED BY HIGHER EDUCATION INSTITUTIONS IN OTHER SADC COUNTRIES**

Country	Institution	Faculty	Unit	Name of course	Duration	Notes
Botswana	University of Botswana	Humanities	Department of Library and Information Studies	Certificate in Archives and Records Management	1 year	
				Diploma in Archives and Records Management	2 years	
				(MARM) Masters in Archives and Records Management	4 semesters full time, 6 semesters part time	
				(MLIS) Masters in Library and Information Studies	4 semesters full time, 6 semesters part time	Contains Records and Archives Management Modules
Malawi	Mzuzu University	Information Science and communication	Library and Information Science	Diploma: Library and Information Science	2 years	
Malawi	University of Malawi	School of Education	Library and Information Science	Diploma in Library and Information Science	2 years	Contains Records and Archives Management Modules
				Bachelor of Library and Information Science	4 years	Contains Records and Archives Management Modules
Namibia	University of Namibia	Humanities and Social Sciences	Department of Information and Communication	Bachelor of Arts in Library Science	4 years	Contains Records and Archives Management Modules
				Diploma in Library Science	2 years	
				Diploma in Records and Archives Management	2 years	

Country	Institution	Faculty	Unit	Name of course	Duration	Notes
Zambia	University of Zambia	School of Humanities and Social Science	Department of Library Studies	Bachelor of Arts with Library and Information Studies (BALIS)	4 years	Contains Records and Archives Management Modules
Zimbabwe	National University of Science and Technology	Communication and Media Studies	Department of Library and Information Science	BSc (Hon's) Library & Information Science	4 years	Contains modules on Archives and Manuscript Management, Records Management and Electronic Records Management
			Records and Archives Management	BSc (Hons)	4 years	
Zimbabwe	Harare Polytechnic		Department of Library and Information Science	Higher National Diploma (HND) in Library and Information Science	2 years full time	Includes modules in Records management and Archival management
				National Certificate in Records Management and Information Science	1 Year Full Time or 1 Year Day Release	
				National Diploma (ND): in Records Management and Information Science	One Year full time or part time	
				National Certificate in Health Care Records Management:	2 years block release	
Zimbabwe	Midlands State University	Faculty of Arts	Department of Archaeology, Museum Studies and Cultural Heritage Studies	Honours degrees in Archaeology/ Cultural Heritage/Museum Studies in year 1: Records and Documents Management, and Records and Archives Management in year 2: Conservation and Preservation of	3 years	

Country	Institution	Faculty	Unit	Name of course	Duration	Notes
				Records and Archives and Archival Administration 3rd year: attachment to gain workplace experience		
Tanzania	Tanzania Library Service Board		Bagamoyo School of Library, Archives and Documentation Studies	Diploma Course in Library Archives and Documentation Studies	2 years	Accredited with National Accreditation Council for Technical Education (NACTE)
				Diploma in Records Management and Archives Administration	Information requested	
Tanzania	Tanzania Public Service College (TPSC)			Diploma in Records Management	24 Months	
				Technician Certificate in Records Management	12 Months	
				Basic Technician Certificate in Records Management	12 Months	
				Higher Standard Records Management (for registry clerks)	2 Months	
Botswana, Lesotho and Swaziland	Institute of Development Management		Department Human Resources Management	Certificate in Archives Administration and Records Management	Twenty-four weeks	
				Records and Information Management	Six weeks	