

ARCHIVES AND RESEARCH IN MALAYSIA.
THE DEVELOPMENT AND CHALLENGES AHEAD
1900 - 1995

By
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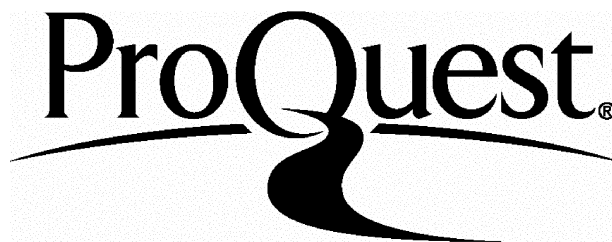
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to my Mother

NATIONAL ARCHIVES OF MALAYSIA

KUALA LUMPUR



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ABSTRACT

This study examines the management of non-current records in Malaysia and the development of archival institutions from 1900 to 1995. It analyses the role of the National Archives in fostering research, especially for national development.

The massive loss of records during the Second World War had an impact on the Archives' acquisition policy. From the early stages of its development, the Archives has endorsed the 'total archives' concept as a means of ensuring that it preserves the most complete record possible. This has affected reference services it offers.

The Archives has a vision of becoming the main resource centre of information for historical research in Malaysia and contributing significantly in achieving the nation's vision for the year 2020 of being a developed nation with strong moral and ethical values. By upgrading its technology to increase efficiency and by improving its methodologies for preserving and promoting the cultural heritage, the Archives will meet the challenges of the future. It will only achieve its goal if its records are fully consulted for a wide range of research.

The study reveals problems of: lack of systematic and user-friendly finding aids; inexperienced researchers; lack of training on the part of the Archives staff; unsolved access problems caused by complicated

legislations; a backlog of records; and most importantly, the lack of understanding of the importance of archival materials for research by researchers.

The study concludes by stressing the necessity for action to improve the accessibility of unappraised records, to fill up gaps in the holdings, to make changes in existing legislations regarding access, to implement new approaches of outreach programmes, to plan for future trained researchers and archivists and, most importantly, to implement strategies for responding to the challenges of technology. On the whole, it is argued that improvement in all aspects, is vital for the Archives to become a significant resource centre for research in development and nation building.

ABBREVIATIONS

ASEAN	:	Association of Southeast Asian Nations.
DROs	:	Departmental Record Officers.
HIDS	:	<i>Hari Ini Dalam Sejarah</i> [Today in History].
ICA	:	International Council on Archives.
ICSS	:	Integrated Curriculum for Secondary Schools.
INTAN	:	Institute of Public Administration Training Centre.
MAMPU	:	Manpower Administration Management and Planning Unit.
SARBICA	:	Southeast Asian Regional Branch of the International Council on Archives.
URUS	:	<i>Urus Rekod Untuk Simpan</i> [Managing Records for Storage].

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CHAPTER ONE

1. INTRODUCTION

1.1 BACKGROUND OF THE STUDY

Malaysia's goal is to become 'a fully developed country by 2020, fully developed not only economically, but also politically, socially and spiritually'¹. This is the nation's vision, revealed in early 1991 by Dr. Mahathir Mohammad, the Prime Minister of Malaysia. As the nation moves towards achieving this vision, it has to ensure high rates of growth, and maintain its stable social system, bound together as it is by strong moral and ethical values and religious faith.

In the public sector, commitment on the part of civil servants and improvement in the quality of services are essential in making the vision successful. The National Archives of Malaysia as a public agency responsible for the country's national heritage plays a significant role in this regard. Its holdings are crucial links with the past. With well-organised archival materials, Malaysians can learn about and research into the country's economics, social and politics.

According to the international glossary of archival terminology, archives are 'non-current records permanently preserved, with or without selection by those responsible for their creation or by their successors in

¹ Mahathir Mohammad, Dr., Speech, Commonwealth Association For Public Administration and Management (CAPAM) Biennial Conference, Julians, Malta, 22 April 1996.

function for their own use or by an appropriate archival repository because of their archival value'². They normally form a small proportion of the records from which they are selected.

Those setting up the National Archives of Malaysia recognised that the loss of records badly affected the national heritage. The threat of Japanese advancement to Malaya during the Second World War caused the colonial government to be aware of the urgent need to safeguard official documents. Ultimately, the war resulted in mass destruction and loss of records. After the war, the colonial government took action to preserve surviving records. In 1948, the Secretary of State for the Colonies issued a circular despatch directing that a survey be undertaken of the situation regarding records in the colonies and protectorates. The findings of the survey were published in 1951, and with the recommendations of the Committee on the Preservation and Destruction of Official Records, formed in 1953, they resulted in the setting up of a Public Records Office in Malaya in 1957. As it expanded its activities, it became the National Archives of Malaysia in 1963.

Archival institutions were also established in Sarawak and Sabah after the war. These state archives are responsible for records created by the state governments and as well as private records relating to these states. In

² Archival and Records Management Legislation and Regulations: a RAMP Study with Guidelines, Paris: UNESCO, 1985.

addition, the National Archives of Malaysia set up branches in these states to secure the care of Federal Government records and in other states in the Malaysian Peninsula to care for the records of Federal and states governments.

The massive loss of records during the war inspired a broad approach to acquisition policy by the Public Records Office, particularly as there were no other archival institutions to care for federal and state records in the Malaysian Peninsula. From an early stage of development, the National Archives adopted the total archives concept for its activities. By acquiring all types of records from whatever source, the Archives set about building a national collection recording the country's heritage. From the beginning the Archives set high standards and worked to make the government realise the importance of preserving records for national development and heritage.

To achieve the goal of becoming a national resource for research, the Archives has to move forward in its activities and programmes by making archival materials available and of optimal use for researchers. Research-related problems, such as gaps in holdings, inaccessibility of records and a backlog of unappraised records, need to be solved urgently. Educating both the public and researchers on the value of the materials is essential in increasing research activities in the search room.

1.2 STATEMENT OF THE RESEARCH PROBLEM

The effective organisation and management of archives is a critical factor in national research output. Researchers from a range of disciplines rely upon archives in carrying out research. The speed with which research is carried out, and its quality, depends largely on the availability of information which the Archives can provide. The Archives will only achieve its potential as a national resource for research if its holdings are utilised for a wide range of research.

This study raises fundamental questions for the Archives; Do researchers use archival materials for research, especially in issues affecting national development? What does the future hold for the institution? Can the Archives contribute significantly to the achievement of the national vision? The basic question is whether the archives are easily accessible for research work, and whether the public or researchers are aware of their existence and value.

This study seeks answers to a range of questions: How does the Archives make records available for research? What is the Archives doing to facilitate and enhance its services to private researchers, government officials and students? How does it satisfy researchers' expectations and needs? What is the contribution of the Archives to these communities of researchers in accomplishing their research objectives?

At present relatively few researchers use the

Archives. However, the number of secondary school student users has increased significantly because of the new history curriculum. Does the increasing number of students mean that the Archives has achieved its goal? Will this group of amateur or potential researchers continue to be users in the future, and does this mean that the Archives can contribute significantly to the creation of an information-rich society as envisaged in the nation's Vision 2020?

1.3 OBJECTIVES OF THE STUDY

The National Archives is responsible for federal and state records in the Malaysian Peninsula. It also preserves private records of national interest. The Archives contributes to the development and cultural needs of the country by making these records available for research. Its holdings could contribute significantly to research work if researchers were able to make full use of the materials. However, the number of serious researchers is still low and the records are under-utilised. Very few government officials carry out research in the Archives on policy or development matters. This study explores the reasons for this situation and examines strategies for increasing and optimising usage.

In view of the government's 1991 announcement of the nation's aspiration to become a developed and information-rich society in the year 2020, the Archives

will have to prove its value as a resource centre for information, especially on public policy. The National Archives is contributing to this vision through its programmes to make the Archives useful and accessible for all types of research. Records and archives help a society learn from its mistakes and steer it towards better decision-making. It is hoped that this study will provide the Archives with suggestions for improvement in its capacity to facilitate and support research, based on an analysis of survey findings and their underlying causes. It should raise major questions on the value of archives and draw attention to archival procedures, particularly those regarding access to records.

The increasing number of secondary school students in the search room in this decade, is a new phenomenon for the Archives. The new generation of amateur researchers, consisting mainly of school students, is posing major challenges for the Archives' staff. This study also examines the Archives' programmes and activities in facilitating and encouraging the younger generation to begin carrying out research at an early age. Accomplishing this goal should hopefully contribute to the development of an information-rich society which knows and values its own history.

1.4 SCOPE AND LIMITATION OF THE STUDY

The study covers the period from the early

twentieth century to the present time. The early twentieth century saw an increased awareness of the preservation of public records and their accessibility to historical research in the United Kingdom, which had indirect consequences for Malaya. A Royal Commission on Public Records was formed in 1910 to enquire into the state of records in the United Kingdom and this enquiry was extended to include the colonies and protectorates the year after.

The study is in two parts. The first part analyses the historical development of the National Archives of Malaysia and the State Archives of Sabah and Sarawak. The history of these institutions has a direct impact on their acquisition of public and private records. From its establishment, the National Archives has endorsed the 'total archives' concept of acquiring all types of records from the public and private sectors. This has far-reaching implications for its acquisition policy and for the services it provides.

The second part of the study analyses the role of the Archives in promoting and encouraging research especially in so-far as this concerns national development. This role is assessed in relation to three categories of researchers who use the search room of the National Archives of Malaysia in Kuala Lumpur: government officials, private researchers and secondary school students. This part of the study does not cover the role of the State Archives in Sabah and Sarawak due to time constraints for the survey and the distance of the two archives from Kuala

Lumpur.

The second part of the study also explores the pattern of the past and present Archives' programmes and activities which contribute towards the uses of archives for research. It deals with policies and practices which govern the acquisition and preservation of records and the access to information in the Archives. The study acknowledges and anticipates the future trends in the Archives with the increased demand on access for information through computer and networking. It identifies the challenges which lie ahead for the Archives in dealing with a new computer-literate generation of researchers, as visualised in the nation's vision of 2020, but it does not attempt to explore these issues in depth.

1.5 RESEARCH METHODOLOGY

The researcher used four different methods for collecting data in the survey: self administered questionnaires; interviews; personal observation and examination of records. A combination of these methods was used for particular target groups. The survey covered four target groups:

Group 1: Archivists

Group 2: Government researchers

Group 3: Private researchers

Group 4: Secondary school students

The first part of the study, chapters two to

four, uses documentary and historical analysis to evaluate the development of the archival institutions in Malaysia. Archival materials from the Public Record Office in London and the National Archives of Malaysia were consulted.

The second part of the study, a field investigation was carried out over a period of six months in 1994 in Kuala Lumpur, and additional work was done in 1995. Four sets of survey questionnaires were designed for users of the Archives' search room (see Appendices 7, 8 and 9) and for archivists (see Appendix 6) who were or had been search room officers in Kuala Lumpur and the Archives' branches. The users were randomly selected from the search room registers.

The questionnaires were handed to the archivists in Kuala Lumpur and posted to those in the branches; questionnaires were mailed to private and government researchers in July 1994 with a covering letter from the Director General of the National Archives explaining the purpose of the study. Each questionnaire was coded to facilitate follow-up on unreturned questionnaires. With regard to student users, three schools were selected randomly from the lists of schools whose students frequently used the search room. About 35 students from each of the schools were asked to fill in the questionnaire, and the researcher monitored the exercise.

The number of responses from archivists and students were very encouraging: 96% and 100% respectively. However, there were difficulties in getting responses from

government and private researchers. The researcher had to send a second set of questionnaires to a further group of users in order to increase the percentages of responses for the groups: 51% of government officials and 38% of private researchers. As the response rate for private researchers was low, a new questionnaire was designed in 1995 for Malaysian research students at universities in the United Kingdom to supplement the survey result for the group (see Appendix 10).

Interviews were arranged with selected respondents from the government and private researchers on the basis of early replies, time availability and location. In addition, the researcher carried out interviews with archivists and staff of the National Archives, teachers from the three schools and officials from various government agencies and universities³.

The researcher carried out observations in the search room on Tuesdays and Fridays in June and July 1994. Firstly, she observed the search room staff to assess the service they provided and their attitudes in handling researchers. Secondly, she observed the researchers to gather information about their research experiences that could not be gathered from the questionnaires and interviews.

There is a detailed discussion of the users' surveys in Chapters Six, Seven and Eight, together with an evaluation and analysis of the findings.

³ See Appendix 17 for the list of interviewees.

1.6 ORGANISATION OF THE THESIS

The thesis has been organised in nine chapters in two parts. Part One addresses historical developments in the National Archives and the State Archives of Sarawak and Sabah. Part Two addresses research issues in the National Archives.

Chapter Two discusses the management of non-current records, especially in terms of preservation and destruction in Malaysia during the British colonial administration in 1900 to the separation of the National Library from the National Archives in 1977. The massive loss of records during the war and the impact this had on the National Archives' acquisitions policy are discussed. The rapid development of the institution from a Public Records Office to a National Archives is considered. The period saw the Archives' role change from salvaging and collecting records to a more demanding role of preserving the nation's cultural heritage and making them available for research.

Chapter Three concentrates on the development of the Archives from 1977 to 1995, when the latest reorganisation of the National Archives took place. It analyses the Archives' activities and programmes and emphasises the role that the Archives plays in promoting its services and in encouraging research for its users.

Chapter Four traces the development of the only two state archives in Sabah and Sarawak. These are the only other public archives in Malaysia and are thus worthy of

inclusion in the study. Like the National Archives, they acquire public as well as private records. The chapter evaluates the state archives' activities and their cooperation with the National Archives' branches in these states. Whereas the Sabah Archives has successfully emerged as a department in its own right, the Sarawak Archives remains a section under the Sarawak State Museum.

Chapter Five concentrates on the National Archives of Malaysia's activities in promoting research. It evaluates the Archives' acquisition policy, which shapes the Archives holdings and the availability of records for research. The dual visions, that of the Archives, developed in large measure by the former Director General, and that of the nation, the 2020 Vision, are discussed as the context within which the Archives is defining its development strategy. The Sarawak and Sabah State Archives are excluded from this discussion and from analysis of the field study in the subsequent chapters.

Chapters Six to Eight evaluate the results of the field survey. Chapter Six explores the National Archives' role in promoting its services through outreach and special research programmes for government officials. It analyses the relevance of archival materials to government officials in their research activities, especially in formulating decisions and policies.

Chapter Seven evaluates the significance of archival materials to private researchers and their perception of the services provided. It concentrates in

particular on physical and intellectual access to the archives. It considers strategies for expanding the use of the materials for research.

Chapter Eight concentrates on the use of archives for school students, especially in the light of the new history curriculum for secondary schools which requires that they use primary and secondary sources in carrying out their school projects. The sudden increase in the number of students in the search room challenges the capability of the Archives in serving large numbers of users and raises logistical questions about the use of the materials for this new group of amateur researchers. This chapter emphasises the need for systematic use of archives among students, both to enhance the value of their projects and to prepare them for future research in the Archives.

Chapter Nine concludes the study by reviewing the Archives' programmes and activities and quality of its services to researchers. It focuses on strategies for increasing the use of archival materials for the three groups of researchers and identifies important factors that would improve conditions: strengthening the 'total archives' concept; improving physical and intellectual access to records; tackling the problems of under-utilised materials; intensifying appraisal activities; upgrading technology for improvement of the reference service; reviewing training programmes for archivists and staff; and designing new outreach programmes and training for potential future researchers.

PART ONE:
HISTORICAL DEVELOPMENTS

CHAPTER TWO

2 THE DEVELOPMENT OF THE NATIONAL ARCHIVES OF MALAYSIA AND THE MANAGEMENT OF NON-CURRENT RECORDS: 1900-1977

2.1 OVERVIEW

This chapter is concerned with the management of non-current official records created during the British colonial administration from 1900 to 1977. It covers the development of the National Archives of Malaysia from its beginnings as a small Public Records Office, which was officially set up in the newly independent nation in 1957, until it grew to become one of the well established Archives in Southeast Asia.

Attention is drawn to four main periods of development. Firstly, the care of records during the colonial administration, from the early twentieth century to the eve of independence in 1957, is described. Secondly, the early development of the Public Records Office is charted from independence in 1957 to the establishment of the Federation of Malaysia in 1963 when the Public Records Office of Malaya was renamed the National Archives of Malaysia. Thirdly, the growth of the National Archives of Malaysia is reviewed from 1963 until the Archives came under joint management with the National Library of Malaysia in 1971. Fourthly, the Archives' development under this joint management is considered in the period up to 1977 when the National Library of Malaysia became a department in its own right.

2.2 THE MANAGEMENT OF NON-CURRENT RECORDS 1900-1957

2.2.1 Preservation of Records

In October 1910, a Royal Commission on Public Records was formed to inquire into the state of the records in the United Kingdom and their accessibility to persons engaged in historical research. The enquiry aroused the general interest of historians, and in 1913 the Royal Commission extended the enquiry to include the preservation of official documents in the colonies and protectorates. The issue of the preservation of official documents in the colonies and protectorates had attracted the attention of the Colonial Office more than once, and it had recognised that in some instances the public records of colonies were inadequately housed. In some cases no suitable provision had been made for their permanent preservation.

In March 1914, the Colonial Office sent a circular despatch to colonies and protectorates requesting a report on the arrangements for the custody and preservation of the older official records. The despatch was less concerned with the recent records because the frequency of their use for official reference made them much less vulnerable to climate and insects. The Secretary of State, Lord Harcourt, requested that steps be taken to ensure that effective provisions were made for the safe keeping and preservation of the older documents⁴.

In 1924 another circular despatch was sent to all

⁴ Colonial Office, Circular Despatch on Preservation of Official Documents, 9 March 1914, CO 854/50, Public Record Office, Kew.

colonies and protectorates regarding the safe custody of secret documents⁵. The circular, classified as secret, emphasised the danger of these documents being mislaid. The Colonial Office was concerned that they should be safely and readily available for reference when needed. Colonial officials were asked to prepare lists of all secret documents and submit them to the Colonial Office. They were instructed to ensure that these records were reviewed on the first day of each new year and to send a report of this review to the Colonial Office.

The Colonial Office continued to be concerned about the preservation of colonial records of historical value and another circular was issued in January 1929 by Leonard Amery, the Secretary of State for the Colonies⁶. Colonial officials were asked to submit reports on the state of registries, the condition of the records, the equipment used to store the records and the types of buildings in which the records were housed. Where there was a threat of serious deterioration, the records were to be removed to the United Kingdom for safe keeping under the authority of the Master of the Rolls in the Public Record Office. Records of earlier dates were to be given priority. The Public Record Office was to receive the documents but would not undertake the custody of damaged records unless

⁵ Colonial Office, Circular Secret Despatch on Instruction Regarding the Safe Custody of Secret Documents, 14 August 1924, CO 537/584, Public Record Office, Kew.

⁶ Colonial Office, Circular Despatch on Preservation of Official Documents in the Colonies and Protectorates, 2 January 1929, CO 854/71, Public Record Office, Kew.

the local government was prepared to bear the entire cost of restoration. The Secretary of State noted that the records' disintegration appeared to be simply a matter of time if no action was taken to preserve them.

In the government offices of the Federated Malay States and the Unfederated Malay States, there were four main categories of records, namely official correspondence files, financial records, bound copies of annual reports and other periodical publications. Registers and indexes of the records were kept. Most of the records were in satisfactory condition, but they were kept in the record rooms of the departments from which they were generated. No effort was made to store them in a central location as no extra budget for allocation of staff and facilities was available to the States.

These record rooms were weather proof but neither fire proof nor insect proof. However, they were examined periodically to check on their condition. To prevent the records from being attacked by insects, the files were kept in boxes fitted with small receptacles inside the lid which held pesticide. Priority was given to documents of permanent value, and in the secretariats of the four Federated Malay States, strong rooms were constructed to keep the records. In the State Treasurer's and some other offices, valuable documents were kept in steel cabinet safes. However, other records were kept either in ordinary

wooden cupboards or on open wooden shelves⁷. The High Commissioner for the Federated Malay States, who was also the High Commissioner for the Unfederated Malay States indicated in his despatches that the states' records should not be removed to the United Kingdom because they were quite recent and were in good condition⁸.

In July 1929, the Colonial Secretary's Office in Singapore issued a Correction Slip No. 21⁹ on preservation of records, to amend General Order 118. This amendment was a direct effect of the Colonial Office Circulars. It emphasised inspection, on a regular basis, of the official records, the coating of shelving with suitable insecticide and an orderly destruction of financial records.

In 1932, in view of the danger of records being attacked by insects, the Colonial Office introduced the practice of impregnating record books to be used in the tropical colonies and protectorates with a strong solution of mercuric chloride¹⁰. These books were used for ledgers

⁷ Kedah, British Adviser, Memorandum to Secretary to the High Commissioner for the Malay States, 1929, Kedah State Secretariat 2510/1347, National Archives of Malaysia, Kedah Branch.

⁸ Federated Malay States, High Commissioner, Despatch No 266, 29 April 1929 and High Commissioner of the Unfederated Malay States, Memorandum, 6 May 1929, CO 323/1055/4, Public Record Office, Kew.

⁹ Correction Slip No. 21 also stressed the use of a solution of corrosive sublimate, creosote and rectified spirit for coating the inside, back and front of bound volume cover. Kedah State Secretariat 2510/1347, National Archives of Malaysia, Kedah Branch.

¹⁰ The Crown Agents for the Colonies issued a Standard Specification No. 40 of 1930 on the use of mercuric chloride for insecticidal solution in bookbinding, and the

or registers.

The importance of preserving valuable and historical documents was reiterated in another Colonial Office circular despatch in 1936. The Secretary of State for the Colonies, W. Ormsby Gore reminded the colonial governments of the necessity of taking measures to preserve the records in a satisfactory state and to regard the task as one of their primary duties. He stressed that delay in instituting suitable protective measures would lead to the inevitable loss of documents of value¹¹. Adequate arrangements for the storage of records were to be given priority.

In the events leading to the Second World War, the Colonial Office became increasingly concerned about the preservation of records for a new reason. The War Cabinet stressed the importance of research and the historical value of records for compiling a history of the war, and the Colonial Office wanted to ensure that the essential material for such a history was collected and preserved in convenient form. A confidential circular despatch from the Office of the War Cabinet dated 21 September 1939 was sent to the Colonial Office and other departments.

The Secretary of State for the Colonies, Malcolm

standard was revised in 1932. It was found out that the solution was not effective for strong insects like the Tobacco Beetle. A much stronger mixture of mercuric chloride was needed to solve the problem. CO 323/1201/13, Public Record Office, Richmond.

¹¹ Colonial Office, Circular Despatch on Preservation of Colonial Records of Historical Interest, 16 October 1936, CO 854/101, Public Record Office, Kew.

MacDonald despatched a secret circular¹² to all the colonies and protectorates regarding the matter. Each colonial government was asked to prepare a quarterly report summarising the principal events and decisions of the period under review. The report was to cover any warlike events, internal security matters and wartime economic measures during the period immediately preceding the outbreak of the war and the first three months of hostilities. From August 1941, only annual reports were produced due to the reduced numbers of staff and their heavy workload in the colonies.

Although the preservation of Federated and Unfederated Malay States and Straits Settlement public records was under consideration by the colonial government before the war, no action had been taken to formulate any systematic process of preserving them. The preparation for war and the war itself put a temporary stop to any attempt to survey or take steps to preserve the records. At the same time it accelerated the colonial government's interest in the security of the records.

Before 1941, the office of the High Commissioner for the Federated and Unfederated Malay States as well as the office of the Governor responsible for the Straits Settlements, was located in Singapore¹³. Only the Chief

¹² Colonial Office, Circular Secret Despatch on Collection and Preservation of Essential Documents, 18 October 1939, CO 323/1839/6, Public Record Office, Kew.

¹³ The Governor of the Straits Settlements was also the High Commissioner of the Federated and Unfederated Malay States.

Secretary's Office was in Kuala Lumpur. This meant that Singapore, not Kuala Lumpur, was the focus of the important official correspondence at federal level.

From the time the Second World War began until the Japanese invaded the country, the colonial government made efforts to collect and preserve records and also to prevent them from falling into the hands of the enemy. Some of the records, especially those containing classified information were destroyed for security reasons, and some were hidden and stored in secret places, such as the basements of government buildings, by responsible and alert staff. Some were just left untouched by the war, while other records were sent to far-away places for safe keeping. For example, a large consignment of bound volumes of despatches which had been exchanged between the High Commissioner of the Federated Malay States and the Secretary of State for the Colonies, was sent to New Zealand for safety in 1941 shortly before the fall of Singapore. It was returned in 1945¹⁴.

Thus despite the loss of many records in Kuala Lumpur during the war, many of the key records were in Singapore. Of these, many survived and today they are in the custody of the Singapore Archives. These include the correspondence of the Governors of the Straits Settlements between 1867 and 1894, minutes of the Federated Malay States British Residents' Conference from 1897 to 1931 and

¹⁴ Malaysia, National Archives, Report on the Public Records Office and National Archives 1958-1962 (Kuala Lumpur: Government Printing Office, 1962) 5.

secret and confidential despatches exchanged between the Secretary of State for the Colonies and the Governor of the Straits Settlements between 1867 and 1942.

After the war, the British Military Administration took over responsibility for governing the Malay States and the Straits Settlements. In 1946 when the British Government took over the administration from the military, it established the Malayan Union. This development thus changed the status of Malaya from that of protectorate as before the war to crown colony status. This policy proved to be a failure because of strong opposition from the Malays. Furthermore, former British administrators in Malaya criticised the policy. The Malayan Union Constitution provided for a central authority consisting of a British Governor General with Executive and Legislative Councils to govern the country. The Sultans lost their 'special positions' and became 'puppets'. Citizenship was granted automatically to anyone born in the country after the Malayan Union. The Malays were alarmed by the increasing numbers of non-Malay immigrants brought in by the Colonial government who made Malaya their home. The Malayan Union was replaced by a Federation of Malaya Agreement, signed in January 1948.

During the immediate post-war period, the Government was obliged to concentrate its attention on pressing problems connected with rehabilitation and later with the emergency situation. However, the subject of the preservation of official records in colonial territories

was raised again. The Secretary of State for the Colonies, A. Creech Jones, in a circular despatch dated 11 March 1948¹⁵, asked that a survey be undertaken of the existing situation in regard to the preservation of government records in the colonies and protectorates. He forwarded a questionnaire prepared by Hilary Jenkinson, the Deputy Keeper of Records in the Public Record Office in London. Attached to the circular was a colonial archives memorandum which Jenkinson had drafted in 1946 after a discussion with the then Assistant Under-Secretary of State for the Colonies, Sir Arthur Dawe.

The survey was intended to ascertain factual information which would help in determining the extent of the destruction of records in the territories as a basis for future improvements in preservation policy. However, the declaration of the emergency in the Malay Peninsula in 1948 and other problems delayed the completion of the questionnaire by government officers until August 1951.

2.2.2 Destruction of Records

During the period of British colonial administration there was no systematic programme for managing current, semi-current and non-current records in government institutions. Although a unified system of administration was in place in the Malay Peninsula by 1896, each Secretariat and department was responsible for its own

¹⁵ Colonial Office, Circular Despatch on Preservation of Official Records in Colonial Territories, 11 March 1948, CO 323/1899/7, Public Record Office, Kew.

record keeping practices. The various circulars issued by the Secretary of State for the Colonies were the only guidance the administrators received in handling the records. Examination of records with a view to destroying out-of-date documents took place from time to time. The Secretary of State stated in his 1936 despatch, 'It may be neither desirable nor possible to lay down hard and fast rules as to the procedure which should be followed in all colonial dependencies in this matter.'¹⁶ The procedures varied from one territory to the next. The colonial governments were reminded that when eliminating non-current records, care should be taken to safeguard not only their administrative value (official utility) but their actual and potential research value.

All colonial governments, including the Malay States and the Settlements, were encouraged to follow the procedures adopted in Ceylon and Mauritius in matters pertaining to the destruction of records. In Ceylon, the Government Manual of Procedure stated that every head of department should periodically prepare and revise a list of records which should be destroyed. These lists were to be submitted through the proper channels for approval by the Governor before any documents on the lists could be destroyed. The manual also provided for a list of documents which should not be destroyed, including documents of historical or other interest, and those relating to the history, constitution, administration and the like, of

¹⁶ Colonial Office, Circular Despatch, 16 October 1936.

departments and the appointments of officers. In Mauritius, there was a standing committee for the examination of records to be destroyed. Its decisions required the approval of the Governor.

In the Malay States, there were no central arrangements for authorising the destruction of documents. It was impossible to draft a comprehensive records management procedure applicable to all agencies within the three administrative units of the Federated and Unfederated Malay States and Straits Settlements, since each unit had its own laws, either ordinances or enactments. The individual departments took their own decisions and made up their own procedures. Legislation was passed for individual agency concerned, 'with the head of agency being entrusted with the responsibility of formulating the relevant policies on records.'¹⁷

There were numerous phrases relating to certain aspects of records management in the various laws enacted during this period. For example, the 'Destruction of Court Records Enactment of 1935' outlined the procedure for the disposition of courts records and Section 16 of the 'Wages Council Ordinance of 1947' stipulated that records of workers' wages be retained for a period of not less than two years. This was the situation even after independence, until the National Archives Act was passed in 1966.

¹⁷ Mohd Jamin Lebai Din, "The Effects of the Existing Archival Legislations on the Organisation and the Implementation of Records Management Programme by the National Archives of Malaysia", M.A. report, University College London, 1984, 6.

The only schedules specifying retention periods related to books of accounts and Treasury records of the Federated Malay States and the Straits Settlements. The period proposed differed between the two. In the Straits Settlements, a General Order 118(2) dated 1912 specified the period of preservation of accounts and financial records:

'118 (2) All ledgers are to be preserved indefinitely. Subject to an order from the Financial Secretary or the Administrative Head of the Settlement, cash book and pension registers may be destroyed after the expiration of twenty years and salary books after sixty years from the date of completion.'

This order also specified that documents or counterfoil books not required as a permanent record should be destroyed three years from the date of completion of action. This period was revised following an instruction from the Colonial Office in the Circular Despatch dated 12 May 1938 which stated that these records had to be kept for seven rather than three years¹⁸.

During the Japanese occupation the widespread destruction of official documents all over Malaya helped to create the impression that the preservation of records was of low priority. In fact, stories of wanton acts of destruction became particularly wide-spread just before the

¹⁸ Straits Settlements, Deputy Governor, Despatch No 260 to Malcolm MacDonald, Secretary of State for the Colonies, 16 August 1939, CO 323/1684/13, Public Record Office, Kew.

beginning and the end of the war¹⁹. To prevent official records from falling into the hands of the enemy, the retreating British officials destroyed many official records²⁰. The situation was exacerbated by the occupying Japanese military authorities who destroyed whatever records they encountered so as to undermine all existing British influence in the country.

The loss was particularly heavy in Pulau Pinang, Ipoh and Kuala Lipis where almost all of the State Secretariat files were destroyed. In 1942, all the files of the Colonial Secretary in Singapore, many of which referred to the affairs of the Malay States, were reduced to ashes. Records were mainly lost in the areas where heavy fighting occurred and resulted from the indiscriminate bombing of government buildings.

At the end of the war and before surrendering to the Allied troops, the Japanese military also destroyed their own records to prevent them being taken over by the Allies. 'Destroying records may be an important instrument of war, politics or religion,'²¹ O'Toole indicated. The colonial governments of both the United Kingdom and Japan were, therefore, to some extent responsible for the missing

¹⁹ Alwi Jantan, "The Problem of Acquiring Microfilm Copies of Archive Materials From Abroad", Southeast Asian Archives 4 (1971) 42.

²⁰ Danaraj, T.J., Japanese Invasion of Malaya & Singapore. Memoirs of a Doctor, (Kuala Lumpur: T.J.Danaraj, 1990) 72.

²¹ O'Toole, James M., "The Symbolic Significance of Archives", American Archivist 56 (1993) 253.

archival heritage of the country.

2.2.3 Events Leading to the Establishment of the Public Records Office

Although the state of emergency was still causing severe problems, in 1950 the Colonial government began to pay attention to the 1948 Colonial Office survey on records due to the worsening condition of records all over the country. Professor C.N.Parkinson, the Raffles Professor of History at the University of Malaya, was asked to be involved, and in 1951 the survey was completed. The findings revealed that the records were in critical condition. As a result, in 1953, a high-powered Committee on the Preservation and Destruction of Official Records was appointed by the Chief Secretary, under the Chairmanship of the Solicitor General. The membership of the Committee included the Deputy Chief Secretary, the Surveyor-General, the Accountant-General, the Organisation and Methods Adviser, the Director of Audit and the Secretary to the Ministry of Home Affairs.

The Committee's task was to analyse the findings of the survey and make recommendation on matters pertaining to the preservation of records in Malaya. The Committee submitted a report in January 1956. It proposed that the Government should establish an administrative unit under the guidance of an archivist to be responsible for the systematic preservation and destruction of public records and that a central repository would be needed.

It went on to propose that the State and Straits

Settlements Governments should be invited to participate in the establishment of a unified scheme for the preservation of records for the whole of the Federation of Malaya. The Committee recommended that a senior officer from the Public Record Office in London be sent to Malaya to survey the state of public records and to make recommendations regarding the legislative and administrative machinery necessary for their preservation, control and destruction.

As a result of this report, Mr. H.N.Blakiston, an Assistant Keeper in the Public Record Office London, arrived in Kuala Lumpur in May 1957 for a two month visit. During this period, he visited and surveyed 28 central federal departments in Kuala Lumpur and 80 departments, both federal and state in other parts of the Federation. Mr. Blakiston found that government files, which formed the bulk of the surviving closed records of most departments, were rarely kept in satisfactory condition. Many were damaged by damp, insects and rats. Old files were often neglected and relegated to the floors of store-rooms where they tended to be kept with old tyres and scrap iron or other non-record material²².

Blakiston's report, dated 26 July 1957, recommended that a Federal Records Service should be established by law and that state governments should be invited to participate in the service. He also recommended the appointment of a Keeper of Public Records and two Assistant Keepers and the construction of an air-

²² Malaysia, National Archives, 4.

conditioned archival repository. He suggested that the Keeper be authorised to examine public records held by any government department in order to make recommendations for their safe-keeping and to ensure that at the non-current stage they were systematically reviewed as a basis for their destruction or transfer to the Records Office. He emphasised that the immediate need was for a salvage and rescue operation for valuable non-current records²³.

Malaya became independent on 31 August 1957, and three months later, in November 1957, the government accepted Mr. Blakiston's report and recommendations. At the beginning of December 1957, the government appointed a senior member of the Malayan Civil Service, Haji Abdul Mubin Sheppard²⁴, to serve as Head (or Keeper) of a new department called the Public Records Office. As Sheppard noted, 'had it not been for the Japanese occupation and the disastrous destruction which resulted from it, a Malayan

²³ Evans, Frank B., Development of the Archives and Records Management Programme of the Government of Malaysia, (Paris: UNESCO, 1982) 3-1.

²⁴ Tan Sri Datuk Haji Abdul Mubin Sheppard was born 21 June 1905 in Ireland and graduated from Cambridge with an M.A.(Hons) in history. He entered the Malayan Civil Service by competition in London in 1927 and arrived in Malaya in January 1928. He was Co-Commander for the Federated Malay States Volunteer Force between December 1941 and February 1942. He then was held as a prisoner of war between 1942 and 1945. After the war, he was appointed the first Director of Public Relations (1946) before taking up the post of first Keeper of Public Record Office from 1957 to 1962. He relinquished the post when a new director of the Archives was appointed in 1962. Then he concentrated on his work as the Director of Museums, a post he had held simultaneously as the Keeper of Public Records since April 1958. He became a freelance writer after retirement from government service before he died in 1995.

Archival service might have been instituted many years earlier and the Malayan Archives would be more complete.'²⁵ Nevertheless, there was still a wealth of material to assemble and preserve for the future.

As Malaya gained its independence on 31 August 1957, Singapore became a crown colony. Records pertaining to Malaya kept in Singapore remained in the custody of the British Government. In August 1959, some of the 1946 secret, confidential and non-confidential files of the Malayan Union's Governor-General were removed from the Commissioner-General's Office in Singapore to the Library at Colonial Office, in the Sanctuary Buildings, London²⁶. These records²⁷ were removed under the instruction of J.D.Hennings of the Secretary of the State for the Colonies Office because of security and the lack of space to house them in the Commissioner-General's Office²⁸. These records

²⁵ Malaysia, National Archives, 10.

²⁶ Hennings, J. D., Letter regarding the disposal of archives of former Governor-General of the Malayan Union to A. M. MacKintosh, Commissioner General in Singapore, 26 January 1959, Far-Eastern Department: Original Correspondence, CO 1030/691, Public Record Office, Kew.

²⁷ This type of record was called 'migrated archives', the term for 'archives which were removed from a colony to be kept and preserved in the custody of their respective former metropole government', or in a broader sense 'any records created in one place and transported to another'.

²⁸ The records were put in a crate measuring 2'3"x2'x2'9" and weighing 500 lbs and were shipped by P and O SS.Corfu, which left Singapore on 6 August 1959, CO 1030/691, Public Record Office, Kew.

are still closed and held in the Foreign Office²⁹. However, their removal was crucial in concealing the Colonial Government's policy in Malaya.

2.3 THE PUBLIC RECORDS OFFICE 1957-1962

2.3.1 Administrative Structure

During this period, the Public Records Office which came under the Prime Minister's Department was headed by a Keeper who was assisted by a skeleton staff. They were jointly involved in the execution of duties in the office, including responsibility for records, archives and administration (see Figure 2.1). Within this period, basic preservation and reprographic facilities were developed within the Records Office.

In 1957, the Public Records Office staff consisted of the Keeper of Public Records, a stenographer and an 'office boy'³⁰. A clerk was hired in May 1958. Mr. Sheppard was the Keeper of Public Records for the first four and a half years. While he was in office in April 1958, he was also appointed Director of Museums and he held both appointments concurrently.

²⁹ Cousins, M., Head of Records Branch of the Foreign & Commonwealth Office, letter to J.H.St.J.McIlwaine of the School of Library, Archive and Information Studies, University College London, 7 January 1994 confirmed certain records were removed from Malaya. The Foreign Office claimed that the records were His Majesty's Government property and it was not proper to hand them over to another government.

³⁰ Now this post has been renamed '*Pembantu Am Rendah*' or '*Junior General Assistant*'.

PUBLIC RECORDS OFFICE 1957

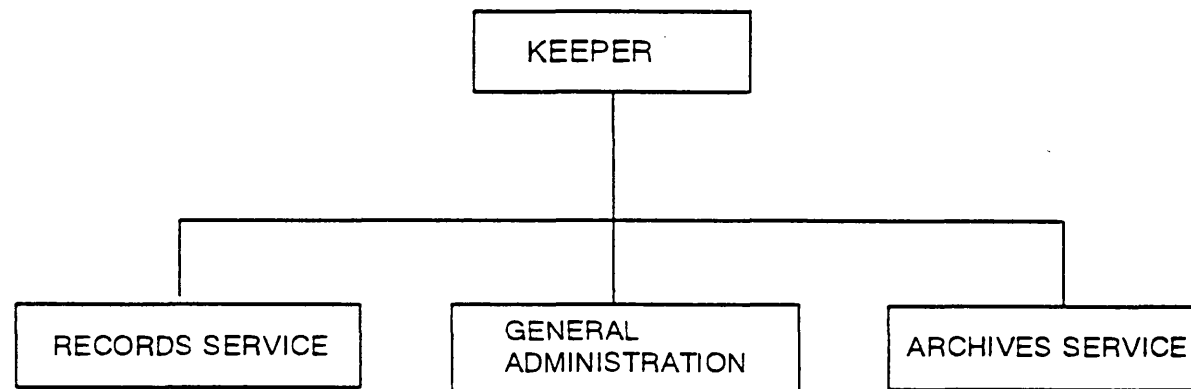


Figure 2.1

In September 1958, the Keeper sent a memorandum to the government, recommending that the Public Records Office staffing level and activities be expanded. After some modification, the changes were approved in July 1960. By the end of 1961, the total strength of the staff was twelve. Additional posts had been added for two Assistant Keepers, two Records Administrative Officers, three Records Filing and Indexing Clerks and two Records Attendants. In 1962, three more Records Attendants were recruited.

At the end of 1962, before he left the Public Records Office, the Keeper praised the staff. He noted that although there were only fifteen staff to manage the 'youngest' Public Records Office in the Commonwealth, they had maintained a high standard of efficiency in a branch of government in which they had been pioneers together, and they had provided a stalwart framework for the expanding service³¹.

2.3.2 Objectives and Role of the Office

The Public Records Office was established to introduce and maintain a continuous orderly process whereby the most important non-current government records would be collected, sorted, stored and preserved for the purpose of reference and study. Records which had no further value were to be destroyed. The definition for public records and archives as given in a report on the development of the Public Records Office was:

³¹ Malaysia, National Archives, 10.

'Public Records were all documents of any kind, including photographs, pictures, maps, films and tape-recordings officially made or received by any government officer in the course of his official duties. Archives were those documents which were considered to be of enduring administrative, legal, educational, historical, cultural or national interest or value.'³²

In 1961, by a Gazette Notification L.N.116 dated 13 April, the responsibility for maintaining a catalogue of books printed in the Federation of Malaya was transferred from the Museums Department to the Keeper of the Public Records³³. By this notification, the Public Records Office was designated the legal depository of books, periodicals and newspapers, published in the country and was responsible for preservation of these materials.

Government departments were asked to transfer any surviving printed reports, gazettes, enactments and estimates which had first been issued in the late 19th century to the Records Office. As stated in a General Circular No. 3 of 1962, it was the policy of the Government to assemble a complete collection of all these records in the National Archives³⁴.

³² Malaysia, National Archives, 3.

³³ No. 51 Federation of Malaya, Preservation of Books Ordinance, Sec. 4 and 6(1), 1950.

³⁴ Federation of Malaya, Permanent Secretary, Prime Minister's Department, General Circular Memorandum No. 3 of 1962 on Preservation of Printed Reports in the National Archives, 13 September 1962.

2.3.3 Activities of the Office

The newly established Public Records Office had to deal with many pressing problems. In particular, it had to compete for financial resources with other agencies that were claiming priority. In spite of this, the Office had to carry out its activities with whatever means it had. The work was as difficult as it was urgent and necessary. A large part of the country's national heritage had been destroyed during the Second World War. The remaining records represented only a fraction of the total records of the colonial authorities in pre-war Malaya³⁵ and were at risk of further deterioration. Furthermore, many records as far back as 1800 were kept in Singapore and records of the Straits Settlement prior to 1836 were also transferred there when in that year, it became the seat of government³⁶.

The main activity of the office during this period was rescue work. This involved identifying, salvaging and acquiring as many important records as possible from various sources. Many of the records were found in stores, basements of offices and one of the towers of the Selangor State Secretariat. Some of the records which had been sent abroad were sent back to the Public Records Office. The Selangor Secretariat files, which had been lent by the Selangor Government to the University in

³⁵ Allen, Jones, "Internal Security in British Malaya 1895-1942", Ph.D diss., Yale University, 1970, 230.

³⁶ Verhoeven, F.R.J., "The Archives of Singapore", Perpustakaan 2:2 (October 1967) 234.

Singapore in 1955, were returned in 1961 at the request of the Public Records Office.

With this active acquisition policy during the first two years, an assortment of records was assembled. Besides Federated Malay States files, the Public Records Office collected files of the State Secretariats of Selangor (dating back to 1875), Trengganu (dating from 1915) and Negri Sembilan (dating from 1887). It also acquired records of the Kuantan Land Office in Pahang (dating from 1889) and of the Dindings Districts Office in Perak (dating from 1885).

In addition, acquisitions were received from other sources. Annual reports on the four Federated Malay States from 1895-1940 were transferred from the former Chief Secretary's Library, while the Federated Malay States civil lists 1904-1941, annual reports of the Unfederated Malay States, pre-war newspaper volumes of the Malaya Tribune and Straits Times and the private papers of the late Sir Frank Swettenham³⁷ were sent by the Museum Library. The Malay Mail, dating back to 1896, was sent by the manager of the newspaper and a large collection of pre-war government gazette notifications was received from the Pulau Pinang Police Headquarters.

The Public Records Office also acquired copies of

³⁷ Sir Frank Swettenham (1850-1946) served in the colonial service from 1871, after he became a Straits Cadet, until he retired in 1904. He became the first Resident-General for the Federated Malay States (FMS) in 1896. Between 1901 and 1904 he was the High Commissioner of the FMS and Governor of the Straits Settlements.

55 letters exchanged between Baginda Omar, ruler of Trengganu and other Malay rulers of the east coast between 1847 and 1858 from a member of the Trengganu's royalty, Engku Pengiran Anum. Maps dating from 1885 were obtained from the Survey Department and the Selangor Secretariat. The Malacca Historical Society sent photographs dating from the late nineteenth century and the early twentieth century as well as Dutch records dated from 1624 to 1825.

These and other records had to be collected as quickly as possible in order to avoid destruction due to weather, insects, rodents and negligence. The majority were deteriorating, some more rapidly than others. Government officers, hard-pressed for space, made increasingly insistent appeals for the old records to be removed. These had to be met with requests for continued patience by the Keeper, due to the limitations of space available for suitable storage. As Mr. Blakiston had observed earlier in the decade, 'since the period of Japanese rule, history has been moving and continues to move so fast in Malaya that the documentation of these extremely interesting times should be larger than the mere number of years might seem to warrant.'³⁸

As records were collected and acquired, the Assistant Keeper or the Records Administration Officers appraised them for their research value. Ephemeral records were destroyed by the Records Office staff, but care was taken to observe Mr Blakiston's warning about the scarcity

³⁸ Malaysia, National Archives, 4.

of records available for the pre-war period.

In 1961, the Prime Minister's Department sent a circular to all Federal Departments prohibiting the destruction of any files or other public records without prior consultation and approval of the Keeper of Public Records³⁹. This was an attempt to prevent the unnecessary destruction of records until such time as protective legislation could be passed.

Search room facilities were available almost from the inception of the Public Records Office. Researchers could obtain copies of records for a fee, and a member of the Records Office staff was available to transliterate *Jawi*⁴⁰ documents into Roman script.

Although its facilities were limited, the Public Records Office served researchers and scholars from Great Britain, the United States of America, Australia, Singapore, Hong Kong as well as from the University of Malaya in Kuala Lumpur. One Mr. W. Roff, an Australian archivist, who undertook a research project which involved travel throughout the country in 1960-1961, assisted the Public Records Office by bringing to its notice the existence of old Selangor Secretariat files which needed accommodation.

In the first five years of the Public Records Office, research was carried out on many subjects, many of

³⁹ Federation of Malaya, Permanent Secretary, Prime Minister's Department, General Circular Memorandum No.12, Preservation and Destruction of Records, 29 September 1961.

⁴⁰ *Jawi* is a Malay script based on arabic alphabets.

which were historical in nature, including education, constitutions, the Federal Council, district and state administration and contract labourers. The following years, the use of archival materials has increased gradually.

2.3.4 Planning for Accommodation

When the Public Records Office was established, immediate action was taken to find suitable housing for the rescued records. Many of the records were kept in office storerooms scattered around Kuala Lumpur. For instance, some were kept in the basement of the Faculty of Agriculture in the University of Malaya in Pantai Valley and in a small stationery store in Brockman Road in Kuala Lumpur.

The first temporary accommodation for the Public Records Office was located in the Dewan Tunku Abdul Rahman office block at 109 Ampang Road in Kuala Lumpur. The premises were too small to accommodate records and researchers adequately, but the position remained unchanged until September 1960. Then the Ampang Road offices were needed for an ECAFE⁴¹ Conference, and the Records Office moved temporarily to offices at 27 Jalan Raja which had been vacated by the Telecommunications Department.

At last, suitable temporary accommodation was found in a 7,000 square foot air-conditioned office space in the Federal Government building at Jalan Sultan,

⁴¹ ECAFE stands for Economic Commission for Asia and the Far East.

Petaling Jaya⁴². These premises were renovated to suit the Records Office requirements. The office moved in February 1961 and the new area was divided between the search room, repository and the general office. The new space was rapidly filled up as the archives, which had been cleaned, were placed on the shelves. Although this was a real improvement, the premises were still essentially inadequate for fully developed archival activities.

Blakiston's report had recommended that a permanent building be constructed to house the nation's archives. Thus, when the Records Office was formally established, one of the issues foremost in the minds of the management was the construction of the building⁴³. Other urgent and essential projects received priority in the years immediately following independence, and with the communists still threatening the stability of the new government, the search for a suitable site was delayed. However, after the lifting of the Emergency in 1960, conditions changed and the government could concentrate more on development rather than defence. The bid for a development budget for the construction of an Archives building was made in 1961 for the First Malaysia Plan (1966-1970). At that time there was still no definite site, but the search began in 1962.

⁴² Petaling Jaya is a satellite town bordering the Federal Territory of Kuala Lumpur, in the State of Selangor.

⁴³ Zakiah Hanum Nor, "The Malaysian National Archives Building in Kuala Lumpur", Archivum 31 (1986) 65.

The need for storage space for non-current records increased and in January 1962 funds were provided in the Development Estimates for the construction of a Records Service Centre in Petaling Jaya. The proposed site, which was approved by the State Siting Committee, was only a short distance from the Federal building where the archives were already housed. Space was also available for a future National Archives building on the adjoining land, and it was felt that it would be convenient to place the National Archives adjacent to the Records Centre. Later this proposal was abandoned because the size of the site was only one acre, which was too small for an Archives building and there was no room for expansion. Plans for the record repository were designed by the Public Works Department's architect. The repository was due to be occupied by 1963 but in fact it was only ready in October 1965, as will be discussed in Section 2.4.6.

2.3.5 From Public Records Office to National Archives

The developments in terms of accommodation were paralleled by development in the structure of the organisation. In July 1960 the Public Records Office got government approval to expand the Records Office staff and activities in relation to the growth of records of the Federal Government departments. There was also an urgent need to rescue substantial quantities of early state records in order to ensure their preservation. Furthermore, the inclusion of other types of records such as newspapers,

photographs and maps which also badly needed rescue, had aggravated the already existing space problem of the Public Records Office.

In September 1962, in order to reflect the expanded activities and increased responsibilities of the Public Records Office and in conformity with international usage, the Public Records Office was renamed the National Archives of the Federation of Malaya. The office now grew from an institution concerned only with taking care of official records, to one responsible for all of the nation's records, whether from official or other sources.

In 1962 with the assistance of UNESCO, the Government invited an archives adviser, a senior Dutch archivist, Dr. F.R.J. Verhoeven⁴⁴, to work with the National Archives as its Director⁴⁵ on a two-year contract starting in November 1962. This period was extended for another two years. His assignment was to undertake the organisation and management of the National Archives and the development of its programme. This enabled Mr. Sheppard to relinquish his post and to devote his attention to developing the Museum Department, of which he was also the Director. Verhoeven was assisted in his responsibilities by

⁴⁴ Dr. Verhoeven was a Dutch archivist of wide experience. He had been the Director of the Indonesian National Archives for a number of years before he came to Malaya, was familiar with the history and conditions of this part of the world and was conversant in Malay and English. He was the Director of the National Archives of Malaysia from 1962 to 1966. Afterwards he acted as adviser for a short while.

⁴⁵ When Dr. Verhoeven came in, the post of Keeper of the Public Records Office was changed to Director.

Mr. Alwi Jantan, who was seconded in March 1963 from the 'Malayan Civil Service'⁴⁶ with a view to succeeding to the post of Director of the National Archives.

2.4 THE NATIONAL ARCHIVES OF MALAYSIA 1963-1970

2.4.1 Changes in Administrative Structure

The National Archives, which had formerly been organised to provide three services, namely, archives, records and general administration, within one large division, expanded its structure in 1963. Each of these three services now became a division, with its own sphere of activities. The Records Service was established to carry out the department's records management function. It encouraged government departments and agencies to transfer semi-current and non-current records to the National Archives and provided facilities for recalling them whenever necessary.

The Archives Service Division was extended to include the Historical Documentation and Reference Service Unit. Later, in 1966, this unit became a Division of Search and Reference Service. In 1968, its name was changed to Search and Publication Services. Meanwhile, in 1964, the Repair and Preservation Unit and the Photographic Unit were created. They later merged and in 1966 they developed into

⁴⁶ Malayan Civil Service was an administrative scheme for government official at the management level which was started by the British Government. It then became the Malaysian Civil Service and is now known as the Malaysian Administrative and Diplomatic Service.

the Repository and Technical Services Division. The same year a new unit, the Tunku Abdul Rahman Putra⁴⁷ Archives and Library, was established within the Search and Reference Services Division (see Figure 2.2).

In July 1965, the National Archives, at the request of the Prime Minister's Department, wrote a memorandum concerning the establishment of a much needed National Library of Malaysia. The memorandum recommended that the government should consider establishing the nucleus of a National Library at the National Archives and that an Advisory Committee on the future of the National Library be appointed. In February 1966, this memorandum was accepted and the National Library was developed within the framework of the National Archives. The National Library Unit serviced the government's National Library Committee and was responsible for carrying out preparatory work and implementing the provisions of the Preservation of Books Act of 1966.

Dr. Verhoeven continued to serve as Head of the Archives until February 1966, when his Deputy Director, Mr. Alwi Jantan, succeeded him. He remained as an adviser until he left in December of the same year.

With changes taking place in the government organisation, the National Archives found itself answerable to a new Ministry. In 1969, it was brought under the Ministry of Justice.

⁴⁷ Tunku Abdul Rahman Putra was the first Prime Minister of Malaysia from 1957 to 1970 and was known as 'the Father of Independence'.

NATIONAL ARCHIVES OF MALAYSIA 1970

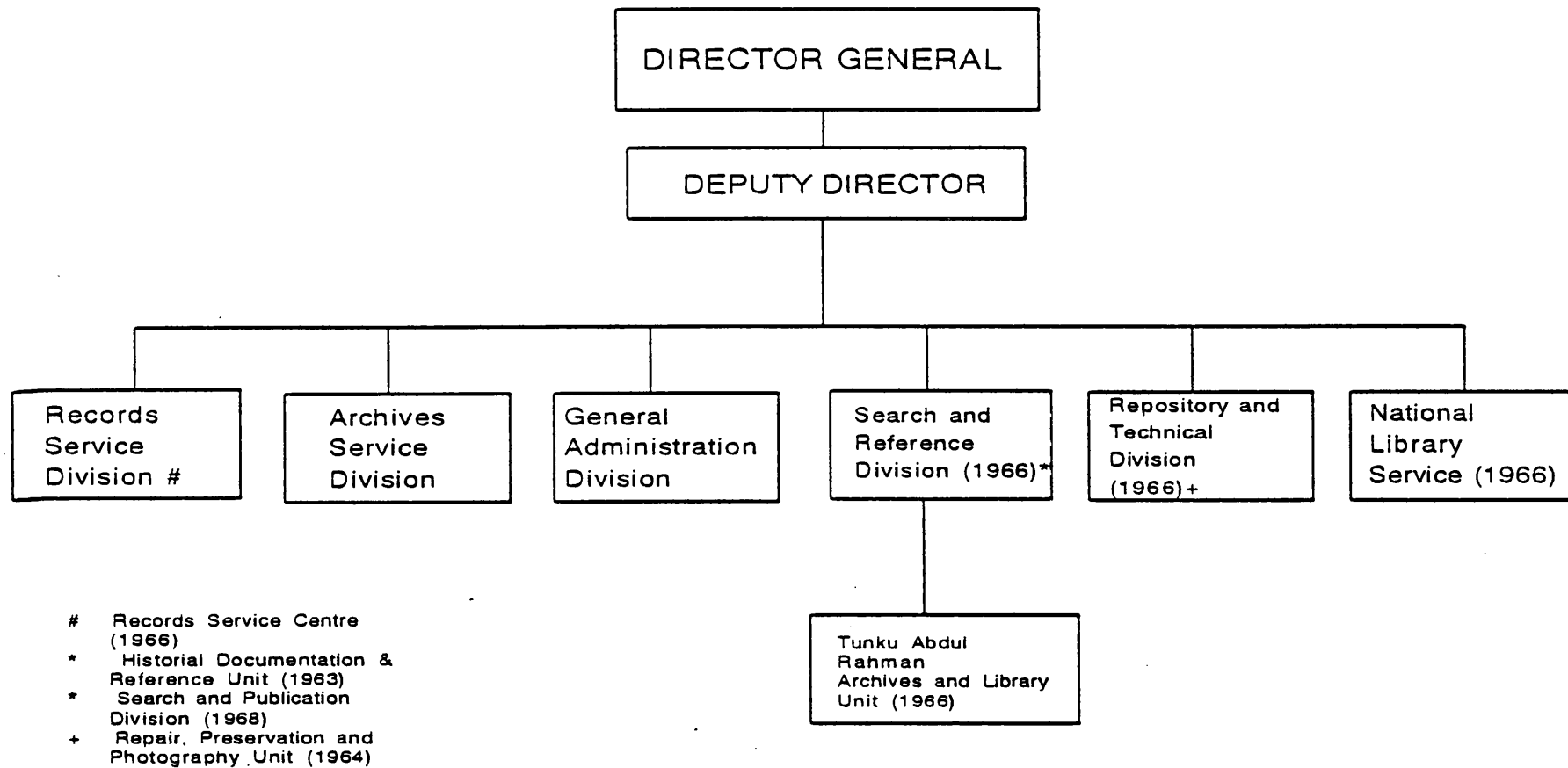


Figure 2.2

2.4.2 Objectives and Expanding Role

The objectives and role of the Archives were set out for the first time in the National Archives Act No. 44 of 1966. The passage of the Act was a truly historic event in the development of the National Archives. It will be discussed in greater detail in Section 2.4.5.

In the same year, the outdated and deficient Preservation of Books Ordinance 1950 was repealed by a New Preservation of Books Act of 1966⁴⁸, which introduced many improvements in procedures and widened the coverage of the newly established National Library Service. The Director of the National Archives was still the officer appointed to receive copies of the published materials, as stipulated in the Legal Notification No. 234 of 2 June 1966.

The Prime Minister's Department issued a General Circular Memorandum No. 3 of 1967⁴⁹ to government departments about the requirements of the Book Act. Although the Circular did not exempt government publications, a new General Circular No. 1 of 1970⁵⁰ was

⁴⁸ The term "books" in the Act is defined to include "every part or division of a book, pamphlet, periodical, newspaper, sheet of letterpress, sheet of music, map, plan, chart or table separately published, but shall not include any secondary or subsequent edition of a book unless such edition contains additions or alterations either on the letterpress or in the maps, prints or other engravings belonging thereto".

⁴⁹ Malaysia, Permanent Secretary, Prime Minister's Department, General Circular Memorandum No. 3 of 1967, 27 March 1967.

⁵⁰ Malaysia, Chief Secretary to the Government, Prime Minister's Department, General Circular Memorandum No. 1 of 1970, 3 April 1970.

issued specifically in relation to official publications. It instructed government departments and agencies to deposit copies of all official reports in the Archives.

From 1968 the National Archives began to play a role internationally. Its attempts to found the Southeast Asian Regional Branch of the International Council on Archives (SARBICA) succeeded in July, when an inaugural conference was held in Kuala Lumpur. SARBICA became the first branch of the International Council on Archives, with members from five Southeast Asian countries: Indonesia, Malaysia, the Philippines, Thailand and Vietnam. The Director of the National Archives of Malaysia was elected founder Chairman, and the Secretariat was established at the Malaysian National Archives where it still remains.

2.4.3 Activities of the Department

During this period the primary emphasis was on systematically assembling Malaysia's scattered written heritage so as to assure its preservation for posterity. This took a great deal of time and effort. As records prior to 1948 were so scarce, the Archives, through its Advisory Board made a decision that all public records before and on 31 December 1948 were to be kept permanently. Attention was also given to arrangement and description, and every effort was made to protect the integrity of the records transferred so that their functional and administrative origins remained clearly defined. In 1963 the Archives motto was 'the expanding service', which was to ensure the

preservation of records in Malaysia in order to prevent the disappearance of its heritage.

Despite the lack of proper and adequate accommodation, the department carried out its activities effectively. Records Service staff visited federal departments, state secretariats, district offices and other institutions to survey the condition of records. By the end of 1963, the Archives had completed a country-wide survey of record accumulations and storage conditions in the government departments in all the states of Peninsular of Malaysia.

From the survey, it was clear that there was an urgent need to expand the Office's services to include not only the official records but also audio-visual records, the royal archives, the Prime Minister's archives, private, economic and business archives, records of historical monuments, oral history, newspaper collections and historical documentation in general. The surveys were followed up and records were transferred to the Archives after appraisal. The removal of non-current files and other official records from government offices to the Records Service Centre freed valuable space for other administrative purposes.

From 1963 the Archives started to acquire, sometimes by purchase or by negotiation, copies of records in the forms of microfilm, microfiche, photograph and slides. These were records pertaining to Malaysia and to relevant archival subjects. Documentation was acquired from

the National Archives of India, the French Embassy in Kuala Lumpur, the International Council on Archives (ICA) and later, from the Public Record Office, India Office Library and Records, Royal Commonwealth Society and other institutions in London, such as the Dutch Archives and the Singapore Archives. By acquiring these materials, the Archives attempted to close the gaps in the archival heritage of the country, which would otherwise have had serious consequences for historical research. As observed by the Director, the gaps were obvious since 'the further one goes back in time, the more scarce are the extant archival materials.'⁵¹

In another attempt to fill the gaps in this period, the National Archives introduced an oral history project to tape accounts by knowledgeable and prominent persons in various fields. The first recording sessions were held in the northern states of Kedah and Perlis in 1963.

Greater emphasis was given to the preservation of records during this period. Increased resources, including space and personnel, had to be allocated as many of the records which had been received were in a bad state of repair. This was due to ignorance of the value of records, negligence in handling them and poorly equipped storage rooms. Hundreds of records were treated and rehabilitated.

In 1963, the National Archives created a departmental library to acquire professional literature on

⁵¹ Alwi, 41.

archives and records management as well as books on the history of Malaysia and some general reference works. The library was an essential working tool for the staff, and many researchers also made use of it, particularly as there were no other reference libraries nearby.

With the inclusion of the National Library Service in 1966, the National Archives was thus entrusted with a range of activities, including the acquisition and cataloguing of library material which extended far beyond the traditional role of a national archives in looking after public records. As the Director noted, it was not unusual, and perhaps inevitable, that in a small developing country like Malaysia, anxious to make up for lost time, the Archives should be asked to take on more than its normal functions and responsibilities⁵².

2.4.4 Records Management Programme

Although the Archives was responsible for public records, many departments had destroyed their non-current records without prior consultation with the Director of National Archives. The destruction usually took place during office renovation and/or during removal to other buildings. Government departments were reminded of the Archives' role in the preservation of public records by

⁵² Malaysia, National Archives, Annual Report 1966 (Kuala Lumpur: Government Printing Office, 1967) 17.

General Circular Memorandum No. 10 of 1964⁵³.

In order to ensure that the departments and agencies carried out their responsibility for managing records from creation to disposal, the Archives requested that each of them should appoint a record officer to at least an executive grade. This requirement was formalised in General Circular Memorandum No. 20 of 1966⁵⁴. Record officers were to be responsible for the agency's records from the time of their receipt or creation by the agency, through their maintenance and use for current business, until their eventual disposal, either by transfer to the National Archives or by destruction as approved by the Archives. In most cases this was treated as an additional duty for the officers rather than as a designated post.

From 1967, courses on records management were held for the Departmental Record Officers upon appointment at the Government Staff Training College⁵⁵ at Petaling Jaya. The first such course received strong support from the government and was officiated by the highest ranking civil servant, the Chief Secretary to the Government,

⁵³ Malaysia, Permanent Secretary, Prime Minister's Department, General Circular Memorandum No. 10 of 1964 on Preservation of Public Records, 2 October 1964.

⁵⁴ Malaysia, Permanent Secretary, Prime Minister's Department, General Circular Memorandum No. 20 of 1966 on Transfer of Public Records to the National Archives, 26 October 1966.

⁵⁵ The Government Staff Training College has now been renamed, the Institute of Public Administration Training Centre, popularly known as INTAN. INTAN is responsible for conducting induction or in-service training for government servants.

conservation of records and archives. While Dr. F.R.J. Verhoeven was Director he worked on the National Archives Act. He and his staff studied 25 archives laws of Commonwealth and other countries. A draft was completed in April 1963 and was circulated for comment to the ICA, UNESCO, the Commonwealth Archives Office in Canberra, the National Library and the University of Singapore. It was also sent to Mr. Blakiston of the Public Record Office London; Haji Mubin Sheppard, the first Keeper; Dr. Wang Gung Wu of the University of Malaya; and the Director of the National Archives of Nigeria. Their comments were incorporated and the draft was finally approved by Parliament in 1966 after several amendments. It was known as The National Archives Act, No. 44 of 1966 (see Appendix 1).

The Act laid the foundation for an effective policy for the preservation and administration of public records as invaluable public property. With the Act, the National Archives was provided with a sound and comprehensive legal basis for the operation and the implementation of archival activities. The Archives was in a position both to play an effective and systematic role in keeping records of national value for research by the government and the public and also to provide advice on records-keeping methods to government agencies.

The Act set out the National Archives' main objectives. Firstly, it was to assist the government in establishing efficient and economic machinery in the

Y.M.Tunku Tan Sri Mohamed b. Tunku Besar Burhanuddin. During the courses, the National Archives issued basic instructions to these Departmental Record Officers regarding paper storage conditions and their roles and responsibilities towards records. The courses were followed up by periodic visits to the agencies and departments to provide additional advice and assistance where necessary.

Although many of the agencies and departments were co-operative about appointing Record Officers and sent them on records management courses, the Archives had only limited success in managing departmental records. Changes in Records Officers were often not reported to the National Archives as required by the circular. Moreover the officers were appointed on an ad hoc basis, and many of them were transferable to other posts at any time. The knowledge that they gained from the records management course was lost to the department concerned when they were transferred. This continues to be a problem.

2.4.5 The Enactment of the National Archives Act No.44 of 1966

When the National Archives was established, there was no legislation to guide it, and the acquisition and preservation of archives was officially implemented through circular instructions. The Archives Act of 1966 was long overdue.

From the time the department was inaugurated, the government had recognised the need for legislation to provide for the setting up of the department and the

administration by developing a modern system of keeping records in all government departments. The Archives was to give advice and guidance on records-keeping practices, to promote easy retrieval, and on storage and retention standards, to ensure that the departments kept their records in the most cost effective manner and systematically transferred non-current records of permanent value to the Archives. Secondly, it was to make available information pertaining to the history and development of Malaysia in order to motivate and imbue the citizens with a well grounded consciousness of the nation's history.

According to the Act, all government departments and agencies (except the State agencies of Sabah and Sarawak) were required to transfer records more than twenty years old to the National Archives. The records had to be judged sufficiently important for preservation by the Director-General of the National Archives before they could be accessioned to the Archives.

2.4.6 Accommodation of the Archives

The much needed Records Service Centre building was ready and occupied in October 1965 and was officially opened by Tun Abdul Razak, the Deputy Prime Minister in December 1966. It housed the Records Management Division and was capable of storing 21,930 linear feet of records. The temporary repository at Jalan Tengah, Kuala Lumpur, which had been used since July 1963, was then vacated. The completion of the long-awaited building greatly helped to

ease the acute shortage of proper accommodation for records. At the time the centre was unique in Southeast Asia in its planning and lay-out. This marked the first stage of the programme to expand the storage and working space for the National Archives⁵⁶.

Meanwhile, the need for the National Archives to have its own building suitable for the preservation and management of archival materials grew and was addressed seriously by the government. After the plan to site the building with the Records Service Centre was abandoned, the search for a suitable site in the Kuala Lumpur area continued until 1966.

In April 1966, a site adjacent to the National Museum in Kuala Lumpur was chosen. The proposed National Library was to be built in the same complex, which had a total land area of 12 acres. The Government planners considered it ideal to have three institutions together so that they could share common core facilities⁵⁷. However, the acquisition of the land posed problems as it belonged to two parties, the State Government of Selangor and the Malayan Railway, both of which needed compensation. After protracted negotiations, the matter was finally resolved in February 1971. At this time it was decided that the site was not big enough for all three institutions, so the idea was abandoned and the Archives was given an alternative

⁵⁶ Malaysia, National Archives, Annual Report 1965, (Kuala Lumpur: Government Printing Office, 1966) 19.

⁵⁷ Zakiah Hanum, 66.

site in a separate area.

2.4.7 Towards the Establishment of the National Library of Malaysia

In November 1970, UNESCO sent Sir Harold White, former librarian of the National Library of Australia, to advise on the establishment of a National Library of Malaysia. By this time the need to establish a National Library was clear from the increasing demands on the department in terms of library work. In January 1971, the National Library Service, a unit of the National Archives of Malaysia, was formally established as the National Library of Malaysia.

2.5 THE DEPARTMENT OF NATIONAL ARCHIVES AND LIBRARY OF MALAYSIA 1971-1977

2.5.1 New Administrative Structure

With the establishment of the National Library, the National Archives was renamed the National Archives and Library of Malaysia. The National Archives and the National Library now operated in their own specialised fields under the same departmental head. Each one was an institutional component of the new department (see Figure 2.3).

This development alarmed some of the archivists and librarians, who were concerned that two distinct professional activities were housed within one department. However, the new organisation reflected years of planning and preparation begun in 1966 under the guidance of the

NATIONAL ARCHIVES AND LIBRARY OF
MALAYSIA
1977

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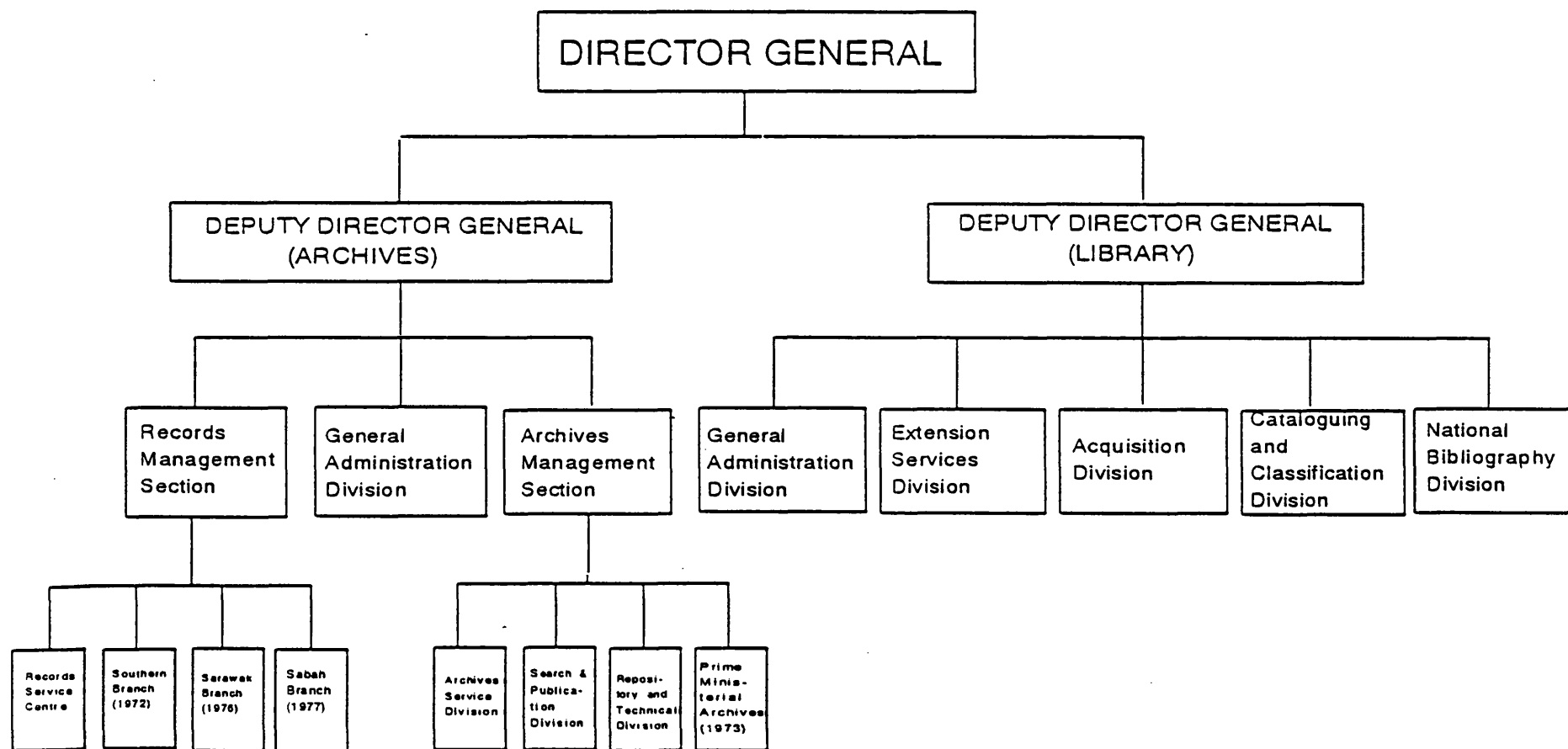


Figure 2.3

National Library Committee⁵⁸. The Committee had considered the organisational structure carefully and recommended it for various reasons. For a small developing country with limited resources in terms of funds and skilled personnel, the members felt that administrative and technical services and facilities could be shared, and thus duplication could be reduced to a minimum. The purely professional work could be kept separate and managed by officers of the respective professions. Moreover, the two functions were governed by separate legislation: the archivists by the National Archives Act (1966) and the librarians by the Preservation of Books Act (1966) and later by the National Library Act (1972).

The head of department now became Director General of the National Archives and Library. He was assisted by two Deputy Directors for the two branches of the department. Mr. Saad Marzuki replaced Dato' Alwi Jantan and served as Director General from 1972 to 1977. He was seconded from the administrative scheme of the 'Malaysian Civil Service', as had been his predecessor.

The structure of the National Archives was reorganised into four divisions: Archives Service, Records Service, Search and Publication Service and Repository and Technical Service. In addition the Southern, Sarawak and Sabah Branches of the Archives were established as discussed in section 2.5.4.

⁵⁸ Malaysia, National Archives, Annual Report 1971 (Kuala Lumpur: Government Printing Office, 1972) 27.

In October 1973 another division, the Prime Ministerial Archives, was created with responsibility for the preservation and care of records belonging and pertaining to the Prime Ministers of Malaysia. This division took over responsibility for the Tunku Abdul Rahman Putra Archives and Library (APTARP) Section, which had been established in 1966, from the Search and Publication Division. The Prime Ministerial Archives was modeled on the American example of establishing presidential libraries under the National Archives to preserve the papers, books, audiovisual materials and objects derived from the administration of past Presidents.

The National Library was organised in four divisions: Acquisition, Cataloguing and Classification, Reference and National Bibliography. In July 1973, the National Library Advisory Board was established to replace the National Library Committee which had been formed in 1966.

The National Library executed four principal functions through its divisions: developing a nationwide system of free public libraries and library extension services; establishing and maintaining a national collection of library materials and publications relating to Malaysia and its people; making library material available in a manner which best served the national interest; and providing modern facilities for the storage, retrieval and communication of information.

In 1972, the Department of National Archives and

Library was transferred from the Ministry of Justice to the Ministry of Technology and Environment. The government policy makers had unwisely moved the department from one ministry to another without regard to its functions. Rather, the action was generally seen as a means providing a balance in numbers of departments or agencies under one ministry.

2.5.2 Activities of the Department

Throughout the period both the National Archives and the National Library participated actively in various professional activities. Both increased their holdings and developed better means of providing assistance and extension services to government departments.

The National Archives continued its activities of inspecting, appraising, arranging and describing the records of government departments and statutory bodies and making them available for research. These responsibilities were executed through the Archives Act, circulars and services directives.

General Circular No. 23 of 1972⁵⁹ on the preservation of public records was issued after the Archives Act was amended in 1971. The amendment decreased the period that records were kept in the department from 25 to 20 years. These changes allowed the Archives staff to

⁵⁹ Malaysia, Chief Secretary to the Government, Prime Minister's Department, General Circular Memorandum No. 23 of 1972 on Preservation of Public Records, 14 September 1972.

get the records ready for research when they reached archival status of 25 years. In addition, restrictions on access to any public records kept in government departments for reference and research to the public were specified. This helped to strengthen the Archives' role in preserving records for research. The new circular incorporated and replaced General Circular Memoranda Nos 12 of 1961, 3 of 1962, 10 of 1964 and 20 of 1966, which were concerned with the preservation of records. It introduced a new format for the transfer of records which guided government departments in a systematic procedure of records disposition.

In addition, Chapter 5 of the Service Directive⁶⁰, issued in 1974, defined the role of the National Archives and the responsibilities of the Heads of Departments in records-keeping in their respective agencies and transfer of records to the Archives. The Directive was the first instance of office regulations for new government servants and it served to introduce the Archives to public servants.

During its record surveys, the Archives began to get more involved in the management of current records. Although this responsibility was not clearly specified in the Archives Act, the Archives was charged with providing advice and guidance on records-keeping. Many departments now asked for help with their filing systems and with the

⁶⁰ The Service Directive was enforced on 1 March 1974. The Directive replaced the 1958 Office Guide Book and Chapter M of the General Order of 1958. The Directive was a guideline for government officials in conducting official duties.

proper storage of their current records.

In 1973, the National Archives sought to promote better records management by proposing a new format for government file covers⁶¹. This was approved by the Public Services Department and the Development Administration Unit of the Prime Minister's Department. This file cover design is still in use.

When the second Prime Minister died in January 1976, the Archives honoured his memory by establishing the Tun Abdul Razak Memorial Library. The project was launched in November 1976 and received the full co-operation of the Government of the State of Pahang, where he had been born. A piece of land was given for the project by the State Government.

The National Library developed rapidly. From 1972 it provided services to the public in rented premises in the United Malayan Banking Cooperation building at Jalan Sulaiman as well as at the premises at Jalan Venning. The new premises provided an additional working and storage area of 14,676 square feet. However, even then there was a shortage of space, and in 1976 new rented premises were acquired in Wisma Thakurdas/Sachdev for reference and office areas. Notwithstanding its scattered premises all over Kuala Lumpur, the National Library continued to intensify its activities in respect of publishing

⁶¹ The file covers are given control numbers and each number is distinguished by colour. White files (number 435) are open. Green files (number 436) are used for confidential matters. Pink files (number 437) are used for secret matters.

bibliographies.

2.5.3 Proposed Archival Training Institute

In 1972, the archivists and librarians raised the possibility of establishing a combined post-graduate school of archives and librarianship. They prepared a proposal which was put forward to the Government by the Library Association of Malaysia. The Malaysian Education Advisory Council examined the proposal, which was later forwarded to the Ministry of Education, the University of Malaya, the National University and the Science University for consideration. The University of Malaya showed an interest and formed a Board of Studies to examine its implications in detail. Representatives from the National Archives and Library were appointed as members of the Board.

The proposal also had the support of SARBICA. Kuala Lumpur's potential as a centre for regional training had often been discussed during SARBICA meetings and a proposal for the setting up of a regional archival training institute was accepted at SARBICA's first General Conference in 1971. At the 1973 SARBICA General Conference in Kuala Lumpur, the members agreed that their proposed records management and archive administration training programme should be integrated with the proposed school of archive and librarianship. SARBICA appointed a committee of three members to discuss the details with the Malaysian authorities.

Although the proposal had the full support of all

member states of SARBICA, a few questions were never resolved. They concerned the initial funding, contributions from participant countries, adequacy of the number of candidates and entry qualifications. The Government of Malaysia was concerned that there would be inadequate numbers of local students as the archival service was too small to employ many professionals. As a result the school did not materialise. There is still no post-graduate school of archives in the country to cater for national needs.

2.5.4 Establishment of the First Three Branches of the National Archives

This period witnessed the establishment of state and regional branches as a means of promoting better records management and bringing records services nearer to the users in the regions or states. The branch offices would be able to offer government departments rapid reference to their semi-current records and thus contribute to departmental efficiency. The branch offices would carry out the work of records management, administer the archives and provide research facilities. It was hoped that this would also reduce the pressure on the services provided by the Records Centre in Petaling Jaya.

The first regional branch of the National Archives was established in Johore Bharu to serve the States of Johore and Malacca in the southern Peninsular of Malaysia. A state archives had already been established in 1967, and the Southern Branch took over its responsibilities.

The pre-war records of the Johore State Secretariat had survived largely intact, one of the few such collections to escape destruction during the war. It was for this reason that the state had asked the Director of the National Archives for permission to set up its own archive. An Executive Archives Officer had been seconded from the National Archives to head the Johore State Archives. This arrangement had continued for five years, but there was a shortage of professional staff and financial resources. The Johore Government transferred the State Archives to the central government in May 1972 and it became the Southern Branch of the National Archives. It was housed in a room on the ground floor of the State Secretariat Building.

The second branch was established in Sarawak in July 1976 where the distance between Kuala Lumpur and Kuching was creating difficulties in managing the records of federal departments. This branch was not concerned with state government records, which were the responsibility of the State of Sarawak as specified in the National Archives Act. Due to the size of Sarawak, which was as big as the whole Malaysian Peninsula, this new branch operated at state level, rather than a regional level as in Johore. The branch was initially housed on the eleventh floor of the Federal Building in Kuching.

In February 1977, a third branch was established in Sabah, again because of the distance from Kuala Lumpur.

The Sabah Branch⁶², which was responsible for the federal records in the state, was established in Kota Kinabalu. It occupied temporary accommodation in the Federal Accounting Unit at the Kota Kinabalu Federal House. With the establishment of these branches, the National Archives has geographically expanded its roles to serve its main clients of government departments at federal and state levels.

2.5.5 Accommodation and the Archives Building

With the rapid expansion of the National Archives' responsibilities in the late 1960s and early 1970s there was increasing pressure on its limited space. The urgency of building its own premises intensified.

As the search for a National Archives site continued, an architect from the Public Works Department, Mr. Chin Kaw Tow, was appointed to start preliminary planning for the project. As this was to be the first building of its kind in Malaysia, it was thought that a consultant should be invited to advise on the plans to ensure that the peculiar requirements of an archives building were considered and that the building met international standards⁶³. Mr. Michael Duchien from the National Archives of France was assigned as the project expert under the auspices of UNESCO. He worked with the

⁶² Whereas the Sabah and Sarawak Branches are only responsible for federal records, the Peninsular branches are responsible for both federal and state records as prescribed by the National Archives Act of 1966.

⁶³ Malaysia, National Archives, Arkib Negara Malaysia, (Kuala Lumpur: n.p., 1989) 33.

architect for the month of November 1971.

The architect began work on his preliminary drawings in January 1972. In order to gain additional knowledge of the characteristics of archives buildings, he visited a number of archives institutions in France, Switzerland, Denmark, Sweden, the United States and Canada with the assistance of the Ford Foundation. By October 1972, the final plans were submitted to the Prime Minister, Tun Abdul Razak, for comments. After amending the plans to incorporate traditional Malaysian architectural features, the project was tendered in December 1972.

The question of the site was settled at last in October 1975 when the National Archives was offered seven acres in Jalan Duta in Kuala Lumpur. The arrangements were confirmed in January 1976. With the availability of this new site, the drawings were revised and construction finally began in July 1977.

The Second Malaysia Development Plan had also made provision for a National Library Building, and a National Library Fund-Raising Committee had been formed to raise funds to help support the cost of the project. However, when the National Library was separated from the National Archives in 1977, it still had not found a suitable site for its building.

2.5.6 Separation of the National Library

During the period when the National Archives and the National Library were administered together, they had

co-operated closely to provide materials for research. Archivists were aware of the librarians' holdings and vice versa, and they attempted to provide full reference services within the national information system. Together, their holdings documented the various aspects of national development and history and reflected the knowledge and experience available within the nation⁶⁴. Both institutions attempted to keep abreast of international standards.

By 1977, the policy makers and administrators of the two institutions felt it necessary to create two separate departments to enable these developments to continue. The institutions handled different materials and had different methodologies for arranging and describing them. As emphasised by the Deputy Director General (Library) at the Conference on National Academic Libraries in Malaysia and Singapore in 1974, 'the National Library of Malaysia from the beginning of this period should be completely separated from the National Archives and accorded its own independent departmental status directly under the Ministry, ending thereby a ten-year period of tutelage spanning the First and Second Malaysia Plan.'⁶⁵

The Government agreed to separate the National Archives and the National Library, and in June 1977 the National Library of Malaysia became an institution in its

⁶⁴ Yeoh Keng Lock, "The Relationship of the Malaysian National Archives and National Library", Southeast Asian Archives 4 (1971) 99.

⁶⁵ Wijasuriya, D.E.K., "Some Reflections on the Development of the National Library of Malaysia", Sekitar Perpustakaan 12 (1988) 1.

own right⁶⁶. After their separation the two departments continued the tradition of co-operation and collaboration within the national information system of the country. The nation thus benefited from the pattern of their historical development.

With the separation, the two departments were headed by their own Directors General. Mr. Saad Marzuki the previous Director General, left at this time and was replaced by Mrs. Zakiah Hanum Nor, who became Acting Director General of the National Archives. She was the first professional Malaysian archivist to head the department. Mr. D.E.K. Wijayasuriya, the Deputy Director (Library) became the Director General of the National Library.

The National Archives could now move forward independently to gain greater recognition for its activities. Its foundations had been firmly laid down. The loss of records during the war had inspired a broad approach to acquisition policy, particularly as there were no other archival institutions caring for the federal and state records in the Malaysian Peninsula. Moreover the Archives had been challenged to go beyond the usual scope of activities for a national archives. High standards and procedures had been set from the beginning, and the backing of the government had given the Archives a relatively high status. The government's realisation of the importance of

⁶⁶ Malaysia, National Archives, Annual Report 1977, (Kuala Lumpur, Government Printing Office, 1978) 13.

preserving records for national heritage and recognition of the role of the Archives in a new developing country had given the support the Archives needed. The Archives was ready to move into a new era of greater challenge.

CHAPTER THREE

3 THE DEVELOPMENT OF THE NATIONAL ARCHIVES OF MALAYSIA 1977-1995

3.1 OVERVIEW

This chapter is concerned with the development of the National Archives of Malaysia from the time that it separated from the National Library until the present day. It begins by describing major changes in the administrative structure in 1980, 1988 and 1993. It then traces changes in the areas of records management programmes, training and career development, role and image, memorial projects and regional and state branches. It goes on to examine the development of the National Archives' building and changes in legislation concerning the Archives. The chapter ends with an overview of the challenges facing the Archives in achieving the Vision 2020.

3.2 ADMINISTRATIVE STRUCTURE

After the National Library was separated from the National Archives in July 1977, the Archives was headed by a Director General, assisted by a Deputy Director who was responsible for the Archives Section. An Assistant Director headed the Records Section and was responsible for the Records Service Centre and the Branches. The other five divisions reported directly to the Director General as the post of Deputy Director was not filled.

In the period that followed, the structure of the

National Archives slowly changed to incorporate new divisions and branches (see Figure 3.1). Between 1978 and 1979, the Eastern and Northern Branches and the Training and Development Division were established. In 1978, the Repository and Technical Division changed its name to Conservation and Reprography to reflect its main function which was conservation.

In 1980 the Archives underwent a reorganisation of its structure. Three sections were established: Records Management; Archives Management; and General Administration, Training and Development. The Deputy Director's and Assistant Director's posts were replaced by the posts of Assistant Director General, one with responsibility for the Records Management Section and the other for the Archives Management Section (see Figure 3.2 for the organisation structure up to 1986).

The Records Management Section sought to establish an effective and economical records programme in all the government agencies throughout the country. Its activities were carried out through the Records Service Centre and the five branches. The development of the branches will be discussed in detail in Section 3.7. The Vital Records Division created in 1982, was responsible for identifying the vital records of all government agencies by conducting surveys of current records and making safety copies in the form of microfilm or microfiche. Although there was no provision in the Archives Act to legitimise its function and activities, it was felt necessary by the

NATIONAL ARCHIVES OF
MALAYSIA
1979

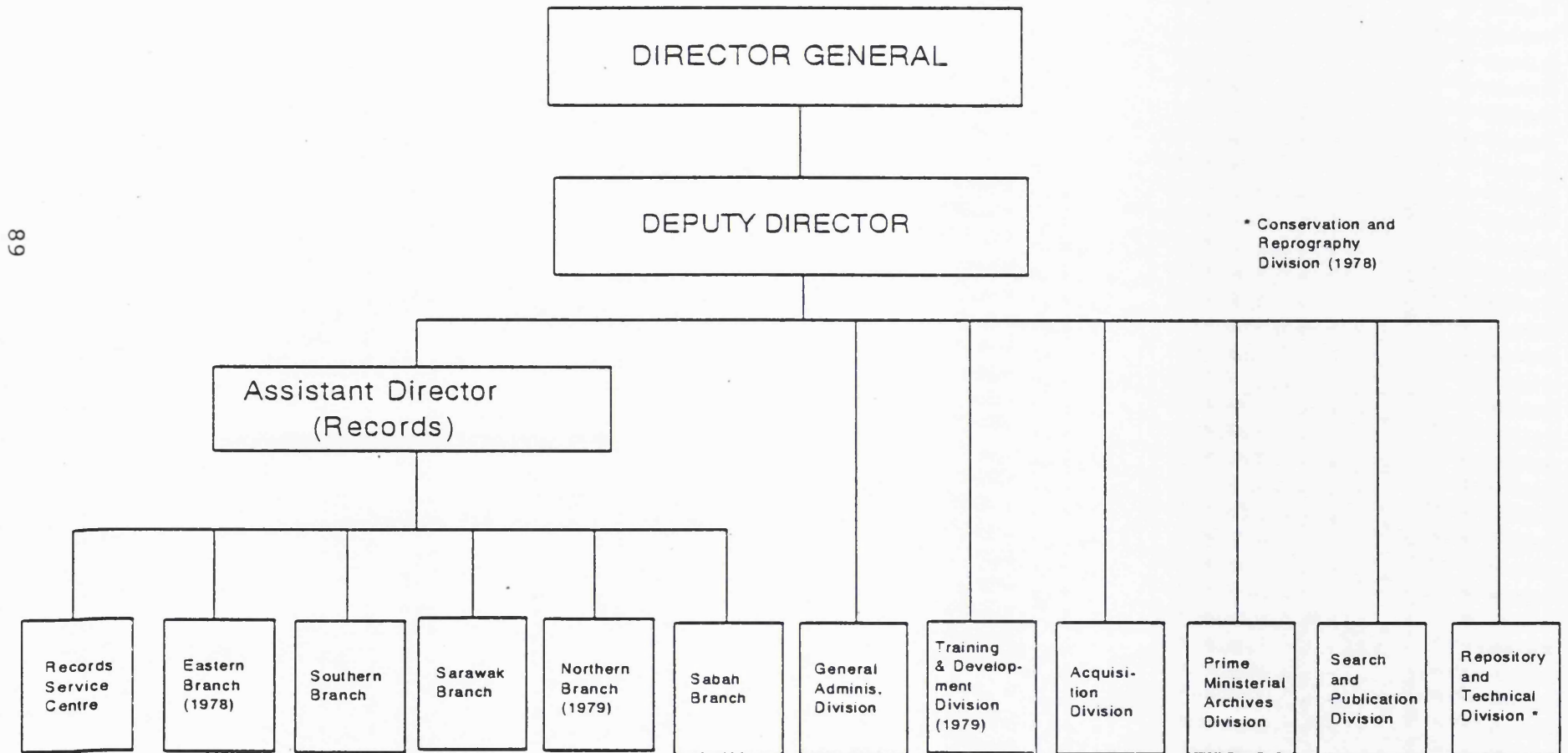


Figure 3.1

NATIONAL ARCHIVES OF MALAYSIA 1986

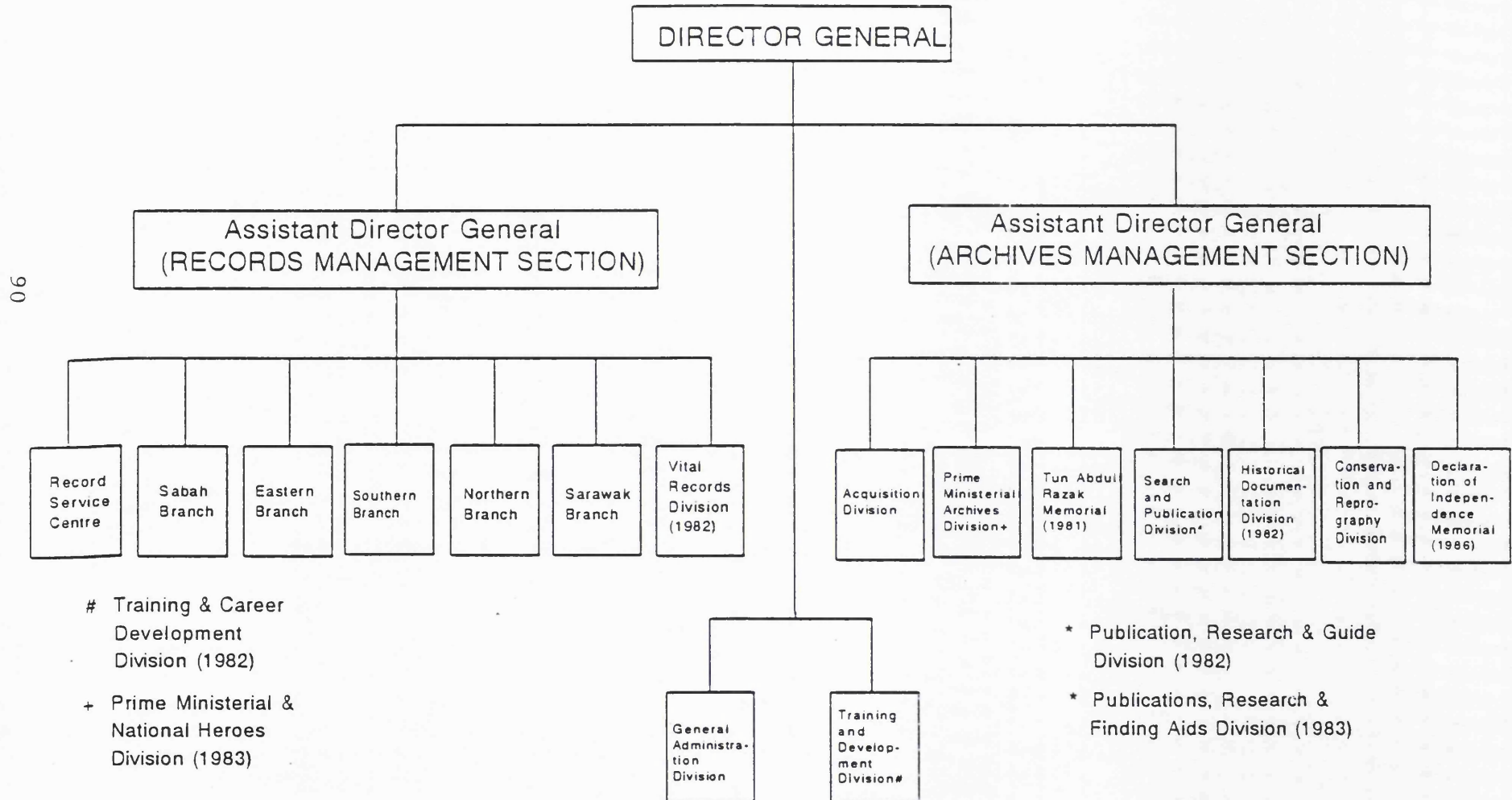


Figure 3.2

Archives and the Ministry responsible to establish the division. This was a wise action to protect the safety of important and valuable records.

The Archives Management Section strove, in every way possible, to imbue in the people a sense of belonging to the nation by helping to keep alive their memories of the nation's history⁶⁷. It acquired, preserved and appraised documents of historical and national significance and provided research facilities. It also disseminated information through publications, exhibitions, forums, colloquia and other such programmes. It channelled its activities through four divisions: Acquisition, Search and Publication, Conservation and Reprography, and Prime Ministerial Archives.

Two of these divisions changed their names to reflect their main function or their involvement in new activities and programmes more accurately. In 1982, the Search and Publication Division became the Publication, Research and Guide Services when preparing guides was added to its activities. In 1983, it became the Publication, Research and Finding Aids Services to reflect its role in preparing all types of finding aids including guides. Also in 1983, the Prime Ministerial Archives became the Prime Ministerial and National Heroes Archives to indicate its involvement in the acquisition and preservation of materials on national heroes.

⁶⁷ Malaysia, National Archives, Annual Report 1986, (Kuala Lumpur, Government Printing Office, 1987) 32.

From 1981 to 1986, three new divisions were established under this Section. These were the Tun Abdul Razak Memorial, the Declaration of Independence Memorial and Historical Documentation. The Historical Documentation Division was established to publicise and popularise the use of archival material in research. The two memorials will be discussed in Section 3.6.

The General Administration and Training and Development Divisions came under the Director General. The General Administration Division was responsible for all aspects of policy, staff, finance, building and accommodation, stores and equipment, security, public relations and other support services. The Training and Development Division was established in 1979 and will be discussed in Section 3.4.

In 1988, the Archives was involved in further administrative changes. The Assistant Director General of Records now became the Director of Support and Services, while the Assistant Director General of Archives became the Director of Records and Archives (see Figure 3.3 for changes in the structure up to 1992).

The change created greater co-ordination between records management and archival policy and marked a step toward an integrated approach to the management of the life cycle of records. The work of the Records Service Centre, the Acquisition, and Research and Finding Aids Divisions and the five branches was also reorganised to improve work

NATIONAL ARCHIVES OF MALAYSIA 1992

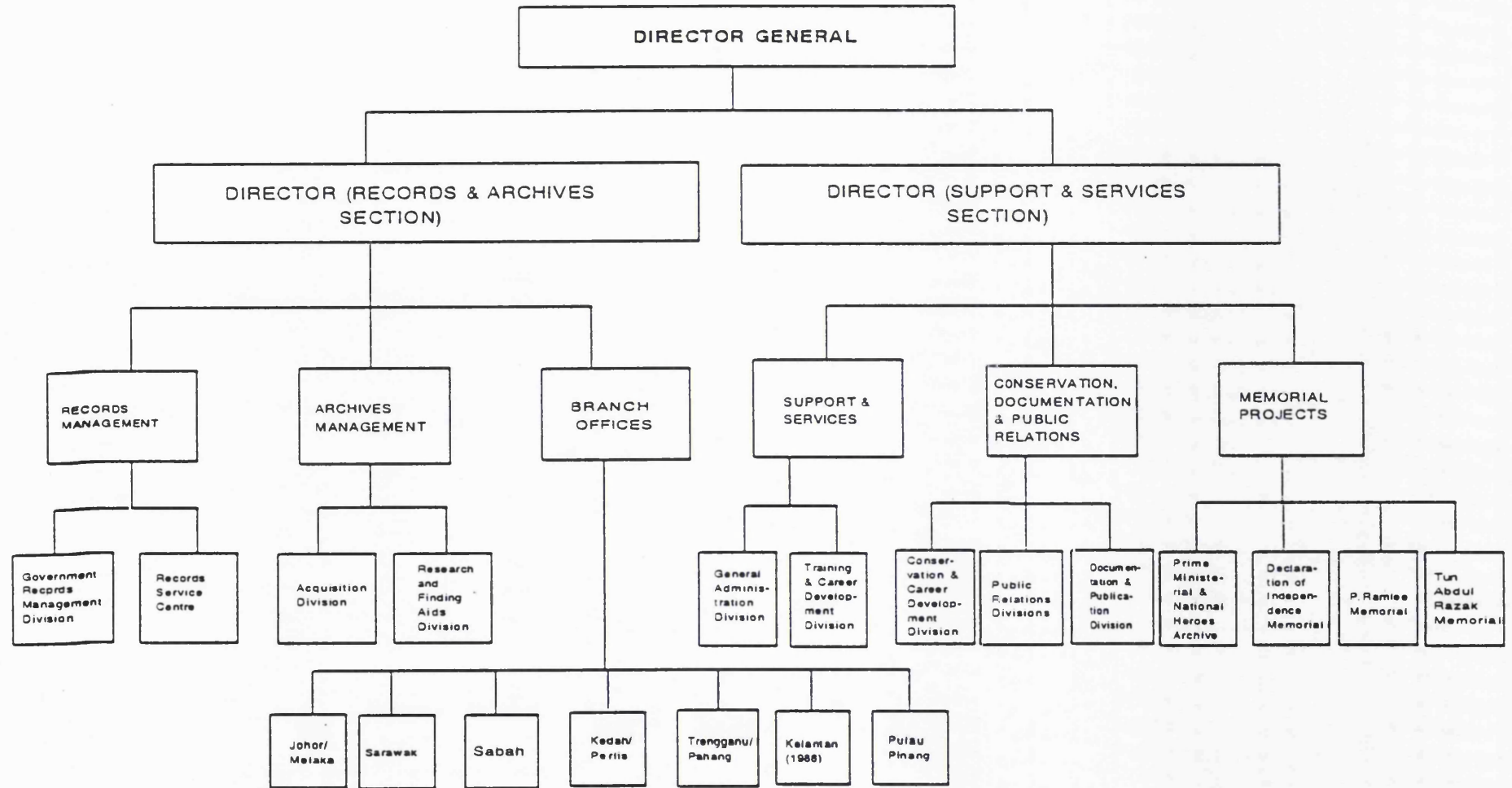


Figure 3.3

flow and performance levels⁶⁸. In addition, two new branches, Kelantan and Pulau Pinang Branches were established in 1988.

This reorganisation permitted a new approach to records management. Prior to this, the work of records management had been directed through the Records Service Centre, the Vital Records Division and the branches. Now, a Government Records Management Division was established within the Section to carry out records management activities together with the Records Service Centre and the branches. This new division formulated policies which the Records Service Centre and the branches implemented. The Government Records Management Division also absorbed the activities of the Vital Records Division, which resulted in the abolition of the Vital Record Division.

The Support and Services Management Section's functions were carried out by the divisions of General Administration, Training and Career Development, Public Relations, Conservation and Reprographic, Documentation and Publication, Prime Ministerial and National Heroes Archives, Tun Abdul Razak Memorial and the Declaration of Independence Memorial. Several of these were new divisions. The Documentation and Publication Division took over the publication activities of the Publication, Search and Finding Aids Division. The Public Relations Division sought to ensure effective and systematic dissemination of

⁶⁸ Malaysia, National Archives, Annual Report 1988, (Kuala Lumpur: Government Printing Office, 1989) 31.

information relating to the activities of the Archives.

In 1993, the National Archives experienced another major reorganisation. It was now divided into three main sections each headed by a director: Support and Processing Services, Records and Archives Management Services and Extension Services. This structure is still in operation (see Figure 3.4).

The Support and Processing Section is responsible for the Divisions of General Administration; Training and Career Development; Planning, Research and Development; Documentation and Publication; and Conservation and Reprography. All of these divisions, except the new Planning, Research and Development Division, carry out the same functions as in the previous organisational structure. The Planning, Research and Development Division is responsible for the planning and development of the Archives and for conducting special research on matters pertaining to security and to sensitive national issues such as border conflicts with neighbouring countries. It is also responsible for co-ordination of archival standards and computerisation of the National Archives services and activities.

The Records and Archives Management Section is responsible for the Divisions of Records Service, Archives Service, Research and Finding Aids and Identification of Information Sources as well as for the branches, including a new branch in Perak which was established with the reorganisation. The activities of some of these divisions

NATIONAL ARCHIVES OF MALAYSIA 1994

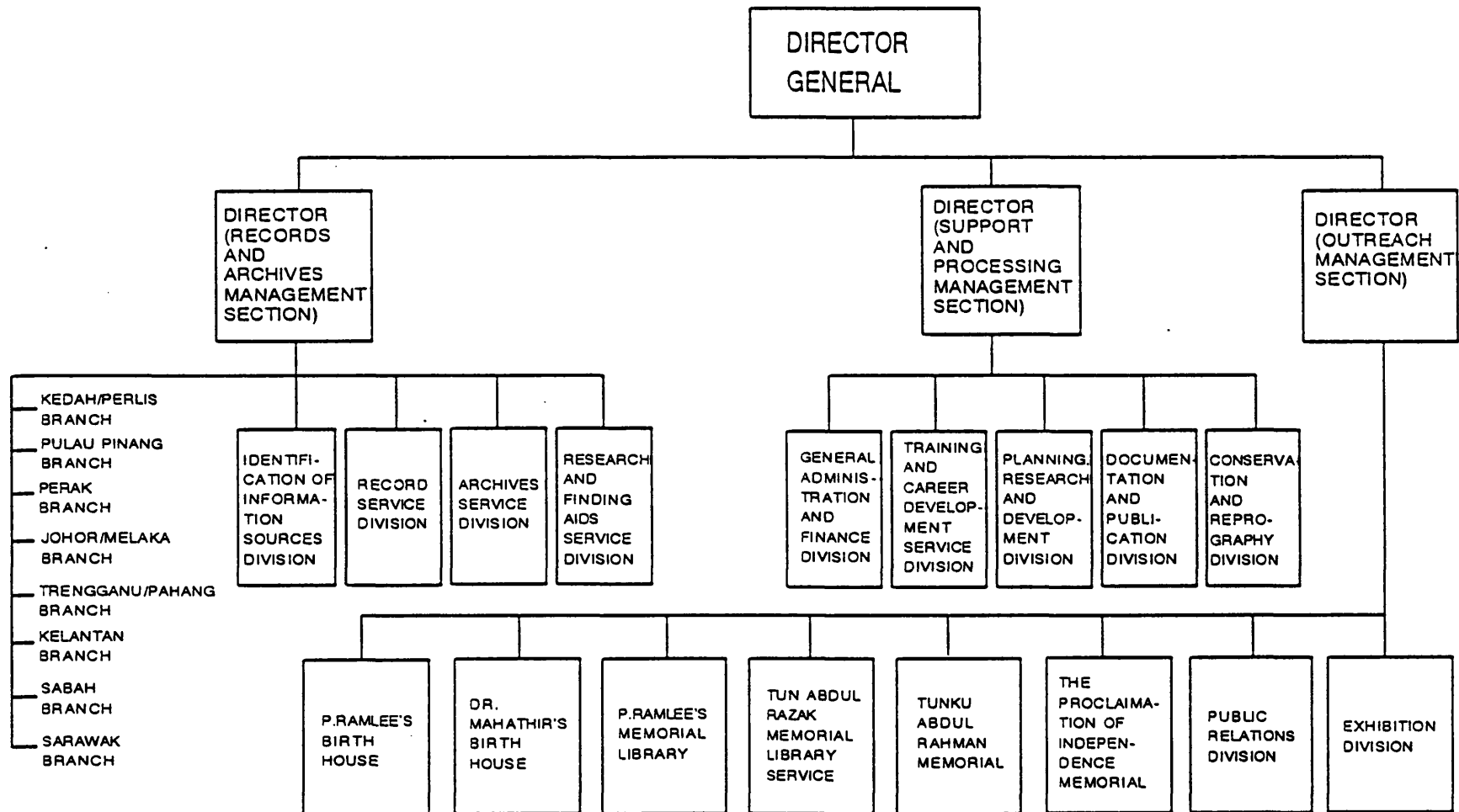


FIGURE 3.4

have been reconstructed. The Acquisition and Government Records Management Divisions were abolished and their activities have been taken over by the new Identification Information Sources Division. This new division has also taken over some functions of the former Records Service Centre. It has become the backbone of the records and archives programmes of the department. It deals with records and archives policy, procedures and standards formulation, appraisal of records and the acquisition of all types of records.

The Records Service Centre in Petaling Jaya was renamed Records Service Division. It is responsible for processing records received from the Identification of Information Sources Division and making them available to government departments. It is no longer acquires records directly. The division serves central government agencies and those in the States of Selangor and Negri Sembilan. In the other states, the records are the responsibilities of the Archives branches.

The Archives Service Division manages the archival repository in the headquarters building in Jalan Duta and retrieves records required in the search-room. It is responsible for the physical access of the archives and security of the repository.

The new Extension Services Section is responsible for the memorials, public relations and exhibition activities. A new memorial, Tunku Abdul Rahman, was added to the existing three memorials (see Section 3.6). The

section continues to perform the activities of the old Public Relations Division, but its work is divided among more specialised units.

The ministry responsible for the Archives changed twice during this period. Responsibility moved from the Ministry of Technology and Environment to the Ministry of Local Government and Housing in 1979 and to the Ministry of Culture, Youth and Sports in 1982. In 1989, there was a Cabinet reshuffle which resulted in the Ministry of Culture, Youth and Sports being split into two ministries: the Ministry of Youth and Sports and the Ministry of Culture, Arts and Tourism. The National Archives was then placed under the Ministry of Culture, Arts and Tourism. The frequent changes of ministry under which the Archives was emplaced have resulted in some loss of continuity on the part of the ministry because of pressing issues like 'housing', 'environment' or 'tourism'. However, the changes have not adversely affected the development of the Archives.

3.3 RECORDS MANAGEMENT PROGRAMME

The National Archives' responsibility for records management had evolved over time, from a very limited involvement with the transferring of semi-current records to the repository, to a deeper responsibility concern with the management of records from their point of creation.

By the late 1970's, the National Archives was

aware, as a result of feedback gathered from courses, visits and surveys, that it had to play a more active part in management of current records. The departmental record officers were not providing an effective means of ensuring that records were well kept, and the Archives sought new means of involvement. In 1979, it was involved in designing a universal classification system for house-keeping records of government agencies as a means of managing records in order. This project was a joint effort with the Manpower Planning Unit (MAMPU)⁶⁹ of the Prime Minister's Department. The classification system was completed in August 1979 and tested on a department and a ministry at the end of the year. It was not implemented because of some flaws in the classification.

The Archives had some reservations about the classification and because of a difference in opinion with MAMPU, the Archives drew up its own classification system. In 1986, it prepared and distributed a booklet on 'A Guide to Filing System for Housekeeping Records'. In 1987, MAMPU produced a new classification for housekeeping and some functional files. However, there are no circulars for MAMPU to direct and implement the classification system in all government departments. Departments can choose and follow whichever system suit their requirements.

The Archives has made other efforts to play a

⁶⁹ The Manpower Planning Unit has now been renamed the Manpower, Administration, Management and Planning Unit. It is still popularly known as MAMPU. The department is responsible for the modernisation of public offices including the filing system.

more meaningful role in the systematic management of records in government agencies. In 1986, it issued other documents including 'A Guide to the Appraisal of Records in Departments' and 'A Guide to the Preparation of Records Disposal Schedules'.

Had the co-operation between MAMPU and the Archives continued, the Archives would have found its task easier, for both were involved in records management in government agencies. MAMPU was responsible for improving filing systems and file movement aimed at achieving efficiency and productivity. It also conducted some in-house training. It did not work systematically with the Archives because of the different approaches of the two organisations. The Archives was concerned with the whole life cycle of records from creation to disposition. It felt that records had to be controlled from their point of creation, through their usage so that appraisal would be easier when they reached their disposition stage. MAMPU was more specifically concerned with the file creation stage. Both conducted courses on records management at INTAN but with different approaches.

Despite occasional examples of co-operation, for instance since 1992 MAMPU and the Archives have been in a 'Filing System Award' panel to identify and select a department which used the most efficient filing system, the two departments seldom met and discussed their differences in approach to the subject. As a result, records management policy was not co-ordinated and departments sometimes

received contradictory advice. In 1993, the Archives and MAMPU at last began to meet regularly on records management matters, especially file creation. These discussions are still at an early stage, but it will be to everyone's great advantage if the two departments can collaborate, for there is still a need for greater effectiveness in this area.

The Archives' role in the management of semi-current records also expanded. As government departmental activities grew, the quantity of records requiring disposal increased proportionately. The departments became increasingly conscious of the Archives' role and responsibilities and began to transfer more records. Despite the establishment of the Records Service Centre in 1966 and the construction of the National Archives building in 1982, the Archives soon faced a shortage of space.

To deal with the space problem, there was an intensified programme to review records in government departments before they were transferred to the Archives. The aim was to identify records which were no longer needed for conducting current business and to remove them from the current file storage areas. The Archives and the departments carried out a joint review of the non-current records that were more than 5 years old to determine their disposition. The small percentage of records that survived were transferred to the Records Service Centre.

The review activities were facilitated by several circulars which provided guidance on how to conduct reviews and prepare file lists. The criteria for the retention of

financial and accounting records had been laid down in Treasury Instruction No. 150 of 1966⁷⁰, which was amended by the Treasury Circular No. 9 of 1986⁷¹.

After 1988, when the Government Records Management Division was established to formulate policies on records management and to provide advisory services to Government departments, the Archives placed greater emphasis on the management of records at the current and semi-current stages. It collaborated more closely with government departments and agencies in conducting surveys and inventories of records in the custody of the creating agencies as a basis for preparing retention schedules. After the retention schedules were agreed, they were endorsed by the Director General of the Archives and the Heads of the respective agencies and distributed to the agencies and their branches for implementation. The programme aimed to prepare retention schedules for all central and states departments and agencies. So far it has prepared nearly 25 retention schedules of central departments and agencies. To produce a retention schedule is a time consuming process but it is a fruitful way of record disposition and will reduce the workload of record appraisal.

⁷⁰ This financial and accounting procedure was issued by the Treasury under the authority of section 4 of the Financial Procedure Act, 1957 and came into force from 1 July 1966. It is binding on all accounting officers of the Federation and of the States of Malaysia.

⁷¹ Secretary General of the Treasury, Circular No. 9 of 1986 on Destruction of Account Books and Financial Records, 17 May 1986.

In 1991, the Archives launched the 'URUS'⁷² or 'Managing Records for Storage' project whereby the Archives collaborated with departments and agencies to review and process the backlog of closed files in order to clear space and ensure that valuable records were transferred to the Archives⁷³. It was based on the successful 'Banjul Records Project' workshops in The Gambia, West Africa, which were held in 1989, 1990 and 1992 and were attended by three Malaysian archivists who had followed the Master of Arts in Overseas Record Management and Archives Administration degree at University College, London.

This project has helped to reduce the backlog of semi-current and non-current records in government agencies. The project was necessary as the increasing demand of appraisal work had put pressure on the archivists. Co-operation from departmental staff was very minimal. Although guidance was given on preparing transfer lists, the lists were still prepared in an improper way. The Director General saw from The Gambia project that co-operation could be achieved even from people outside the country in helping a nation's archives. This type of co-operation could also be gathered from staff of a department which was experiencing problems in records-management⁷⁴.

⁷² 'URUS' stands for 'Urus Rekod Untuk Simpan'.

⁷³ Malaysia, National Archives, Annual Report 1991, (Kuala Lumpur: Government Printing Office, 1992) 32.

⁷⁴ Zakiah Hanum Abdul Hamid, Director General, National Archives of Malaysia, June 1977-October 1996, personal interview, 5 September 1994.

This is considered as a pro-active project whereby the Archives does not wait for the department to send their records but goes there, selects and transfers the records.

To date, this project has been instituted in the Ministry of Foreign Affairs, the Ministry of Internal Affairs, the Cabinet Division of the Prime Minister's Department, the Public Services Commission, the Department of Internal Revenue, the National Electricity Board, the High Commissioner's Office in London and the Trengganu and Pahang State Secretariats. In each case the Archives and the agency staff have worked together to list closed files, carry out appraisal and transfer records to the Archives. The project has resulted in savings in terms of storage space, equipment (shelves and cabinets) and time spent in retrieving records from the agencies' store-rooms. The benefit for the Archives has been that the agencies have become more keenly committed to managing their own records and less reliant on the archivists doing all the work. However, records management of the agencies involved will be more significant if preparation of records inventory and retention schedules for the agencies are carried out during the *URUS* project. The preparation of these will facilitate records disposition of the agencies in future.

In 1993, the Director General expanded the records management programme by carrying out briefings to heads of government agencies throughout the country. The programme started in the State of Kedah and it has continued in the other states. The briefings were aimed at

making the top management group of civil servants more aware and deeply involved in records management in their own agencies. Following the briefings, many departments have shown interest in the 'URUS' project. The response is positive but the Archives can only conduct the project about three times a year as manpower and resources are limited. The Archives is bidding for a separate unit to carry out the project.

The records management activity will help to ensure that a record of the present is preserved for the future and can be used for analyses of the past. The records when used for research will reveal meaning and a sense of reality. It is essential for preserving the national heritage.

3.4 TRAINING AND CAREER DEVELOPMENT

The National Archives has always been seen to serve as a centre for archival training in the country and in the region. The Training and Development Service Division was set up in January 1979 to expand the Archives' training programme, which had been handled previously by its General Administration Division. It changed its name to Training and Career Development in 1982. The division is responsible for planning and conducting training programmes and examinations for officers and staff of the department, for the training of departmental record officers and personnel in records management and for establishing short

training programmes for local and foreign trainees in records management and archive administration.

In-service training is provided to all Archives staff, except general administration staff, to ensure that they receive a good grounding in the principles of their work and to prepare them for the obligatory examinations which they take during their period of probation as National Archives staff⁷⁵.

The division also arranges for archivists to be sent to archival institutions or universities abroad, thus ensuring that the Archives is run by professionally qualified personnel. It has also introduced a plan whereby some archivists are selected to develop proficiency in a third or fourth language, such as Dutch, Portuguese or Thai, in order to help them understand foreign language documents in the Archives.

Short in-service courses and structural teachings are held for sub-professional staff and record officers throughout the country in the care and maintenance of current and semi-current records in their responsibility. In addition, courses on conservation, binding and reprography are offered for binders and cameramen.

Short-term observational or attachment training is provided for undergraduates from local universities, such as the University of Science and Institute Technology of Malaysia, as well as for archives personnel from

⁷⁵ Zakiah Hanum Nor, "Archival Training In Malaysia", Southeast Asian Archives 7 (1974) 26.

Southeast Asia, Africa and the Pacific who are supported by the Malaysian Technical Co-operation Programme. These courses cover general archival methodology including preservation techniques.

As Cook noted, 'The National Archives of Malaysia has maintained, in spite of all difficulties, a strong teaching programme.'⁷⁶ It has received international recognition for its training programme for the Asia-Pacific region. For instance, in 1992, two archivists were invited to conduct training especially in the area of conservation to archives staff of Vietnam and Myanmar. In 1992 and 1994, trainers or heads of archival institutions from the region visited, observed and attended workshops of records management programmes at the National Archives of Malaysia.

The Archives has also encouraged career development by actively supporting national and regional professional development programmes. In March 1987, the Archives organised a Seminar on Archives Management in Trengganu. This seminar, the first of its kind in Malaysia, provided a forum for a professional exchange of ideas amongst Malaysian archivists on how to enhance the performance and image of the Archives and develop the profession.

In July 1990, the Archives and SARBICA held a Seminar on 'Automated Data Processing: Its Application in Archives' to coincide with the 8th General Conference of

⁷⁶ Cook, Michael G., "The UNESCO Consultant Mission: Assessment of Findings", Southeast Asian Archives 7 (1974) 40.

SARBICA in Kuala Lumpur. This seminar provided a forum for all participants to exchange ideas and experience on automation and its application in their respective Archives⁷⁷. The seminar helped to prepare Malaysian archivists for the challenges of automation and to plan and formulate strategies to develop information technology in the Archives. This in turn involved the Training and Career Development Division in a new training programme of identifying various courses in computing both locally and abroad and selecting relevant courses for archivists and staff. At least 40 people to date have subsequently been sent on a course.

In October 1993, a new programme to promote cooperation in professional archival work between ASEAN⁷⁸ member countries was held in Kuala Lumpur. The 'Exchange of ASEAN Archivists' programme, sponsored by the ASEAN Committee on Cultural and Information (ASEAN-COCI), enabled the archivists to discuss, exchange ideas and understand procedures and policies regarding archives and records management⁷⁹. The programme was proposed at the 8th Meeting of the ASEAN Working Group on Library and Asian Studies in

⁷⁷ Malaysia, National Archives, Report of the Seminar on Automated Data Processing. Its Application in Archives, Kuala Lumpur, 16-19 July 1990.

⁷⁸ ASEAN stands for the Association of Southeast Asian Nations, comprising Brunei Darussalam, Kampuchea, Indonesia, Laos, Malaysia, Myanmar, Singapore, Thailand and Vietnam.

⁷⁹ Malaysia, National Archives, 'Outreach Programme of the National Archives of Malaysia', Report of the First Exchange of ASEAN Archivists, Kuala Lumpur, 10-17 October 1993.

Brunei Darussalam in October 1992 and in February 1993, it was endorsed at the 27th ASEAN Committee on Culture and Information Meeting in Singapore.

The differences in the development and collection of material of the Archives of the ASEAN have given rise to certain types of expertise, which were experienced by individual countries and acknowledged by others. The National Archives of Malaysia as the host country chose 'Outreach Programme' which is considered as a highly successful programme as its theme for the meeting. This exchange programme will be implemented in three fiscal years on a rotational basis in each ASEAN country.

In December 1994, the National Archives successfully organised and became the Secretariat for the 'Experts Meeting on the Memory of the World Programme for the Asia-Pacific Region'. The meeting, sponsored by UNESCO and the Malaysian government, aimed at identifying the needs for safeguarding national heritage which have been neglected in the participating countries. Twenty heads of archival institutions and local participants from archival institutions, museums and libraries attended the meeting.

With the reorganisation in 1993, a new division was established and played a key role in the Archives' programmes. Archivists' training and career development were given new life with the setting up of the Planning, Research and Development Division with responsibility for the department's computerisation among its functions. Information technology is changing very rapidly in

Malaysia. The Archives, as a resource centre, will have to keep up with new technology in line with development of the country, and archivists must equip themselves with this information knowledge.

However, the status of the archival profession needs to be improved if the Archives wants to keep its trained professional staff. Trained staff are wasted as they look for better job prospects elsewhere. In the past, trained staff have resigned, have gone to overseas archival posts, have become academic staff of local universities, have joined other administrative services and even set up consultancy firms dealing with records management. Although this is not an unhealthy situation for the development of records management and archives administration in the country, the Archives has to keep on recruiting and training of staff to make up for those who have left. The Public Services Department needs to address this problem and adequately compare the Archives salary scale and career structure with those of other professions and come up with an attractive scheme for the staff. This would build up their image and would serve as recognition of the contribution they have made to the country's heritage.

3.5 ROLE AND IMAGE

During this period, the Archives developed its role as a custodian of the national heritage and moved towards a new image as a contributor to nation building

which was in line with national policy. This role involved the Archives in a whole range of new outreach activities which are described below in chronological order.

In 1979, the Archives hosted two important events. The first, in May, was a Colloquium on Oral History, which was co-sponsored by the University of Science Malaysia and was the first ever to be held in Southeast Asia. It was followed in July by a meeting to launch a long-term project on the Guide to the Sources of Asian Culture and History in Kuala Lumpur. The meeting was attended by 35 participants representing 20 countries. This project was a joint effort between UNESCO and the ICA and was aimed at providing comprehensive information on historical materials of archival and manuscript sources in Asia⁸⁰. The project hoped to improve radically the research sources on the history of the Third World outside the region concerned. This project opened the second phase of the major UNESCO/ICA project called Guide to the Sources of the History of Nations, initiated in 1959, which succeeded in describing the sources kept in Europe and North America.

A year later in 1980, the National Guide Committee was formed and the National Archives was selected by the Committee as the Secretariat. Parts of the Guide to the Sources of Malaysian History have been published. By 1994, the National Archives had published five volumes of the *Guide to the Historical Sources at the National*

⁸⁰ Malaysia, National Archives, Annual Report 1979, (Kuala Lumpur, Government Printing Office, 1980) 19.

Archives:

- Volume I : Federal Records
- Volume II : State Records
- Volume III: Federal and State Statutory
Bodies Records
- Volume IV : Private Organisation Records
- Volume V : Records of Branch Offices of the
National Archives of Malaysia

As the department expanded, it became necessary to create an identity in the form of a logo which would reflect the Archives image. In 1979, an open competition was held to select a suitable logo. A design by Mr. Sumali Amat, showing a yellow flower with 13 petals, signifying layers of paper with a seal in the centre, was selected. It depicted the role and functions of the National Archives throughout the 13 states in Malaysia.

In November 1979, the National Archives celebrated an International Archives Week with the theme 'Archives - Nation's Heritage'. The ICA had appealed to its members to publicise the activities of their national archives and to popularise the use of archival materials. The celebration consisted of a variety of programmes including a large scale exhibition, lectures at schools and colleges, briefings to heads of departments on the role of Archives, an 'open house' at the Archives, special programmes on national television and the distribution of car stickers. All these programmes were aimed at increasing peoples' interest in the activities of the department.

In 1980, a similar programme of activities was organised to celebrate National Archives Week, with a new theme 'Archives - Repository of Knowledge'. The two Archives Weeks showed encouraging results as large number of visitors came to the exhibitions and later visited the Archives.

The years which followed saw a burgeoning of the outreach activities of the National Archives. When these activities were first proposed to the Treasury and to the Ministry responsible to the Archives, there were difficulties in getting the support and approval. The main reason was that the Archives was not seen as a high priority department, and the programmes it wanted to offer were categorised as costly and luxuries. However, with persistence and determination, the Archives managed to convince the authorities and got the required funds. As a result of the programmes, the public became increasingly aware of the role of the department in preserving the history of the country⁸¹. The department regularly promoted its holdings and their use through exhibitions, quiz competitions, weekly screenings of historical films in the Archives auditorium, historical colloquia and mass media programmes. The Archives now regularly uses the mass-media to influence the public's opinions, ideas and interest about archival materials and on the country's history.

Among the most important of these activities were

⁸¹ Malaysia, National Archives, Annual Report 1980 (Kuala Lumpur: Government Printing Office, 1981) 21.

popular daily programmes on radio and television known as '*Hari Ini Dalam Sejarah*' (HIDS) or 'Today In History', for which the Archives prepared the scripts. These began in 1979 as a pilot project, and since 1980, they have been transmitted in at least four languages daily⁸². HIDS is a co-operative venture between the Archives, the National Museum, the National Film Board, the National Library, the Ministry of Education and the Information Department, with the Archives taking the lead. The main aim has been to highlight events of historical significance which have taken place in Malaysia in the past with a view to creating a national consciousness and love for the nation amongst its people⁸³. The texts of the broadcasts are compiled and published quarterly.

Various articles about historical figures, events, places and buildings and activities of the Archives have been published in newspapers and magazines from 1982 onwards, and there have been a number of regular columns or series of articles. These have included '*Dari Sejarah Silam*' [From Historical Past] in the weekly newspaper of 'Mingguan Malaysia'; '*Warisan*' [Heritage], which appeared weekly in the newspaper of 'Berita Minggu'; '*Dari Arkib Negara*' [From the National Archives] in 'Dewan Pelajar', a monthly newspaper for school children; and '*Sudut Arkib*

⁸² The four languages are Malay, English, Mandarin and Tamil.

⁸³ SARBICA, VIIIth General Conference, National Archives of Malaysia - Institutional Report, Kuala Lumpur, 20-21 July 1990.

Negara' [The National Archives Corner] in the 'Minggu Kanak-kanak' magazine.

In November 1982, the 21st ICA Round Table was held in Malaysia. This was a highly important event for the Archives as it brought together Directors of Archives from all over the world for the first time in Asia. It was held in conjunction with the opening of the National Archives building and coincided with the silver jubilee celebration of the Archives. By attending the opening ceremony, the Directors managed to see the development of the Archives during the tour after the ceremony.

In 1983, the entire civil service was actively involved in the campaign 'Leadership By Example' which was launched by the Prime Minister. The campaign was aimed at cultivating positive work attitudes and creating a dedicated workforce capable of high productivity⁸⁴. The Archives mounted a large-scale exhibition on this theme for four months at the Archives building and later took it throughout the country as a mobile exhibition. It also prepared and published a book entitled '*Kata-kata Bistari Kepimpinan*' [Quotable Quotes on Leadership]. The objective was to portray leadership qualities that could be set as examples and followed by government servants to develop a clean, efficient and trustworthy administration.

The government's campaign of increasing efficiency and productivity in public services has

⁸⁴ Malaysia, National Archives, Annual Report 1983 (Kuala Lumpur: Government Printing Office, 1984) 19.

encouraged the Archives staff to innovate new ideas in their work. The Archives successfully researched new methods of enhancing the longevity of archival materials by creating a new formula for deacidification solution. This finding won the 'Public Services Innovation Award' for 1993 in the Technological Advancement Category⁸⁵.

Starting in 1984, the Archives began to record oral history interviews to obtain additional information on the history of the country. This new approach towards information gathering offered a different approach towards the study of history for local historians⁸⁶ and contributed to the public outreach programme. The programme '*Sekali Peristiwa*' [Once Upon an Event] was presented on television and '*Siri Pengkisahan Sejarah*' [Historical Narration Series] was presented to the public in the Archives auditorium. These two programmes used oral history techniques whereby questions were asked directly of chosen figures and the sessions were recorded for record purpose. The programme '*Sekali Peristiwa*' was held only for a year (see details in Chapter 8). The history narration serial is an on-going programme and is held six times a year in the Archives' auditorium. It offers the public in-depth information on events chosen as themes for the sessions (see details in Chapters 6 and 7).

In 1985, the Southern Branch pioneered a new

⁸⁵ Malaysia, National Archives, Annual Report 1993 (Kuala Lumpur: Government Printing Office, 1994) 2.

⁸⁶ Malaysia, National Archives, Annual Report 1984 (Kuala Lumpur: Government Printing Office, 1985) 21.

programme called 'Friends of the Archives' whereby members of the public, including pensioners, were encouraged to voluntarily assist in locating historical materials, do transcription work and carry out research⁸⁷. In 1989 the Archives, realising the importance of this programme, officially launched it on a national level and received a generous response, especially from pensioners who felt that they were able to contribute something of importance to the preservation of national heritage.

Also in 1985, the Archives launched a new educational television programme, 'Mercuranda' [Landmarks], which portrayed the significance of historical places. Forty-nine scripts were broadcast in 1986.

The public image of the Archives received a further boost when its staff participated in the secretariat and in the committee that prepared and produced pamphlets and other documentary materials for use by the Commonwealth Heads of Governments Meeting (CHOGM), which Malaysia hosted in 1989.

In the same year the Archives was honoured when the Ramon Magsaysay Award Foundation (RMAF)⁸⁸ presented the Ramon Magsaysay Award⁸⁹, the Asian equivalent of the Nobel

⁸⁷ SARBICA, Seminar on the Role of Archives in Education, Malaysian Country Report, Kuala Lumpur, 12-14 July 1993.

⁸⁸ RMAF is a non-profitable corporation organised under the laws of the Republic of the Philippines and located in Manila. It was established in May 1957.

⁸⁹ The Ramon Magsaysay Award is given to individuals or organisations in Asia in recognition of work done in their fields. The Award was established to honour the late

Prize, to the Director General. Dato' Zakiah Hanum Nor was the first Malaysian woman in government service to receive this distinguished award. The citation noted that she had made the nation's Archives the 'most professional and technically advanced in all Southeast Asia'⁹⁰. The award was the highest ever to be given to the head of an archival institution in Asia.

After 1989, when the Archives was placed under the Ministry of Culture, Art and Tourism, it became involved in the promotion of tourism, particularly in 1990 which was declared "Visit Malaysia Year" by the Government. The Archives took part in the programme by organising a nationwide exhibition entitled "Fascinating Malaysia". In 1991, the Ministry and the Archives launched a joint project on traditional food which involved collecting information on the food culture of the country and later the Ministry will produce a guide to traditional food preparation for sale to hotels and restaurants. These were unusual activities for any Archives but they have contributed to the National Archives' high public profile.

Through all of these activities, the National Archives has successfully drawn the public, especially students, closer to historical sources. Tremendous interest has been generated in the history of the country, and this

President of the Philippines, Ramon Magsaysay who served from 1953 until his tragic death in April 1957. The first Award was given in 1958.

⁹⁰ Speed, Helen, "Datuk Zakiah Hanum. Queen of the Archives", The Wings of Gold, Malaysian Airline System Inflight Magazine (September 1980) 64.

has resulted in an increased number of visitors and researchers to the department.

In 1990, in response to requests from the public and in order to encourage research, the National Archives in Kuala Lumpur extended search-room hours from 4.15 to 6.00 p.m. from Tuesday to Thursday. These extended hours were intended to help the Archives achieve its aim of serving as many researchers as possible.

3.6 MEMORIAL PROJECTS

In 1978, the Archives began to acquire historical buildings to house memorials for important figures. The memorial projects were established to acquire, preserve and publicise materials related to distinguished statesmen or significant events or eras in Malaysian history. Embarking on projects to inspire the interest and awareness of potential researchers and to educate the public has always been the Archives' goal.

One of the projects, the Prime Ministerial Archives was particularly successful. In 1977, the Archives dismantled the old office of the first Prime Minister and moved it from its old site in Jalan Dato' Onn, Kuala Lumpur to a temporary site within the compound of the Records Service Centre in Petaling Jaya. The reconstructed building was intended to be an exhibit for the Tunku Abdul Rahman Memorial near its old site in Jalan Dato Onn. This project was completed in November 1994. The memorial commemorates

the life and contributions of the statesman. The Archives has turned his first official residence into a magnificent building, displaying his archival materials, books and artifacts. The establishment of the memorial has added a new tourist attraction to Kuala Lumpur.

In 1981, the Tun Abdul Razak Memorial was developed in the former official residence of the second and third Prime Ministers. The displays illustrated the activities and achievements of the second Prime Minister from his birth to his death through archival materials, publications and artifacts. Officially opened by the Prime Minister in May 1982, it is regarded as one of the most important places of interest to visit in the country and it has a place on the map of the Malaysian Tourist Development Corporation.

In 1985, with the assistance of the Melaka State Government, the Archives turned the old Melaka Club building into a Declaration of Independence Memorial with displays illustrating the activities and achievements of the nation in the struggle towards independence in 1957. The memorial has been well received by the public, especially tourists and students and has become one of the top tourist attractions in Melaka. Various activities, such as essay writing and quiz competitions about independence have been carried out as a means of attracting students to visit the memorial and enabling them to gain a better understanding of the history of independence.

The Archives has also involved itself in projects

of popular interest. The P.Ramlee⁹¹ Memorial Library, a project initiated by the Archives and later endorsed by the Ministry of Culture, Youth and Sports, commemorates one of Malaysia's most popular screen artists and marks his contribution to the performing arts. The National Archives, through its Prime Ministerial Archives and National Heroes Division launched a trust fund to collect public donations to help finance the memorial, and eventually purchased the rented house where the late artist resided to house the memorial⁹². It was opened in March 1986.

In 1991, the Archives also purchased the house in Pulau Pinang where P.Ramlee was born, and established it as a museum known as '*Rumah P. Ramlee*' [P. Ramlee's House] in 1992. The P. Ramlee's Memorial and House have attracted many visitors, especially his fans, from as far away as Singapore and Brunei.

The birthplace of Dr. Mahathir Mohammad, the present Prime Minister, was also restored and was officially opened in December 1992 in Alor Star, Kedah. The restored house was a starting project for the present Prime Minister.

In 1993, the Archives was given the responsibility of establishing a Public Services Library,

⁹¹ P.Ramlee was a famous Malaysian actor, film director, script writer, singer, composer, lyricist, musician, comedian who died in 1973. His evergreen songs and films are still being played and rerun almost everyday through radio and television.

⁹² The P.Ramlee's Memorial is situated at No. 22, Jalan Dedap, Setapak, Kuala Lumpur, which is about 8 kilometres from the National Archives building.

to portray the history of public services from the fifteenth century to the present day. The Library, which was the brainchild of Tan Sri Ahmad Sarji, the present Chief Secretary to the Government, was opened to the public in 1994.

3.7 NEW REGIONAL AND STATE BRANCHES

The successful establishment of the first three branch offices set a precedent for the establishment of other regional offices of the National Archives. In April 1978, the Eastern Regional Branch was set up at Wisma Persekutuan in Kuala Trengganu with responsibility for records in Kelantan, Pahang and Trengganu. This was the second regional branch to be established in the Peninsular of Malaysia. It was followed by the establishment of a Northern Branch in Alor Star in March 1979 which was responsible for records of the three Northern States of Kedah, Perlis and Pulau Pinang. It was, and still is, accommodated in the Federal Building. There were now three regional and two state archives.

As the work of the regional branches became more demanding, the National Archives established record centres in some states to assist with records management programmes for departments. They provided storage facilities for non-current records transferred from government departments and agencies, thereby easing the workload of regional branches, which provided the staff. The first such record centre was

established in Kota Bharu, Kelantan in February 1987 for the Eastern Branch. The Pulau Pinang Record Centre of the Northern Branch was opened a month later.

In January 1988, it was decided that some states should have their own branches of the Archives as was the case in Sabah and Sarawak. The Record Centres for the Eastern and Northern Branches, which were in the States of Kelantan and Pulau Pinang thus became state branches of the Archives. The Northern Branch changed its name to the Kedah/Perlis Branch. The Eastern Branch became the Trengganu/Pahang Branch, and the Southern Branch became the Johor/Melaka Branch. Then in January 1993, a new branch in Perak was established. In the future, the National Archives plans to establish branches in all the states to carry out its activities and programmes more effectively.

The problem of accommodation and the shortage of space in the branch offices put a strain on the Archives' operating budget. In 1988, it made a bid for a development budget to purchase land for and develop Archives offices in Sabah, Sarawak, Johor, Trengganu and Kedah. However the Sixth Malaysia Plan 1991-1995 only allocated funds for offices for the Kedah/Perlis and Sabah Branches. The other branches will have to wait for the next Malaysia Plan.

3.8 THE NATIONAL ARCHIVES BUILDING

The third Prime Minister, Tun Hussein Onn, laid the foundation stone of the National Archives building in

November 1977. It marked a milestone for an archival building in Malaysia. The project was targeted for completion in November 1979, but considerable delays occurred. The government had mounted an austerity drive as the country experienced a shortage of building materials due to an economic recession. The building was finally completed and occupied in November 1982. At the silver jubilee anniversary of the Archives, on 1 December 1982, His Majesty the King officiated at the opening of the building. The ceremony was witnessed by local dignitaries, heads of government departments as well as heads of Archives from all over the world who were present in Malaysia for the ICA Conference of the 21st Round Table.

All the staff, equipment and holdings were moved to the new building and the Federal Government Building in Petaling Jaya, where the Archives had been situated twenty-one years, was vacated. The packing and rearrangement of materials, measuring 12.8 kilometres, took several months to complete. The move was carried out in stages, so as not to interrupt the running of the office. All activities, except search room services, continued at a normal pace despite the transfer. The research room had to be closed for a period of two months.

The design of the National Archives building incorporated the essential features and requirements of a functional archives building. However, the architect and the management did not anticipate the rapid expansion of holdings and staff and failed to take into account

possibilities for future expansion of the repository and stacking areas. Today, as the Archives expands its activities, it experiences shortage of space for storage and working areas.

3.9 TOWARDS CHANGES IN LEGISLATION

In 1990, the Archives began work on amendments to the National Archives Act No. 44 of 1966. This is still being reviewed by the Attorney General's Chamber. There are a number of matters which need to be expanded in the archival legislation, such as the limited definition of 'public records', the rigid conditions of access to records and the vagueness of various clauses relating to records management. The existing Act makes no provision for the Archives to be actively involved in the creation, maintenance and use of records in the government departments and agencies.

In addition, the Archives sought change in the Official Secrets Act of 1972 (Amendment 1988). It had experienced difficulties in handling classified records which had been or were due to be transferred from government agencies. Under section 2C, a minister or public officer charged with any responsibility in respect of any ministry, department or public service could declassify documents. Problems arose when creating agencies became defunct and there was no-one in authority to declassify the records. Furthermore, creating agencies were reluctant to

take responsibility for declassifying older records in the Archives. This posed problems for access to the records.

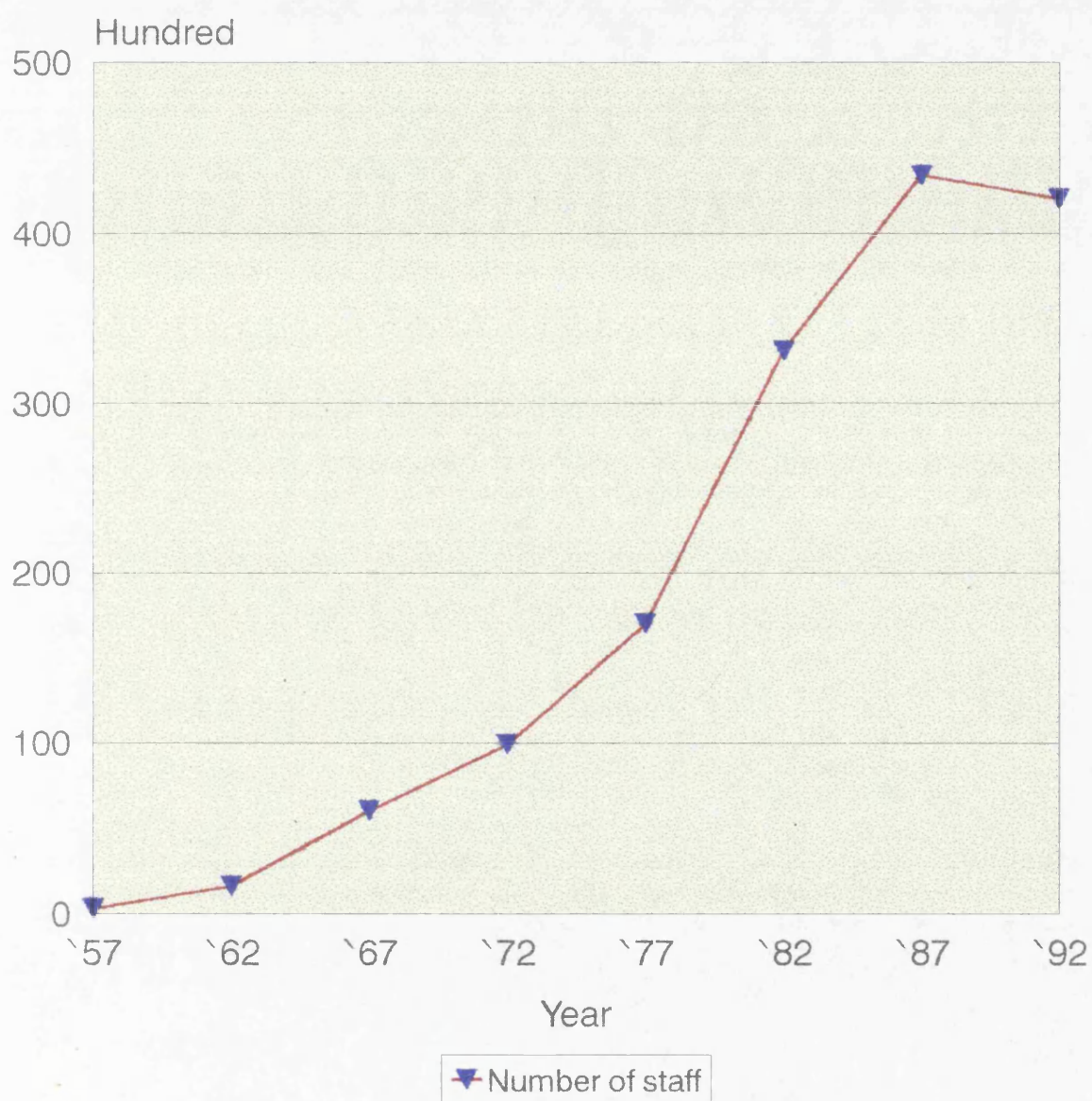
To solve these problems, the Archives entered into regular discussions with the Attorney General's Chamber, the Government Security Office and the Prime Minister's Department from 1992 regarding the relevant section of the Act. The initial action taken was to get the departments to declassify their records during the 'URUS' project in the respective departments. By sitting together with them in the 'URUS', the departments take active participation and responsibility in making these classified records available for research in the future.

3.10 MOVING TO THE FUTURE

By 1993, the National Archives had a total of 365 staff comprising professional, technical and administrative officers, an increase from 3 staff in 1957 (see Graph 3.1). With its large staff and with many of them professionally trained, the Archives can look forward to a greater range of achievements.

The Archives has to prepare its staff to deal with the many challenges ahead in the millennium era. More training, seminars and workshops are needed to expand and exchange ideas. In preparing for the new century, in December 1991, the Archives organised a seminar and workshop for archivists in Pahang on the theme 'Towards 2020: The Role and Responsibilities of the National

NATIONAL ARCHIVES OF MALAYSIA'S STAFF 1957 - 1992



GRAPH 3.1

Archives of Malaysia'. The workshop emphasised the management and quality improvement in the Archives service towards the nation's vision. The seminar paved the way for archivists to exchange ideas in order to prepare themselves for the challenges ahead. The resolutions covered training and career development, archives and records management and research⁹³. The resolutions on research related to the need for the Archives to determine effective methods of compiling, retrieving and disseminating information and to evaluate the effectiveness of research operations in the Archives.

From the initial difficult task of salvaging as many records as possible after the Second World War to a more challenging role of preserving and providing information for research, the Archives has a challenging period ahead. It has gained professionalism in outreach and training activities nationally and internationally, which set the ground for publicising its activities, services and materials for use in research. By guarding, developing and fostering its holdings for research, the Archives can succeed in nurturing national identity and national interest. The chapters that follow after Chapter 4 explore in depth the contribution the Archives has made to fostering research as a means of evaluating its role in the 2020 programme.

⁹³ Malaysia, National Archives, Seminar Towards 2020: The Role and Responsibilities of the National Archives of Malaysia - Resolutions, Kuala Lumpur, 15-18 December 1991.

CHAPTER FOUR

4 THE DEVELOPMENT OF THE STATE ARCHIVES 1950-1993

4.1 OVERVIEW

This chapter examines the development of the state archives in Sarawak and Sabah on the Island of Borneo. The destruction of records during the Second World War was a major contributory factor in the establishment of both institutions. When the states of Sabah and Sarawak became part of the Federation of Malaysia in September 1963, the federal and state constitutions gave them total control of their records. Similarly, under the National Archives Act No. 44 of 1966, the National Archives was not given jurisdiction over matters pertaining to the management of state government records in the two states unlike other states in the Peninsular. The National Archives only manages records belonging to Federal departments and agencies in Sabah and Sarawak.

4.2 THE REFERENCE LIBRARY AND ARCHIVES SECTION OF THE DEPARTMENT OF SARAWAK STATE MUSEUM 1950-1993

As early as 1934, the Curator of the Sarawak Museum was responsible for running a "Sarawak Library and Reading Room" facility⁹⁴. The reference library had originally been established by the Society for the Propagation of the Gospel Mission in the 1880's as a public

⁹⁴ Sandin, Benedict, "The Sarawak State Museum Reference Library and Archives", Southeast Asian Archives 3 (1970) 16.

library.

After Sarawak was transferred from the administration of the Brookes' families to the Crown in 1946, the British Colonial Government made an effort to set up an institution to preserve the older records. Therefore, an Archives Section was established as an integral part of the Sarawak State Museum in 1949⁹⁵.

In 1950, the British Council took over the Sarawak Library and Reading Room's administration and it became a public lending library with a new name, the Sarawak Library. It then separated from the Sarawak State Museum. All books, except for the bulk of the Borneo collection, were transferred from the former Sarawak Library and Reading Room to the new library. The Borneo collection was retained by the Museum to form the nucleus of its reference library.

The Museum Reference Library then merged with the Archives Section to become the Sarawak State Museum Reference Library and Archives in the same year. From 1956, after the completion of the new Museum building, the Reference Library and Archives were housed in a building adjacent to the Museum's administrative building, situated at Jalan Tun Abang Haji Openg in Kuching. It is still there.

Initially it was intended that the Archives Section would be 'linked with the attempt to reconstruct

⁹⁵ Annual Report on Sarawak for the year 1952, (Kuching: Government Printing Office, [1953?]) 130.

the past by archaeological research.'⁹⁶ British archaeologists were conducting research into earlier civilisation, and they wanted to use archival documents to support their research.

The first task of the Section was to sort and index the mass of materials from the Brooke papers, which mainly covered the period from 1868 to 1917, the reign of the Second Rajah, Sir Charles Brooke. These included monthly reports, outstations' reports, court books and upriver travel diaries. There were also treasury ledgers, cash books and despatches from the Secretary of State created between 1929 and 1939.

A priority task at that time was to salvage and keep as many archival materials as possible throughout the state. There was no records management programme, nor is there one today, and no attention was paid to the destruction and preservation of records. The majority of pre-1941 records in outstations had been destroyed either by the Japanese during the occupation or by British district officers after the liberation because of space limitations. Whatever records survived were kept in deplorable conditions⁹⁷.

In 1956, the construction of the new building improved the Archives' facilities. A well equipped dark room for the photographic archives was made available. The

⁹⁶ Sarawak, Annual Report on Sarawak 1950, (Kuching: Government Printing Office, 1951) 125.

⁹⁷ Sandin, 17.

Borneo Company's and the public's deposit and contribution of films and photographs to the Archives expanded the collections.

To ensure that all official Sarawak publications were kept and preserved, two ordinances, the Local Newspapers Ordinance 1958 and the Sarawak Museum (Deposit Library) Ordinance 1961 were gazetted. Under these ordinances, three copies of newspapers and other publications, including government publications were required to be deposited in the Archives.

A number of surveys were conducted by the Archives staff in early 1962 and in 1968 and 1969 to look into the condition of records throughout the state. The surveys showed that most non-current records were in poor condition due to a lack of proper care. Administrative and financial constraints delayed the implementation of archival programmes outside Kuching, and it was only after the 1969 survey that the Archives staff began visiting outstation offices to advise on the best methods of storing records and to emphasise the importance of notifying the Archives before any records were destroyed. However, the visits were a big task for the small number of Archives staff and they could not fully meet the demands of the work.

There is no legislation regarding the disposal of state records in Sarawak apart from two Federal regulations governing the disposal of court and financial records. The Records (Disposal) Ordinance 1955, authorises the Chief

Justice to make rules for the disposal of court records. Financial Regulation No. 324 regulates the destruction of accounting records with the Accountant-General as authority.

In theory, appraisal is carried out by a committee comprising the State Secretary of Sarawak and representatives from the State Legal Department, the State Treasury, the Archives and the state department concerned. The destruction of records is approved by the Archives on the recommendation of the Committee. This is a slow process. It is difficult to get the committee to meet as many members are fully occupied with their daily tasks and not really interested in records management work. Moreover, many heads of departments regard records as the exclusive property of their offices, 'useful only for the purposes of current administration and of no concern to future research work.'⁹⁸ Thus in practice, the disposal of departmental records tends to be a matter of discretion among heads of departments. The only guidance the heads of department have is clause 348 of Sarawak State's General Order (Amendment) 1967 (see Appendix 3). The General Order requires officials to regularly inspect and to take steps in preserving official records from damage. Before destruction, officers have to ensure that the records have no historical or other values. In cases of doubt, reference should be made to the State Secretary. However, some heads of department ask the Archives to select and transfer whichever records the

⁹⁸ Sandin, 18.

Archives thinks worth preserving.

The National Archives of Malaysia Sarawak Branch was established in Kuching in 1976, and there were cases when the heads of Sarawak government departments, ignorant of the procedure regarding records and the limitation of the National Archives Act in Sarawak, asked for approval from the Branch to destroy their records. In fact, according to the National Archives Act 1966, the Branch was only responsible for the public records of the federal departments. The Director of the Archives Branch did, however, give professional advice regarding disposition where appropriate⁹⁹. Occasionally, National Archives staff from the Branch have assisted the Archives Section of the Sarawak State Museum when asked to do so. This close co-operation has been made possible through mutual understanding and respect between the two institutions.

From its inception, the Archives Section has had five staff, headed by an archivist (see Figure 4.1). With such a small staff, only limited services can be offered. Users of the archival materials are therefore asked to make prior arrangements and to give ample notice to the Archives before coming to carry out research. Permission for access to the archives for any postgraduate or foreign researcher has to be granted by the State Secretary which follows the guideline given by the Prime Minister's Department General

⁹⁹ This is based on the researcher's own experience when she served in Sarawak as the Director of the Sarawak Branch of the National Archives of Malaysia from September 1985 to August 1988 and from October 1989 to October 1992.

SARAWAK STATE MUSEUM

1993

135

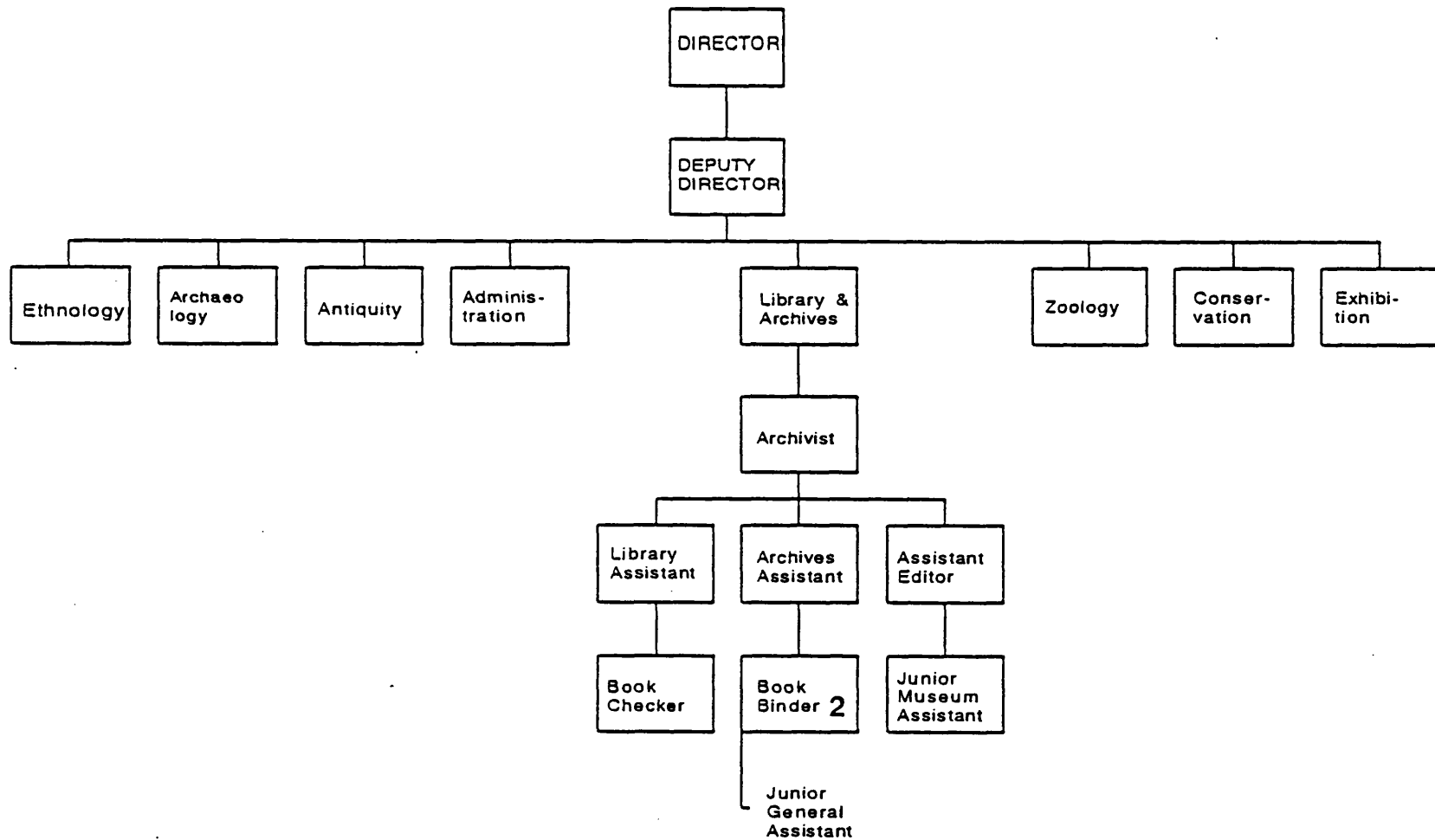


Figure 4.1

Circular No. 7 of 1978¹⁰⁰. Other types of research permission from the Museum Director is sought before access is granted.

From 1981 to 1992, two of the Archives staff (a book binder and an archivist) were sent for training to the National Archives of Malaysia in Kuala Lumpur and for short attachments at National Archives' branch office in Kuching. This basic training was useful, but the Sarawak Archives still needs to send its archivist for further professional training, which is not available locally. This would create confidence among the officials of state agencies in the Archives' records management programme. It would also equip the archivist to carry out professional activities throughout the whole life cycle of records and enable appraisal of records to be conducted in a more planned manner.

From an independent department before 1963, the Sarawak Museum has since come under the portfolio of six ministries. It was first under the Ministry of Local Government in 1965. Then in 1971, under the Ministry of Welfare, Youth, Culture and Local Government. In 1992, it was again placed under the Ministry of Local Government, then in 1973 under the Ministry of Welfare and Culture. In 1974, it was under the Ministry of Culture, Youth and Sports until 1985 when the Ministry of Social Development

¹⁰⁰ Malaysia, Chief Secretary to the Government, Prime Minister's Department, General Circular No. 7 of 1978 on Motivation and Coordination of Research in Malaysia, 24 August 1978.

took the responsibility until today.

Although the Archives Section of the Sarawak Museum was the first public archives institution in Malaysia, it still has a long way to go as a professional organisation. As a component of the Sarawak Museum, the Archives' activities and programmes are overshadowed by the Museum. As Cook observed, 'Where an archives service is operated by a library, a direct conflict of interest arises in which the archives, as the subordinate part, must give way to the library.'¹⁰¹ This is the phenomenon that is happening in the Sarawak case.

The Archives needs to develop and to be accorded its own independent departmental status in order to gain recognition as an institution which has much to offer in the records management and research in Sarawak in particular and Malaysia in a whole. The Archives must avoid a direct conflict of interest in which, as the subordinate part, it has to give way to the Museum. The Archives has to compare the achievement in the archival and record management programme with the other Malaysian states. With the state's vast heritage the Archives has to identify and solve its weaknesses and then move forward for a better future.

¹⁰¹ Cook, Michael G., "On Being an Archivist in a Developing Society", Southeast Asian Archives 10 (1977/78) 38.

4.3 THE SABAH STATE ARCHIVES

4.3.1 North Borneo Central Archives 1957-1965

North Borneo was heavily bombed during the Second World War. Besides loss of life and property, massive quantities of records were destroyed. The few records which survived were those kept in strong rooms. The preservation of records was only considered after the war ended. With the liberation of North Borneo from the Japanese occupation, the military administration rescued some records from the rubble of office buildings and sent them to Jesselton¹⁰². The task was monitored by Brigadier C.F.C. Macaski, the Commander of the military administration. Because of his experience in using court records, Macaski, who was North Borneo's pre-war chief justice and acting governor, was aware of how valuable the records were for administration and for future reference.

After the war, on 15 July 1946, the British North Borneo Chartered Company, which administered North Borneo, voluntarily liquidated and relinquished all its Borneo sovereign rights and assets to the Crown, as it had insufficient capital to restore the devastated state. When the Crown took over the administration of North Borneo, it became aware of the dearth of pre-war records in the state due to the destruction that had taken place during the war. In 1949, the Governor of North Borneo sent a despatch to the Secretary of State for the Colonies asking for a list

¹⁰² Jesselton is now known as Kota Kinabalu, the capital of Sabah.

of the Company's records for reference. He also asked permission to use the former Chartered Company's headquarters records in London which had been transferred to the Colonial Office¹⁰³. Permission was granted, but the records were not to be removed to North Borneo.

In 1957, the North Borneo Central Archives was set up in the Secretariat building in Jesselton. The initial task of the Archives was to sort out the British North Borneo Chartered Company files which had survived the war¹⁰⁴. Some of these records had been burnt or soaked by rain during the war. Where the damage was not too severe these were set aside for conservation work. Of the surviving 6,500 Company's files, only 1,500 were kept for permanent retention after appraisal. These records which were retained were stored in a strongroom measuring 35 square metres in the Secretariat.

To the local authority and researchers, the disposal of the Company's records was a great loss to the country. They felt that appraisal had been carried out according to colonial needs and had not taken into account the needs of the local people¹⁰⁵. They believed that more

¹⁰³ Transfer of British North Borneo records to the Colonial Office, June 1949 - March 1950, CO 531/45/7, Public Record Office, Kew.

¹⁰⁴ Ping, Michael C.O., Stella Moo-Tan and Joanna Kitingan Kisse, "The Development of Museum and Archives in Sabah 1963-1988", in Kitingan, J.G. and Ongkili, M.J., eds., Sabah 25 Years Later 1963-1988, (Kota Kinabalu: Sabah Institute for Development Studies, 1989) 349.

¹⁰⁵ Sabah State Archives and Museum, Annual Report 1987 (Kota Kinabalu: Government Printing Office, 1988) 3.

records should have been kept because so few survived from before the war. The records preserved included despatches, ordinances, reports, annual reports and North Borneo Herald newspapers.

In November 1957, the Chief Secretary issued a circular to residents, heads of departments and district officers informing them of the establishment of the Archives and asking them to send semi-current and non-current records there for inspection and appraisal by the Archives staff. The responsibility for making recommendations on disposal of records fell on Mr. L.W. Jones, a training officer in the Secretariat, who was assigned the duties of archivist in 1958. Records for permanent preservation were kept in the Archives while others were either destroyed or sent back to the creating agencies.

Subsequent archival activities were limited by lack of funds for storage space, equipment and trained personnel. Between 1958 and 1961, Mr. Jones was assisted by two part-time staff. In 1961, he was succeeded by Mrs. Nora Wright. When she left in 1963 no replacement was found and archival work came to a virtual halt¹⁰⁶. Administrators were more concerned with development work and other crucial matters after North Borneo gained its independence from the British and joined the Federation of Malaysia in September 1963. In 1965, the Archives was placed under the Sabah

¹⁰⁶ Sabah State Archives and Museum, Laporan Tahunan Arkib Negeri Sabah 1981-1986 (Kota Kinabalu: Government Printing Office, 1987) 14.

Museum.

4.3.2 The Sabah Museum and the Events Leading to the Establishment of the Sabah State Archives 1965-1979

From 1965, the Sabah Museum assumed a caretaker role over the archives materials kept in the Secretariat. As the archives were still kept in the Secretariat building, an officer from the Cabinet and Constitution Division of the Chief Minister's Department located in the same building was appointed to administer the archives.

Very few researchers came to consult the archives and those who did had to go through a complex clearance procedure. Permission for research had first to be granted by the State Secretary, who would direct the Museum Curator to supervise the research. The Curator then asked the officer from the Cabinet and Constitution Division to open the Archives storeroom for the researcher.

Between 1963 and 1979 virtually no records were acquired and the existing holdings 'were left in limbo'¹⁰⁷ as no one was appointed to carry out archival work. The development of the Archives thus suffered a set-back and this resulted in a backlog of records in the departments. Many records were destroyed either by government staff because of shortage of space, or records disintegrated due to improper care.

In 1973, the Museum had an unsuccessful attempt to appoint a new post of archivist to look into records-

¹⁰⁷ Ping et al., 349.

keeping in the state. With insufficient funds, the State Establishment Office failed to see the importance of the archivist post. In 1974, the Chief Minister's Office sought the assistance of the National Archives of Malaysia in Kuala Lumpur. The National Archives sent an Assistant Director to conduct a survey and then submitted a report to the State Government in 1975. The report urged the appointment of an archivist and support staff. It was proposed that they would provide services through the National Archives of Malaysia Sabah Branch, which was due to be established. The Branch would thus look after federal as well as state records.

The State Government did not respond to the report but the National Archives proceeded with establishing a Branch of the National Archives in Sabah in 1977. This branch had no jurisdiction over the state records under the National Archives Act No. 44 of 1966. The state records thus remained the responsibility of the State of Sabah.

In 1979, the state government conducted its own survey on records through a newly appointed Archives Assistant, a post created within the Sabah Museum. A blueprint was prepared for the establishment of a Department of Sabah State Archives and was accepted by the state government. The department was established in July 1979 in the Kota Kinabalu town area and was placed directly under the Chief Minister's Office.

4.3.3 The Department of Sabah State Archives 1979-1984

The department began to function fully in 1980. Its first Keeper was Mr. Anwar Sullivan, the Archives Assistant from the Sabah Museum who was transferred to the new department. The department operated under the State Archives Enactment No. 9 of 1980, which was passed by the State Legislative Assembly in August 1980 (see Appendix 4). This Enactment was based on the National Archives Act No. 44 of 1966 and was gazetted on 1 January 1985. It did not make provision for the management of current and semi-current records, but its passage showed the state government's commitment to providing for the custody and preservation of public records. With this Enactment, Sabah became the only state in which a separate State Archives co-existed with a National Archives Branch, each governed by its own respective legislation.

The basic structure of the department was modelled on the structure of the National Archives of Malaysia. It was divided into five sections: Administration and Finance, Archives (history), Records, Library and Conservation and Reprography. As the structure follows the pattern of the National Archives' functions, the State Archives is also involved in records management of the current and semi-current phases in the state government agencies.

To ensure that the State Archives' staff had some technical skill to cope with the archival work, the Archives sent its staff to the National Archives of

Malaysia in Kuala Lumpur for training in basic archival and records management work. This co-operation started in 1981.

Initially nine staff were employed, assisted by five staff from the Sabah Museum. The department's task was to transfer thousands of files from the former Resident and District Offices to the Archives. These files had not been transferred after the 1957 Chief Secretary Circular was issued; some of them dated back to 1906. The North Borneo Central Archives were managed by the State Archives but were still housed at the Secretariat until 1981 when they were transferred to the Archives repository.

4.3.4 The Department of Sabah Museum and State Archives 1984-1993

The Archives functioned as an independent department for only a short while. In 1984 it merged with its former 'parent', the Sabah Museum and became the Department of Sabah Museum and State Archives under the State Ministry of Culture, Youth and Sports. There is no clear reason why these two departments were merged, as their functions did not complement each other¹⁰⁸, except that both were responsible for the cultural heritage of the state. The merger followed the death of the Curator of the Museum, Mr. David McCredie. The Keeper of the Archives, who was formerly a Museum officer, now became the Director of the new department.

¹⁰⁸ Marquez, Majella Tan, "An Investigation into the Operations of the Sabah State Archives, East Malaysia", M.A. report, University College London, 1992, 19.

A new Deputy Director post for the Archives was created, and Mrs. Joanna Kitingan Kiskey, from the Sabah State Library was appointed to the post in 1987. The Director's office was situated in the Sabah Museum, and the deputy's in the State Archives building. In August 1989, Mr. Sullivan, the Director was replaced by Ms. Patricia Regis.

When the two departments were merged certain functions such as administration, finance, library, reprography and maintenance were centralised in the Museum. Some Archives staff who had worked in these areas were transferred to the Museum. Professional functions were carried out by the Archives Department. Certain functions, such as Vital Records, existed in name only due to the lack of staff and equipment. Appraisal was conducted through a Records Appraisal Committee, which reviewed state records physically or by disposal list. However, very little appraisal work was conducted as the archivists lacked training.

In August 1992, the Sabah Museum and the State Archives again separated and the State Archives was once again placed under the Chief Minister's Office (see Figure 4.2). The Archives now has an opportunity to develop fully as an independent department rather than operating under the shadow of the Sabah Museum. The State Archives should be developed as the custodian of Sabah State's records and thus play a significant part in the provision of research services.

SABAH STATE ARCHIVES 1992

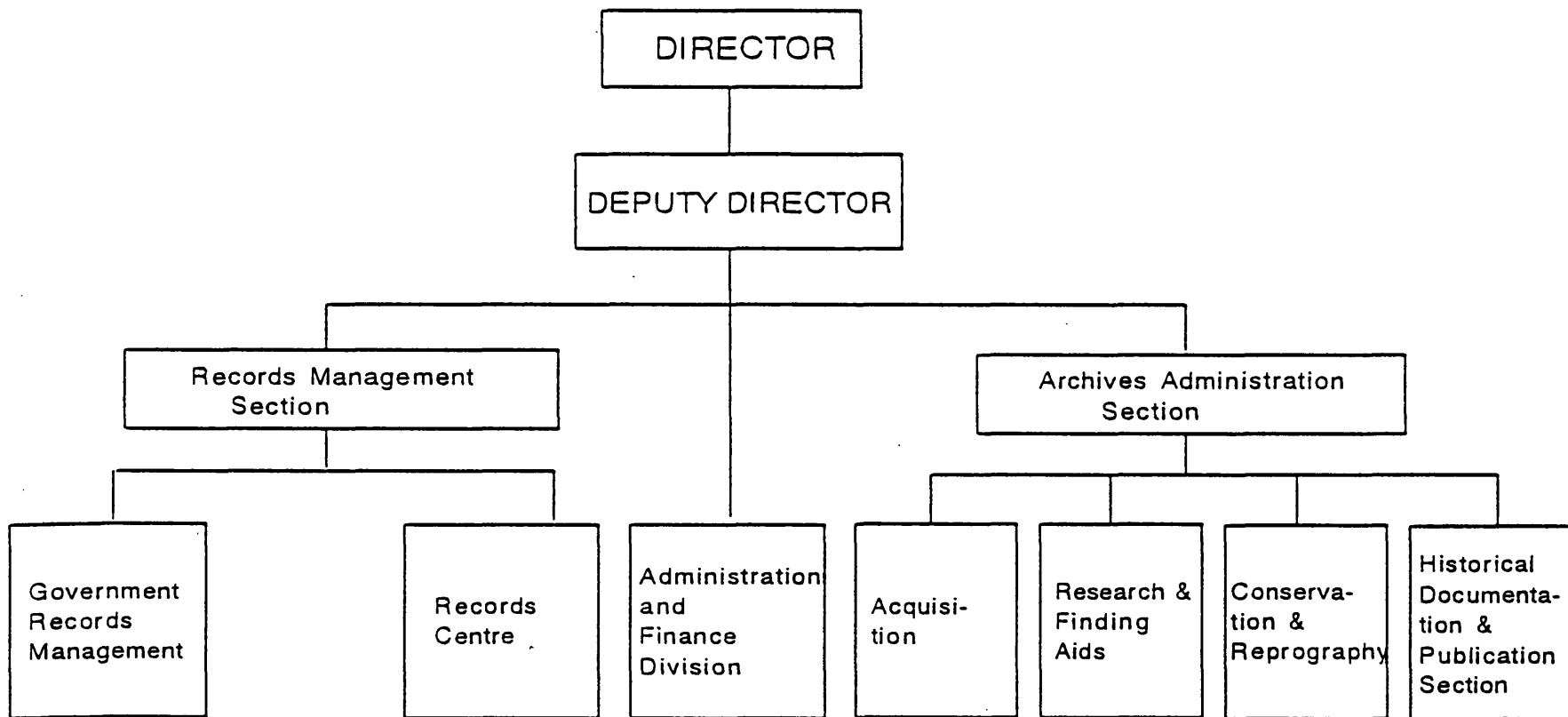


Figure 4.2

4.4 THE FUTURE OF THE STATES ARCHIVES

Although the State Archives of Sabah and especially the Archives Section of the Sarawak State Museum are still in the primary stage of becoming a fully-grown Archives, both have contributed towards preserving the heritage of the states. The Sabah State Archives is in a better position if compared to Sarawak. Inadequately trained staff in the records and archives management fields, together with small budgets and insufficient recognition from the State Government and other state departments have contributed to its lack of development. The Archives Section of the Sarawak State Museum is in urgent need of being independent from the Museum and of having its own legislation to govern its operations. There is a need to plan and execute programmes which will demonstrate the role and significance of the Archives, particularly in the areas of archives and records management.

Co-operation between the National Archives Branches and the States Archives needs to be encouraged and tightened in order to achieve the maximum benefits for their clients, the Federal and States Government departments, and the public.

The State Archives have to identify their priorities in carrying out their activities. They have to aim for efficiency and productivity in order to get the confidence of their clients, especially the researchers. Providing and encouraging research is essential, especially

for young researchers in order to achieve a future generation of a skilled, learned and reliable society. There is a need for the State Archives of Sabah and especially Sarawak to abandon, revamp and improve their structures, activities and services to achieve the status of becoming resource centres for information in the states.

**PART TWO:
RESEARCH ISSUES**

CHAPTER FIVE

5. THE ROLE OF THE NATIONAL ARCHIVES IN PROMOTING RESEARCH

5.1 OVERVIEW

The development of the National Archives from a small Public Records Office to a full grown Archives has implications for its research role. This chapter will evaluate the Archives' role in promoting and encouraging research through its activities and programmes. The role is assessed in the context of the Director General's vision for the Archives. This chapter will also discuss the information aspect of the nation's 2020 Vision and how the Director General's approach is leading the Archives in contributing to the nation's programme. Whereas the earlier chapters made reference to the state archives in Sabah and Sarawak, this chapter and those that follow will concentrate only on the National Archives since the distance of the state archives from Kuala Lumpur and time constraints for this study made their inclusion impossible.

5.2 THE ARCHIVES' ROLE AND VISION

As a small new organisation, the Archives initially focused on salvaging as many records as possible from the devastation caused by the Second World War. Over the last 40 years, it has been transformed into a 'total archives' responsible for federal, state and private records in Malaysia. The Public Records Office became the

National Archives of Malaysia in 1963, with a mandate to promote the expansion of the holdings. The change of name was chosen not only to signify the expanding holdings and activities but also to symbolise national unity as is the case for many government departments, places of interest and monuments which use the word 'national' in their names, for example, the National Museum, the National Registration Department, the National Mosque and the National Monument.

As a cultural institution, the National Archives preserves the nation's collective memory by bringing together documentation from a variety of sources in its repository. The acquisition of public and private records is closely linked with the history of the development of the Archives. When the Archives was established in 1957, its task was to salvage as many records as possible, from whatever source. Many records had been destroyed or were unaccounted for as a result of the Second World War. The Archives' mandate was to collect and preserve records from any source in order to prevent their permanent loss, as there was no other institution responsible or resourceful enough to do so. The Archives' acquisition policy was one of 'total archives'.

A vigorous and systematic acquisition policy guided by transfer lists and retention schedules has subsequently been implemented, and efforts have been made to encourage public concern for the care of the records. The Archives' aim has been to preserve the cultural heritage of Malaysia by protecting its documentation.

Terry Cook describes 'total archives' as having four facets: archives should acquire collections reflecting the total complexion of society; archives should be an institutionalised system that concerns networking of national, provincial and municipal archives cooperating with university, church and business; archives should involve themselves in each stage of the total life cycle of institutional records; and archives should preserve all types of archival materials¹⁰⁹. At present, the National Archives approach includes elements from the first, third and fourth items in the description, but most closely resembles the fourth. In the future, the second element will be included, as the National Archives' services and holdings will be on-line along with those of the state branches and other institutions.

The Archives' vision of 'total archives' encompasses textual records, cartographic and photographic collections, sound recordings and audiovisual archives from cinema and television acquired from public and private sources. Its holdings include federal and state government correspondence, reports, photographs, maps, plans, documentary films and sound recordings; personal papers of prominent figures; business archives, such as the Barlow Boustead Company records; records of sports associations and voluntary organisations; political party records such

¹⁰⁹ Cook, Terry, 'The Tyranny of the Medium: A Comment on "Total Archives"', Archivaria 9 (1979-1980) 142.

as those of the U.M.N.O.¹¹⁰; films from cinema and television such as P. Ramlee's¹¹¹ films; local artists' albums, with contributions from E.M.I.; royal archives; and ecclesiastical records of births, deaths and marriages during the Portuguese and Dutch occupations in Melaka in the 16th, 17th and 18th centuries.

The National Archives Act of 1966 entrusts the Archives with the role of guardian of public records, responsible for the preservation of federal and state records in the Malaysian Peninsula. In addition, the Archives also makes an active effort to acquire materials from other sources. The law gives the Archives the mandate 'to acquire by purchase, donation, bequest or otherwise any document, book or other material which in the opinion of the Director are or are likely to be of enduring national or historical value.'¹¹² Other institutions can acquire and preserve private records if they wish to do so. For example, the University of Malaya's archives also contain private papers in their holdings.

By adopting the 'total archives' concept and by organising and making records available to the public, the Archives is providing a foundation for research in a wide range of fields, particularly historical research. The Archives has reached out to a wider clientele than just

¹¹⁰ United Malay National Organisation.

¹¹¹ See details in footnote 91, page 121.

¹¹² Malaysia. Act of Parliament No.44. National Archives Act, Part III Sec.4(e)(g). 1966.

traditional researchers or scholars. For example, film producers have used the archives to make documentary or feature films.

In Canada, the concept of 'total archives' has had the result that: 'All fields of historical inquiry and research have been greatly enhanced by the availability of the new media.'¹¹³ However, in recent years it has become increasingly difficult for Canadian archivists to maintain their broad acquisition policy. Insufficient funds, the growing number of electronic records, which will involve investment in new methodologies, and the implementation of legislation concerning access to information, which will require the archivists to spend an increasing amount of time responding to requests for information from official records, are creating restraints on the acquisition of private records¹¹⁴.

The problems experienced in Canada have not had an impact on the acquisition strategy of the National Archives of Malaysia. The 'total archives' concept appears to be here to stay and, hopefully, set to be expanded further, an assurance given by the newly appointed Director General¹¹⁵. However, particularly in the light of the Canadian experience, it is critical that the interpretation

¹¹³ Cook, Terry, 142.

¹¹⁴ Millar, Laura A., "The End of Total Archives'?: An Analysis of Changing Acquisition Practices in Canadian Archival Repositories", Ph.D in Arts, University College London, 1996.

¹¹⁵ Habibah Zon, Director General, National Archives of Malaysia, October 1995-, personal interview, 12 March 1996.

and implementation of the concept needs to be clarified and articulated. As long as there is no other institution to take the responsibility of preserving records, the Archives has to carry out this task of preserving private as well as public records in all media and making them available for research. If the National Archives did not play the role entrusted to it, rich sources of information which form part of the national heritage would be lost forever.

For example, the implications of the 'total archives' concept have not always been clear in relation to published and non-textual records. Published records such as departmental reports and documentary films are not only kept by the creating agencies and the Archives, but also by the National Library, where the published records fall under the term, 'publication'. This creates duplication of acquisition, which is uneconomical in terms of government resources. Wasteful competition, duplication and fragmentation could be avoided for the benefit of both the institutions and their users.

Photographic records are sometimes only received by the Archives in positive form or in duplicate copies and are occasionally of a poor quality: the originals and negatives are not normally transferred to the Archives but are kept by the creating agencies. In order for the Archives to become a resource centre for research, it has to have records of good quality, from which clear copies can be made for researchers.

The National Archives' acquisition strategy has

always been broadly based. In terms of official records, the staff have long recognised that the National Archives is the main source of information for anyone conducting research on governmental and administrative issues and that this information should be as complete as possible. As long ago as 1972, Verhoeven observed that national archives in developing countries can play a vital role in providing historical evidence as a basis for national planning and development¹¹⁶. The National Archives of Malaysia takes this role seriously and seeks means of providing services to policy makers, as described in Chapter 6.

However, it must be acknowledged that there have been difficulties in ensuring that the official record is complete. Government agencies do not always maintain their records properly prior to transfer to the Archives. The Archives has sought to address this problem by training the Departmental Record Officers (DROs) appointed in the agencies and by constantly sends reminders to agencies regarding their responsibilities in caring for their records. Nevertheless, it has not been possible to ensure that record-keeping standards are applied. Moreover, records are not transferred to the Archives regularly, even after the 25 years period, when they should become available for research. This happens despite the legal backing of the National Archives Act. The delay causes

¹¹⁶ Verhoeven, F.R.J., The Role of Archives in the Public Administration and the National Planning Policy of Developing Countries With Particular Reference to Southeast Asia, (Paris: UNESCO, 1972) 12.

records to become inaccessible and results in incomplete series for research.

One of the major reasons for this is that many DROs are transferable to other departments and they tend to be moved frequently. In addition, the care of records is of low priority in their duties. Furthermore, in some government agencies situated in remote areas (such as in Sarawak and Sabah) the staff are ignorant of the Archives' functions.

It is vital that government departments realise the importance of maintaining and transferring their records for public access in the Archives. The Archives must exercise its power more effectively in order to ensure that records are appraised and transferred to the Archives on a systematic basis.

The National Archives has sought to provide the most complete possible record of national development by acquiring records from overseas institutions, including microfiche and microfilm copies of textual records as well as copies of films, photographs, slides and cartographic records pertaining to Malaysia. Overseas institutions which hold relevant records, such as the Public Record Office and the India Office Library and Records in London, the Singapore Archives and the National Archives of India, have been identified through cooperation from the International Council on Archives member countries. From 1964, Archives staff have been sent to these countries to do fact-finding research and to identify records which would be appropriate

to copy. Archivists pursuing postgraduate studies overseas have also made important contributions to the effort of locating information about relevant holdings overseas.

Records copied abroad have proved to be so significant for Malaysian history that this activity has steadily gained the recognition and support of the government, and the Treasury has allocated a generous budget for acquiring additional materials. Contributions from other sources have also been sought. In 1991, for example, the Toyota Foundation financed the purchase of the William-Hunt collections of aerial photographs from the School of Oriental and African Studies, University of London.

However, the mandate to collect and to fill gaps in the holdings must be guided by a systematic acquisition policy, especially for non-public records. There are no clear guidelines for approaching private companies or organisations to transfer their records to the Archives. There are no specific criteria regarding the status of private records deposited to the Archives, the access rights, the copyright and the arrangement of payment for the conservation needs of these records. At present, very few researchers consult the private archives in the search room. It will defeat the purpose of keeping these costly records if they are not consulted by researchers.

The Archives needs to develop a strategy for acquiring archives from key companies and organisations which play important roles in the society rather than just

collecting whatever private records are available. There is also need to ensure that the groups or series accessioned are at least representative of the primary functions of the organisations and are as complete as possible, so that they become significant research materials.

In the future, if the Treasury is seeking ways of reducing budget allocations, it could well consider any activity which has not contributed significantly to the Archives' role especially in promoting research. Malaysian archivists can learn from the Canadian experience, as described by Laura Millar:

'In 1995, faced with significant budget reductions, the National Archives of Canada announced it would reduce significantly the acquisition of non-governmental records, including the private records of politicians, businesses and multicultural groups.'¹¹⁷

The Malaysian Government's privatisation policy, introduced in the late 1980s, aims to privatise aspects of public programmes which can reduce expenditure. This policy may well affect the future status of the total archives concept in the National Archives of Malaysia, and there may be pressure to move toward the situation prevailing in most countries where national archival repositories acquire records principally from public sources. If this is to be the case, the National Archives needs to take steps to prepare the argument for acquisition carefully. Hopefully, Malaysia will have a different experience from that in

¹¹⁷ Millar, 5.

Canada because of the national emphasis on the preservation of the culture as stipulated in the government's vision in the year 2020.

Systematic acquisition must be followed by systematic appraisal. The Archives' procedures for appraisal presently involve three levels of reviews, which means that there are lengthy delays before destruction of records can be approved. The first level involves the review by the creating agencies. The creating agencies indicate to the Archives their recommendations regarding the status of the records on the approval-for-transfer lists. An archivist is assigned to do the second level of review and make an appraisal report of the records concerned. Then, a committee of four senior archivists (the Head of Records Service, the Head of Archives Service, the Head of Identification and Information Sources Division and the Director of the Records and Archives Management Section) determines the final decision, although the committee can act if only three of these officials are present. The committee's decision must ultimately be endorsed by the Director General.

This long and complicated process before records are transferred or destroyed causes delays in releasing records for research and results in an accumulation of unappraised records in the public agencies and in the Record Service Division. The Archives needs to speed up its appraisal process in order to make records available to the public as early as possible. The appraisal process needs to

be streamlined. Clear guidance must be given to archivists to carry out the activities. The Archives management must begin to have confidence in the trained and senior archivists to exercise their intellectual freedom in taking decisions about retention without having to refer to a committee.

The Archives management realises that appraisal is a fundamental activity but unfortunately it is sometimes neglected as a result of the extension work programme. Many of the memorial projects and exhibitions need extra manpower to meet their target dates. This has resulted in archivists being taken away from their usual duties to help set up the projects, and they are not then available for appraisal work until the memorial projects have been completed. These outreach programmes have taken precedence and this has contributed to an appraisal backlog.

The National Archives' holdings regularly attract large numbers of users. New users visit the Archives daily. In 1993, 7,873 new users were registered in the Kuala Lumpur search room. Altogether, on the 298 working days in that year, there was an average of 26 new users (19 school students and seven researchers) in the search room each day¹¹⁸.

The appraisal process regularly involves the archivists in looking for materials that record the development of the agencies concerned as a basis for making

¹¹⁸ No statistics were available for total number of users (old and new) in the search room for that year.

informed decisions about retention. They produce reports on the records appraised, and these reports are often accompanied by administrative histories. The reports and the histories are then sent to the Appraisal Committee. Later, with additional and in-depth information, these administrative histories form part of the guide to the holdings which the archivists prepare to facilitate research on the history of public policy. The archivists thus gain considerable experience through the appraisal process.

Having acquired records from a range of sources, the Archives must ensure that they are arranged and described in such a way that they can be easily used by researchers. The *Guide to the Historical Sources at the National Archives* pulls together all the available information about the holdings and has proved to be a significant means of facilitating research¹¹⁹. It eases the task of locating relevant records and enables researchers to make good use of their time. The *Guide* complements the other finding aids of the Archives, which include descriptive lists, thematic guides, card indexes and catalogues of exhibition materials. The Archives now has two levels of finding aids: general and specific.

Weaknesses in the description of some of the holdings stem from problems in the way they are arranged. This is particularly the case in relation to the special

¹¹⁹ See Chapter 3, page 113, for a full list of the *Guide*.

media holdings. The National Archives has encountered problems in arranging these records and the principle of provenance has not always been rigorously observed. This has sometimes impaired the evidential value of the original body of records and diminished the Archives' intellectual control of the materials. Maps, plans and photographs which are found in files are sometimes dealt with in isolation from the records of which they form part. When they are taken out from the files to facilitate storing and handling, a reference should be left on the file to indicate their location. However, sometimes no reference is made because of negligence, or the reference marker is lost in the process of conservation work on the files.

Films, videos, photographs and tape recordings received separately from the textual records are sometimes accessioned by their medium rather than as records of the creating agency. Because the different media of these records necessitate different storage conditions, they are stored in separate areas, although fortunately, they are cared for by the same division, the Archives Service Division. The records are described in the *Guide* according to their medium, not by their original order.

The lack of systematic intellectual control is also evident in the case of records from the National Film Department and the Information Department. The textual records of the two departments are arranged and described within the creating agencies, but the films and photographs are entered in the *Guide* under the medium of audio-visual

records, films and photographs. This affects the integrity of the record groups to which these records belong.

If these records in different media are to be of maximum value to the research community, it is vital that intellectual control be restored and the principle of provenance observed. This should be done before the finding aids are computerised. 'Computers will not clean up a mess that exists already.'¹²⁰ Rather, well developed finding aids will enable the Archives to be of real service to researchers and thus realise its vision of becoming a national research centre.

The archivists contribute to the knowledge of the Archives' holdings by carrying out their own research projects. They themselves become 'users when they extract information from a body of files and organise it into a finding aid, reference letter, or exhibition,'¹²¹ as Conway indicated. Beginning in the early 1980s, the Director General encouraged archivists and assistant archivists to undertake historical research projects and to produce historical texts¹²² based on records kept in the Archives. Not only would this help to fill gaps in historical research and thus benefit researchers, but it would also

¹²⁰ Cain, Piers and Laura Millar, 'The implications of Electronic Records', paper to the ACARM Seminar 'Making The Transition to Electronic Age: Information as a Strategic Resource for Good Government', Nairobi, March 1996.

¹²¹ Conway, Paul, "Facts and Frameworks: An Approach to Studying the Users of Archives", American Archivist 49 (1986) 395.

¹²² The Archives has published five research works by the staff.

create a greater awareness of research requirements among the staff. Unfortunately, few archivists have accepted this challenge. They have been too preoccupied with their main duties or have not been interested in the project or 'they do not have time to enjoy research work.'¹²³ Nevertheless, the head of the Archives' Training Division continues to stress that it is an archivist's duty to search for and make available information which can influence public opinion in the building of a robust, tolerant and proud nation¹²⁴.

In addition to improving its reference services, the Archives needs to promote its image and increase awareness of its holdings. It has long been committed to outreach programmes as a means of enabling the Archives to advertise its goals, objectives and services, and hence to enhance its significance as a cultural institution. Freivogel described an outreach programme as 'any activity that brings the records or the means of using them closer to the public, multiplying in some way the effectiveness of the records or access to them.'¹²⁵

The outreach programmes of the National Archives of Malaysia, first introduced in the late 1970s and early

¹²³ Sanib Said, "Archival Ethics: Archivists' Dilemma", Bulletin of the National Archives of Malaysia, 10 (1984) 5.

¹²⁴ Sidek Jamil, 'Pemikiran dan Peranan Pegawai Arkib Menjelang Tahun 2020', paper to Seminar Towards 2020: The Role and Responsibilities of the National Archives of Malaysia, Kuala Lumpur, 15-18 December 1991.

¹²⁵ Freivogel, Elsie Freeman, "Education Programs: Outreach as an Administrative Function", American Archivist 41 (1978) 148.

1980s, were initially experimental in nature. In developing the programmes, the Archives did not research the target audience for its programmes, but designed the programmes to stimulate public awareness of its holdings. Later, the programmes began to focus on the interests of particular audiences. However, the main objective of the programmes has remained the same: to popularise the use of its materials for reference and research and to educate users.

The Archives' outreach programmes range from basic programmes, such as exhibitions, guided tours and talks, to more elaborate activities, including mobile exhibitions, radio and television programmes and live-audience historical narration programmes. While the Archives can be proud of its success in this regard, it needs to explore new outreach programmes which will encourage the use of records in a greater variety of research fields. In future, the programmes should include courses, seminars, workshops and conferences, where archivists and researchers can meet and work together in order to share opinions and develop ideas about services and research needs.

One of the programmes is the development of exhibitions, many of which have been produced by the Archives. The main aim of the exhibitions is to advertise the Archives' holdings as a national resource. Berche describes an exhibition as 'the most frequently used means of presenting culture in a popular way; and it is generally

considered to be the most effective.'¹²⁶ The National Archives' exhibitions have included "Archives - the National Heritage" (1979), "Archives - Repository of Knowledge" (1980), "Social Aspect at a Glance" (1981), "The Royal Archives" (1984), "Archives - Exclusive Heritage" (1985), "Malaysian Women: A History of Challenge, Courage and Determination" (1988), "Fascinating Malaysia" (1990) and "A Glimpse of Bumiputera Economic Congress" (1992). Many of these exhibitions have been held in the Archives exhibition halls.

The idea of holding exhibitions was initiated by the Director General, who saw them as a way of increasing public interest in archives and attracting researchers to the search room. They have, indeed, attracted many viewers. For example, exhibitions held at the Tun Abdul Razak Memorial attracted three and a half million visitors between 1982 and 1993. One question that needs to be addressed is whether the exhibitions really attract researchers to the search room. The Archives does not compile statistics which would shed light on the costs and benefits of this activity in facilitating research.

The Archives has produced many publications containing valuable information, but some are poor from a presentational point of view. For example, catalogues of exhibitions were published with few illustrations or no illustrations at all. The catalogues contained too much

¹²⁶ Berche, Claire, "The Popular Use of Archives", Archivum 29 (1982) 117.

information, which has resulted in confusion and loss of interest among readers. The Archives should develop artistically interesting publications about archival holdings which would catch the interest of users. The archivists need to be trained in visual presentation techniques and thus to communicate the value of the information in the Archives. If this cannot be achieved because it requires special talent, the Archives can appoint designers or, in the future, recruit staff with talent in arts and design to carry out the work.

The outreach programme provides a means for the Archives to popularise its holdings and help the public understand their value. It thus markets its services. For the Archives to gain further recognition, its programmes will need to be continually expanded. The National Archives staff are particularly pro-active in promoting and marketing the Archives' services, but they need to continue to build on their success by improving their marketing skills. They are not familiar with advertising techniques and have never been trained in business-type ventures. Training is needed to equip them with appropriate methods of publicising their information services. The archivists must always bear in mind that they are both "preservers" and "promoters", as described by Cate¹²⁷.

Further study is needed to determine the level of sophistication of such outreach programmes and the best

¹²⁷ Cate, Ann ten, "Outreach in a Small Archives: A Case History", Archivaria 28 (1989) 29.

formats for their presentation. Successful marketing, leading to greater public awareness of the value of the materials, should steadily increase public interest and attract more researchers to the search room.

One advertising technique, for instance, might be to hold exhibitions designed to attract people with differently-focused interests. While colourful and comprehensible exhibits attract casual viewers, detailed information available on the exhibition's panels and brochures would attract those interested in the history of the subject. Extra information about more obscure related records and subject-matter would attract serious researchers. This would greatly benefit the Archives by publicising its holdings and helping to attract researchers to the search room.

5.3 THE ARCHIVES' ROLE IN THE NATIONAL VISION

On 28 February, 1991, Dr. Mahathir Mohammad, the Prime Minister, talked for the first time of aspirations and targets for a developed country in the year 2020. The concept was described in his working paper entitled 'Malaysia - The Way Forward' delivered at the inaugural meeting of the Malaysian Business Council in Kuala Lumpur.

Vision 2020 sets out as a national goal the transformation of Malaysia into a developed nation. This Vision involves Malaysia in becoming: united; psychologically liberated, secure and developed; mature and

democratic; moral and ethical; liberal and tolerant; scientific and progressive; caring; economically just; and prosperous, competitive, dynamic and robust. The Vision sets broad targets for economic growth, identifies priorities and defines the backdrop against which national development plans and programmes will be devised and implemented. However, economic well-being is not the only objective of the future society. Improvement and strengthening of society is more significant and this element comprises over three quarters of the nation's objectives.

The Vision is a national plan for development of society in all its dimensions. It brings together the public and private sectors, and all segments of society, in working towards common goals. It is not a specific policy but a strategy to strengthen and improve the economic, social and political development at national and international levels. The Vision is seen by the Chief Secretary to the Government as a 'mental image of a future state of being which can be clearly perceived to be better or more attractive than the present state.'¹²⁸ This is a real challenge for the country. The Vision serves as a guideline for achieving the nation's aspirations and objectives¹²⁹.

¹²⁸ Ahmad Sarji Abdul Hamid, ed., Understanding the Concept, Implications and Challenges of Malaysia's Vision 2020 (Petaling Jaya: Pelandok Publications, 1993) xii.

¹²⁹ Malaysia, INTAN, Dasar-dasar Pembangunan Malaysia (Kuala Lumpur: INTAN, 1992) 12.

In the public sector, government departments are geared to achieving the Vision's goals through their services to the public. This will involve a major structural and attitudinal transformation in public services. For instance, computerisation will be accelerated to enhance effectiveness in public sector agencies. Information technology provides ways of doing things faster, and more accurately, efficiently and cost-effectively, and of improving quality and productivity¹³⁰. However, entering the data on the system and constant maintenance can be very costly. Training programmes will need to be expanded and intensified to upgrade staff performance.

Vision 2020 envisages an information-rich society by that year. 'A major pre-requisite for fulfilment of this Vision,' as expressed by the Chief Secretary to the Government, is 'the availability of "warehouses" of information or databases that are easily accessible and available to the public.'¹³¹ The establishment of these databases and the development of improved telecommunications are critical in supporting government operations, research and development, as well as for public enlightenment. The databases will hopefully facilitate access to voluminous and complex data and information. The

¹³⁰ Rozali Mohamed Ali, 'IT and Vision 2020', paper to International Conference on Information Technology, Kuala Lumpur, 9-12 August 1994.

¹³¹ Ahmad Sarji Abdul Hamid, Improvements and Development in the Public Service, (Kuala Lumpur: Percetakan Nasional Malaysia Bhd, 1993) 309.

hope is that the use of these databases will improve standards of living by increasing people's access to information in areas such as education, agriculture and health.

The National Archives of Malaysia, in offering a public service, is entrusted with making an important contribution to achieving this Vision. The Archives' aim is to become a resource centre for research which provides information in various fields. It must make available detailed and in-depth information to complement and support the databases for researchers, thus playing a critical role as a significant institution for knowledge gathering.

At the same time, it must be remembered that databases in themselves can provide a useful source of information but are of limited value beyond their use in speeding up transactions. Over time they do not provide legally verifiable evidence of those transactions or activities, nor can it even be demonstrated how they have been used. As Cain indicates in relation to centres for storing the information held on database, 'The data warehouse has properties which the archival profession would recognize as pertaining to a record, but also features which appear to go against archival principles.'¹³² The organising principle behind the arrangement of data in a data warehouse is by subject, not by function and it is not possible to reconstitute the

¹³² Cain, Piers, "Data Warehouses as Producers of Archival Records", Journal of the Society of Archivists 16 (1995) 168.

original data after it has been integrated into the data warehouse. Many databases are not meant to be permanent records because they are frequently updated and arranged according to subject groupings.

The Archives is contributing to the 2020 programme by becoming a primary source of information in culture, economics and politics. Its goal is to provide information on Malaysia's cultural heritage and to foster research that contributes to national development interests. For the nation to be developed, and at the same time to maintain an integrated society which is moral, ethical and caring, Malaysia's history and culture must be preserved and accessible. The Archives makes valuable records available for research in a range of disciplines.

As the nation develops rapidly, it has to ensure that its citizens do not forget its moral, ethical and religious foundations. The present generation has to find a means of preserving the nation's strong values and identity if the next generation is to inherit these positive values. For the future generations, the Archives is making significant contributions in preserving ethical values in the context of the information-rich society. Through its various outreach programmes, the Archives aims to get the younger generation interested and involved in carrying out research from an early age to prepare them to become interested in doing research in the future¹³³. The Archives' role in education is to encourage school students

¹³³ Zakiah Hanum, personal interview, 19 April 1993.

to develop an awareness and interest in the history of the nation and in their national identity. It needs to help instil a feeling of love and caring in the people for their country through their knowledge of its history. This issue will be further explored in greater depth in Chapter 8.

For the Archives to fulfil both its own vision and that of the nation, it has to analyse and understand the needs of researchers. The Archives needs to carry out surveys of users' needs, not just those who use the archives at present, but the wider society that at present does not. It also needs to study the statistics on search room use. The available statistics are used mainly for administrative purposes, especially for compiling annual reports. Some statistics are recorded but never used, and are thus a waste of valuable resources. If the statistics are to be of real value in reflecting the significance of the Archives for research and thus helping the archivists to make the best use of their time, it will become necessary to select more effectively the level and range of statistics to be maintained. The effectiveness of search room activities need to be studied in relation to the Archives' research mission. With statistics, archivists can evaluate past and present research trends, study changes in academic usage of archives, know the levels of usage and service and help to improve the search room service.

With relevant statistics on, for example, the increasing number of researchers and number of documents used, archivists can prove to the government the value of

the services it provides. This will provide justification for the Archives in persuading the government to increase its resources in terms of staff, facilities, equipment and funds in order to carry out its activities. The level of the Archives' budget has permitted the rapid expansion of the department in terms of its activities and facilities. The budget increased by 225% in the first 10 years from 1957, by 130% in the next two decades to 1987, and there was a further increase of 35% by 1994¹³⁴. In obtaining these resources, the Archives has competed with the requirements of the health services, education, defence, infrastructure and other cultural institutions, such as libraries and museums.

The allocation of considerable resources by the Ministry of Culture and Tourism and by Treasury officials responsible for the Archives shows that the authorities are convinced of its value to the government and the public. Its success in acquiring so many valuable records during the early years of its establishment and in successfully carrying out a range of new projects and activities have persuaded the Treasury to allocate the budget the Archives needs. It has succeeded in embarking on projects that are of national value and interest. Such projects include the acquisition of valuable records from overseas, the prime ministers' memorials, the dissemination of information through other exhibitions and through historical narration

¹³⁴ These statistics do not take into consideration the rate of inflation during that period, but clearly they are well above the inflation rate.

programmes. All of these activities have demonstrated the value of archival materials and thus advertised the Archives' existence. Not only is the Archives occupied with the traditional functions of appraisal, description and conservation, but it has also confidently embarked on outreach programmes that archival institutions in other countries have not yet contemplated¹³⁵. The newly appointed Director General has noted that, 'With its many new challenging programmes, the Archives has shown the Government that it can contribute significantly in terms of information to the society.'¹³⁶

5.4 THE CHALLENGES OF THE DUAL VISIONS

In expanding its role and seeking to achieve the dual visions of the Archives and the nation, the Archives needs to solve the present and pressing accommodation problems for records and staff. With an average rate of 20% annual growth in acquisition of records, the repository is already full to capacity. New activities created by the latest reorganisation and increasing level of staff have contributed to an acute need for additional space.

The National Archives is in the process of further expansion of its complex in Kuala Lumpur. At

¹³⁵ Experience in dealing with archives students from many countries, studying and visiting a wide range of archival institutions throughout the world by Dr. Anne Thurston of the University College London.

¹³⁶ Habibah, personal interview, 12 March 1996.

present it occupies seven acres of land. It has acquired an additional 15 acres of land beside the existing complex and will add a further 15 acres in the future. This development project has already been approved by the Government and the levelling of land is in progress. This expansion involves the extension of the repository, new facilities for training and a bigger working area for staff. The bigger repository can provide more and improved storage, especially for records of different media. This development has an implications for improving the physical control of records in many media and will improve their accessibility for research. Hopefully, this will lead to new research based on the records.

The Archives needs to continue expanding its role in introducing, educating and exposing the public and potential researchers to the importance of sources of history. It will be a waste of funds and effort if few researchers consult records in the Archives and its function remains that of custodian only. The public need to be aware of the importance of records in their lives. They must change their attitudes towards records as they make adjustments to the changes which Vision 2020 entails. Ellis believes that it is vital that 'archival work be understood and appreciated by the wider community, not just an educated few.'¹³⁷ At present in Malaysia, many people do not come into contact with original records unless they are

¹³⁷ Ellis, Judith, ed., Keeping Archives 2nd. ed., (Melbourne: Thorpe in association with the Australian Society of Archivists Inc., 1993) 306.

studying at university or doing research degrees. Even then, some do not use archival materials. The use of records for non-official research will be explored further in Chapter 7.

Part of the nation's vision is to improve the quality of public services. As a government agency responsible for storage of government information, the Archives must contribute to the realisation of the Vision. It must explore and adopt new technologies in information storage and retrieval and at the same time prepare to handle electronically generated records. Rapid developments in computerisation in government departments are creating an increasing volume of electronic records, which will in the future provide fundamental evidence of state functions. As Cain suggested, archivists must develop methodologies for selecting and preserving this information¹³⁸. The National Archives has to be prepared for this task. While this raises a complex set of issues which are beyond the scope of this thesis, it must be noted that the Archives should begin immediately to take steps to ensure that electronic records are safeguarded against manipulation and that their context is systematically preserved as a means of protecting their evidential value. Keeping records electronically can be costly and this will have important budgetary as well as training implications. In order to

¹³⁸ Cain, Piers, 'Technology: Future Problems and Opportunities for Archivists', paper to the European Association for Banking History e.v. Symposium in honour of Wilfred Guth, Frankfurt, 1995, p.5.

cope with the ever-changing technology, the Archives will need to foster the development of a range of new professional skills by its staff.

The Archives must also introduce new technology to serve researchers in the future. The Prime Minister said in his Vision 2020 speech that computer literacy is a must if Malaysia wants to develop, and no effort must be spared in the creation of an information-rich Malaysian society¹³⁹. This computer-literate society will carry out research in the Archives in the future. The Archives has to be equipped with advanced technology to serve this group. As Wilson indicated, 'The proliferation of computers generates higher expectations from an increasingly information-literate public.'¹⁴⁰

When the newly appointed Director General was the Director of Archives and Records Management Section, she raised the hope for faster and easier information retrieval in the Archives in the future during the Archives' Seminar Towards 2020¹⁴¹. In order to achieve this, the Archives needs to improve the services offered to users beyond those which are currently available. Computerisation and

¹³⁹ Mahathir Mohammad, Dr., "Malaysia: The Way Forward", paper to the First Conference of the Malaysian Business Council, Kuala Lumpur, 28 February 1991.

¹⁴⁰ Wilson, Ian E., "Strategies for Communication", Journal of the Society of Archivists, 16:1 (1995) 60.

¹⁴¹ Habibah Zon, 'Membina Kecemerlangan dan Kewibawaan Arkib Negara Malaysia Menjelang Tahun 2020', paper to Seminar Towards 2020: The Role and Responsibilities of the National Archives of Malaysia, Kuala Lumpur, 15-18 December 1991.

networking within the Archives moved to a new level in 1993 when the Archives received approval from the Manpower Administration Management and Planning Unit of the Prime Minister's Department to set-up an integrated network system to improve service and increase efficiency. A consultant has been engaged to study the system and the first phase of this system will become a reality in 1997. The system will coordinate activities and facilitate information flows. As Roper noted, the computer's ability 'to maintain and keep up-to-date a body of information (data base), to sort, merge and select data and to produce output in a variety of media to suit individual requirements makes it a valuable tool for the archivist.'¹⁴²

In the National Archives, computers are still used mainly for word processing and for preparing spreadsheets which facilitate administrative work. However, computerised indexing is now available in the search room for information about civil servants' pension records (a project started in 1984) and historical photographs (a project started in 1988). At present, researchers wanting to use these records still have to go through the reference staff, as terminals are not available for their use. While these databases have facilitated information retrieval of the particular records, they are of limited use for many researchers.

¹⁴² Roper, Michael G., "Computer Applications Committee: A Consultation Document", Journal of the Society of Archivists 5 (1974-1977) 104.

Over the next couple of years the aim is to introduce an on-line computer requisitioning system whereby users will be able to key in information about the documents they require. Filling out requisition forms in the search room is time-consuming. By automating user requests, the delivery of records from the repository to the search room will be expedited, and the Archives will have automated statistics about how the records are used and the frequency of use. These statistics will be very useful in evaluating the effectiveness of the reference service in facilitating research.

In addition, the Archives aims to computerise the lists of its holdings, although the results of this project are unlikely to be seen until after 1997. Conventional printed guides do not permit easy updating, which is essential if researchers are to have up to date information about the Archives' holdings. The aim will be to make the *Guide* available on-line. This investment in automated finding aids will commit the Archives to investing in regular upgrading of its computer systems in the future, and it will be essential for the Archives to employ staff with appropriate technological skills if the system is to run efficiently.

If the National Archives is to play a significant role in national research it must make information about its holdings readily available to government agencies, universities and other organisations. As Michelson indicates, 'The archival profession should make sources

directly available to scholars via research and education networks.¹⁴³ The aim of this networking should be to bring large amounts of information on sources directly to users, thus enabling them to identify relevant research materials before visiting the search room.

The new Director General believes that the Archives, in the future, should provide government agencies, universities and organisations with direct access to its holdings, including those in multi-media, through networking and the Internet¹⁴⁴. For example, the availability of sound recordings, photographs and posters for educational purpose will give teachers the option to choose and select what materials to teach and show to their students in the classroom. It is increasingly clear that this access is a realistic objective. The National Archives of Singapore, has already ventured into this area. The demand for the ability to access information about the Archives' holdings direct from the institutions will increase.

The Archives' management has to bear in mind that at present there are already available several hundred archival web sites in USA, Canada, Australia etc. The Archives should establish its web site as early as possible as part of its programme for reaching new audiences. As

¹⁴³ Michelson, Avra and Jeff Rothenberg, "Scholarly Communication and Information Technology: Exploring the Impact of Changes in the Research Process on Archives", American Archivist 55 (1992) 291.

¹⁴⁴ Habibah, personal interview, 12 March 1996.

Hedstrom notes, 'Technology is becoming less expensive and more portable, more flexible to use, more interactive, and more integrated.'¹⁴⁵ As the Archives moves toward this new era it will have to stay in close touch with the needs of its researchers and exploit technology to serve them. Brenda Collins observes that the expansion of the use of research through computers has opened new types of source material for historical research and increased the number of researchers who want access to the materials¹⁴⁶. The demands on the Archives staff will inevitably increase.

5.5 CONCLUSION

The National Archives has evolved from merely having a passive role where documents were simply cared for and stored, to pursuing a more active one as a cultural institution and a centre for information on the country's social, political and economic activities. As Joyce indicated, 'The primary purpose of the Archives is cultural, and it is the research value of documentation that invests this essentially cultural purpose with substance and significance.'¹⁴⁷

However, regardless of how developed the National

¹⁴⁵ Hedstrom, Margaret, "Introduction to 2020 Vision", American Archivist 57 (1994) 12.

¹⁴⁶ Collins, Brenda, "The Computer as a Research Tool", Journal of the Society of Archivists 7 (1982-1985) 6.

¹⁴⁷ Joyce, William L., "Archivists and Research Use", American Archivist 47 (1989) 124.

Archives of Malaysia may be in terms of its building and staff and regardless of how many records of national interest it preserves and makes available for research, it will only be recognised as a resource centre for research if the materials are fully exploited by researchers. Archives, as the raw material of historical research, are critical to Malaysia as a developing nation moving towards "developed" status. Archival holdings provide the basis for a sense of national consciousness and identity.

As Kecskemeti indicated, 'Archivists have their part to play in development action, and only ignorance can lead to a denial of that fact.'¹⁴⁸ Thus, the National Archives should multiply its efforts in facilitating and supporting fields of research, particularly those geared towards national development. The Archives must upgrade its technology if it is to play a significant role in development, continue to preserve the national heritage and foster research in a range of fields as Malaysia moves towards the achievement of the Vision 2020.

The Archives has an essential role to play in nation-building. In terms of revenue to the Treasury, its contribution cannot be measured against and compared with other sectors of government. There are no significant financial revenues to be earned, but the information that the Archives holds is essential for learning from past

¹⁴⁸ Kecskemeti, Charles, 'Archives, Development and National Sovereignty', in Walne, P. and ICA, comp., Modern Archives Administration and Records Management: A RAMP Reader, (Paris: UNESCO, 1985) 63.

mistakes and improving the political, economic and administrative direction of the country.

Looking to the future, the Archives needs to assess its role and evaluate its contributions. To this end, it needs to determine available resources, review the logistics of its goals and prepare to meet its objectives more effectively. A finely tuned marketing policy will help the Archives determine an effective educational role. The Archives will then be in a position to provide a more solid foundation for future research as the country moves towards the next century.

The next three chapters will explore the Archives' contributions towards the dual visions of the nation and the Archives in the context of the requirements of three sets of users: government officials, private researchers and secondary school students. Users' surveys have been carried out to provide an overview of the Archives' capacity to facilitate research by looking at the present situation and future requirements. The survey assesses the services provided to researchers and evaluates the effectiveness of the Archives in supporting research. This analysis should provide a starting point for exploring the direction of the Archives' future activities. Hopefully, this will contribute to a clear strategy which will enable the Archives to make the maximum possible contribution to the nation as it moves towards the 2020 programme.

CHAPTER SIX

6. GOVERNMENT RESEARCHERS

6.1 OVERVIEW

This chapter considers the relevance of archival materials to government officials in their official research activities and in formulating policies and making decisions. It explores the National Archives' role in promoting its services to government officials through its outreach and special research programmes.

It goes on to discuss the objectives, methodology and constraints of the mail survey of a group of government officials in April 1994 and the follow-up interviews. These findings provide the basis for an analysis of the officials' use of archival materials for research purposes and their perception of the National Archives' services. The chapter concludes by considering possible strategies for making archives available to government officials in the future.

6.2 OUTREACH AND SPECIAL RESEARCH PROGRAMME FOR GOVERNMENT OFFICIALS

From the time of its establishment, the National Archives has served government agencies through its records management programme, especially from the semi-current to the non-current stage. Government officials are expected to consult official records when formulating plans and making decisions. (For the purpose of this study, only the

officials' use of archives will be discussed).

Decision-makers are expected to explore and fully utilise any relevant sources by carrying out research. This will enable the government agencies concerned to maintain continuity of policy and achieve maximum utilisation of previous relevant experience. Yet, despite this expectation, and despite the Archives' active outreach programmes, very few government officials conduct research at the Archives. This is due, at least in part, to the fact that there are very few programmes specifically designed to attract government officials, especially policy- and decision-makers, to use the archives.

Through its outreach programmes, the Archives aims to attract as many researchers as possible. Some of the outreach programmes have focused on the theme of Malaysian civil servants and the public service. Several exhibitions have been held at the National Archives, such as the 'Leadership By Example' (1983), 'Contribution of the Civil Service to National Development' (1988), '55 Years of the Public Service' (1989), 'Public Administration At A Glance' (1991) and 'Changes in Procedures and Equipment' (1991). The Archives has also created the 'Public Services Library' under the Memorial Programme which was opened to the public in November 1994 to disseminate information about the civil service.

In addition, history narration programmes which are open to the public have been held at the National Archives in the auditorium and at the Branches' offices to

publicise civil servants' contributions to national administration. These programmes have had titles such as 'Administrative History of Malaysia' (1986-1988), 'Administrative System of the People in Sabah' (1988), '55 Years of Public Administration' (1989), 'History of the Prison Department' (1993) and 'History of the Veterinary Department' (1994). Retired top civil servants have been invited to participate as narrators.

Besides recognising the contributions of civil servants in national development, these programmes have aimed at raising awareness among civil servants of the value of the information and facts contained in archives. They were also intended to make civil servants aware of the role that the Archives can play in facilitating research.

Government officials are frequently transferred from one department to another. The Archives' outreach programmes are an important means of ensuring ongoing contact with these people. Otherwise, as the Director General has noted, 'The archival materials will not be utilised and this will undermine the role of the National Archives as the custodian of the national heritage, not only in preserving the materials but also in marketing its holdings.'¹⁴⁹ The Archives needs to encourage more government officials to be conscious of the need to do research and of the usefulness of the archives as a primary information source.

The National Archives has occasionally been

¹⁴⁹ Zakiah Hanum, personal interview, 18 July 1994.

approached by government departments, such as the Prime Minister's Department, the Chief Secretary's Office and the Foreign Office, to help in carrying out research. This is usually in relation to particularly critical and sensitive issues, for example in planning for 'Prang Besar'¹⁵⁰, the site where the future federal government departments will be built. The Archives was asked to carry out research on the historical background of the site. Another sensitive area where the Archives has been asked to do research is border and territorial rights with neighbouring countries such as Singapore, Indonesia, Philippines, Vietnam and Thailand regarding issues Islands of Batu Putih, Sipadan, Ligitan and the Spratly. The Archives has also conducted research on a seventeenth century sunken Dutch ship, 'Dayana', which contained treasure and artifacts.

In these cases, particularly when policy matters are involved, the Archives allocates one or more archivists to carry out research. The archivists are either from the Planning, Research and Finding Aids Division or from the Research and Development Division. Archivists have even been involved in conducting research overseas in places such as the National Archives of Singapore and India, and the Public Record Office and the India Office Library and Records in London. The cost of the research is either borne by the requesting agencies or covered by a special budget

¹⁵⁰ The new name for this area is 'Putra Jaya', taken from the last name of the first Prime Minister of Malaysia, Tunku Abdul Rahman Putra. The new site is about 60 kilometres to the south of Kuala Lumpur.

allocated to the Archives for the purpose of the research.

The Director General of the National Archives feels that this type of research is particularly valuable as it increases government recognition for the Archives. By assisting important policy-making agencies, the Archives promotes itself and raises its status. The agencies become dependent on the Archives for its assistance in undertaking research.

There are many other immediate and long term benefits for the Archives. The more the Archives undertakes projects related to planning and development, the more likely it is to be allocated a substantial budget and the more it will be able to acquire equipment such as computers. The Director General believes that networking in government is very important, 'extend help and friendliness and this will be returned in the future.'¹⁵¹ She acknowledges that the government will not leave out the Archives in any important decision and it should never cease to be of assistance to the government and the nation. This kind of co-operation can help to focus the attention of policy makers on the Archives as a resource and information centre. Additionally, when conducting research for government, the archivists gain new information about the issues concerned.

However, not all of the archivists share the Director General's view on the value of archivists conducting research for government officials. Many

¹⁵¹ Zakiah Hanum, personal interview, 18 July 1994.

archivists feel that the Archives should only provide assistance in identifying the documents, while the officials from the agencies concerned should do the research themselves. The archivists believe that the officials lack patience for research work. The officials give the impression that they do not have the time to do research as they are busy with other duties and they want quick results. Since the archivists can identify the materials and know how to get access to the relevant ones, the officials tend to expect them to do the research as well.

6.3 THE SURVEY

In April 1994, a questionnaire designed specifically for government officials was sent to 100 civil servants who had used documents in the Archives search room (see Appendix 8 for Questionnaire 3). The aim of the survey was to obtain information as a basis for evaluating the officials' use of archival materials in their work. It sought to establish their needs as researchers and to assess the quality of the service they received in the search room. It was also aimed at assessing the extent to which the National Archives plays a role in encouraging government officials to use archival materials in their research before making decisions and formulating policies.

The recipients of the questionnaire were chosen as a sample from the 1992 search room register. At the

time, the 1993 register had not been updated, and the aim was to contact officials with recent experience of using the archives. In this way their responses would be indicative of current research trends and the mailing addresses would probably still be current.

The users were selected by random sampling from their registration forms. As all users' forms are arranged in alphabetical order according to their names, and those for government officials were separated from those for private researchers. In 1992, about 298 government officials used the archives. Of these, only 152 gave their full addresses. The sample was chosen from this group by using a lottery technique. Slips of paper each containing an individual users' numbers were placed in a container. The researcher shook the container and then selected 100 names.

Of the 100 questionnaires sent out, only 44 responses were received. This low response may be due to changes of addresses or professions or unwillingness to answer. Twenty of the questionnaires were returned unopened. As a result, a new technique was adopted. Another 20 government officials were selected from the remaining 52 users. These replaced the 20 whose forms had been returned unopened. Each of these 20 people was contacted by telephone before the questionnaires were sent, and each agreed to answer. However, even then only seven returned the forms, and of these, four responded only after a follow up visit. Altogether, there was a 51% response rate.

The target of the survey was to interview 10% of the samples. Although 14 of the respondents indicated their willingness to be interviewed, it was only possible to interview eight officials, all from offices located around Kuala Lumpur and Petaling Jaya. The other six were from outlying areas and some of them replied too late for the visits to be arranged. Of the eight interviewed, two were from the Special Branch of the Police Department and one each from the Accountant General's Department, the Economic Planning Unit of the Prime Minister's Department, the Departments of Fisheries and Labour, the Farmers Organisation Board and the National Productivity Corporation (see Appendix 17 for the list of interviewees).

The interviews were held in July and August 1994, either in the National Archives's recording room or in the officials' rooms at their respective departments (see Appendix 14 for the interview questions). The outcome of the interviews has been woven into the survey findings, which are described below.

6.4 USERS' PERCEPTION AND DILEMMA

In Malaysia, records become archives after 25 years, or, for certain classified records, at a later date after declassification. For government officials, there are no limitations on access to the records. They can request clearance from the creating agencies to use the semi-current records before they become 25 years old on the

grounds that they are doing official research. The National Archives Act forbids a public officer from making available any public records for reference or research except in the course of official duties. This means that government officials can do research based on semi-current and non-current records kept in the creating agencies and the Archives. Records which are classified can be accessed by the same procedure provided that the research work is not published. Using classified information for publication without clearance is an offence according to the Official Secret Acts (Amendment) 1986.

Malaysian civil servants provide a back-up service to the Cabinet by supplying the information required in decision-making. The officials research and formulate programmes and policies to be approved by the Cabinet and then provide answers for questions tabled in Parliament. In any organisation, government officials make decisions at different levels, the level of decision-making rising with the official's rank in the hierarchy. Some decisions need to be made quickly while others can only be made after an extensive review of the available information.

Historical research can make an important contribution to this process. Officials need to carry out research 'to uncover, analyse, assemble and write the background information, and this should provide the point

of departure in analysing current problems,'¹⁵² as Page indicated. However this can only happen if archival material is available to the officials and if they are aware of its existence.

As indicated by Mazikana in his RAMP study on the use of archives by decision makers, 'The most important point that emerged was that archives are not very much used in decision making.'¹⁵³ This study is relevant to the National Archives of Malaysia as confirmed by the statistics compiled from the National Archives's register taken for each five-year period from 1973 to 1993. The statistics indicated that an average of 14% of the researchers were government employees. In 1973, it was only six percent, gradually rising to 11% in 1978 and 22% in 1983. However, the number declined after 1988. It was 19% in 1988 and nine percent in 1993 (see Graph 6.1 for comparison with other users).

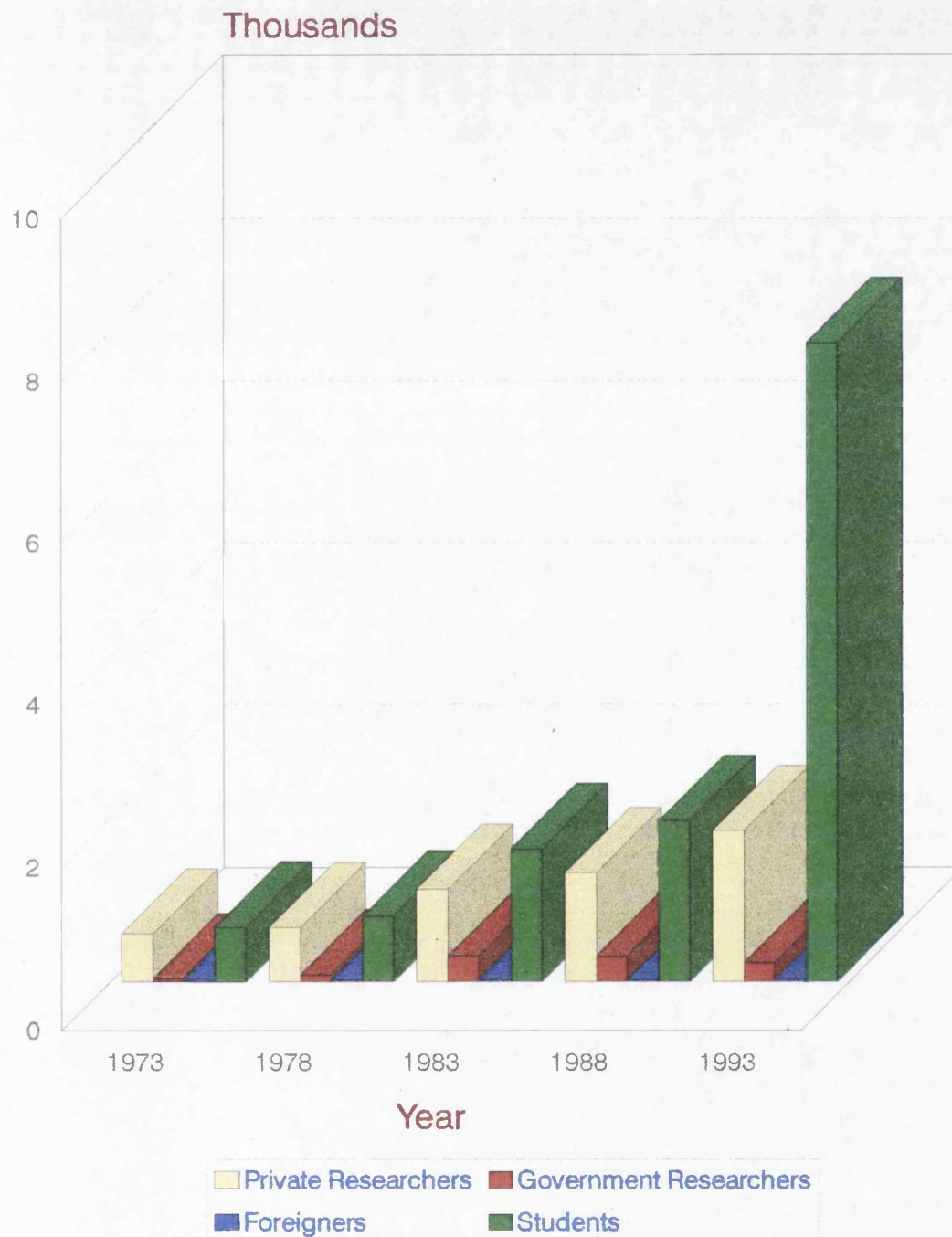
There is no official explanation for the rise and decline in the numbers of official researchers¹⁵⁴. However, several possible explanations can be postulated. Firstly, in the late 1970s many government departments began using computers to store data and information, and this usage increased in the 1980s. Orderly storage and management of computer tapes in some creating agencies is enabling the

¹⁵² Page, Don, "Whose Handmaiden?: The Archivist and the Institutional Historian", Archivaria 17 (1983-1984) 162.

¹⁵³ Mazikana, Peter C., Archives and Records Management For Decision Makers: A RAMP Study (Paris: UNESCO, 1990) 32.

¹⁵⁴ Zakiah Hanum, personal interview, 18 July 1994.

CATEGORIES OF USERS **NATIONAL ARCHIVES OF MALAYSIA** **1973 - 1993**



GRAPH 6.1

officers to have easy access to information, thereby reducing the need for them to visit the Archives. Secondly, the establishment of the Malaysian Institute of Microelectronic Systems (MIMOS) under the Ministry of Science, Technology and Environment in 1985 has helped government agencies to initiate and undertake research and development (R&D) activities in microelectronics and information technology for national development. This has increased the availability of online data and information in some departments.

There are other on-going deterrents. Travelling to the Archives to carry out research is time-consuming, and the sometimes crowded environment in the search room may deter officials from doing research there. However, the obvious reasons are that the officials are still ignorant about the value of archival materials and do not have the patience and knowledge to do research in the Archives.

Good search room facilities and services can be a factor in encouraging government officials to use the Archives for research. As Cook indicated, 'Search room consultations may give an excellent starting point for a consideration of user needs.'¹⁵⁵ Archivists can greatly assist the officials' research by identifying records and providing background information about the holdings. The publication in 1992 and 1993 of the *Guides to Malaysian Historical Sources*, covering materials kept in the Archives

¹⁵⁵ Cook, Michael G., Archives and Nation-Building, ECARBICA 4th General Conference, Malawi 5-9 April 1976.

and its branches, are already facilitating the research process.

Seventy-five percent of the respondents surveyed indicated their preference for conducting research in the Archives rather than recalling the records to their own departments, and only eight percent actually recalled records to do research. This indicates that they feel the Archives does provide a good research environment.

Nevertheless, there were complaints among the interviewees about the increasing numbers of school students, who make noise and disturb their concentration. Seventy-five percent of those interviewed expressed concern about working alongside these students. They felt that the students should be allocated a different area to do their school projects. In addition, they mentioned that the search room staff made little effort to quieten the students.

Not every officer has had experience in using archival materials. Indeed, some of them are completely unfamiliar with the Archives. This results in difficulties in doing research in the Archives. Most have done library research at university or college. However, some, particularly those who majored in history at university, have done archival research. The Archives' register shows that most of the university students who do research in the search-room are history students, and some of them join the civil service and become policy and decision makers. However, those who responded to the questionnaire had never

used the materials as students. They did not major in history at university. Many only started using the archival materials in 1991 or 1992.

From the survey, only 13% of official research at the Archives is based on files or correspondence. Seventy-six percent is drawn from reports, official publications, cartographic records and audio-visual materials. The remainder (11%) is drawn from newspapers, theses and books which the library unit makes available as background reading for staff and members of the public.

Ninety-eight percent of the respondents indicated that archives are useful for their research. However, some researchers indicated that they did not have the time to do thorough research in the Archives. Sometimes they could not find the information they needed or could only find minimal information. As a result, they took short cuts by reading other people's work. These officials can be categorised as secondary users of archives who benefit 'from the archives through the labour of intermediaries who may be defined as primary users.'¹⁵⁶ The primary users have unearthed rich information from the archives and produced research papers, theses, books, periodicals and articles. Moreover, as stipulated in the National Archives Act, [(Facilities for Reference) Regulations 1974], researchers have to deposit a copy of their work and these works are made available for consultation in the search room (see Appendix 2).

¹⁵⁶ Rhoads, James B., The Role of Archives and Records Management in National Information System, A RAMP Study, (Paris: UNESCO, 1989) 49.

One of the Archives' objectives is to encourage a deeper level of research, with a greater number of researchers engaging in the use of primary sources. Library books are secondary sources, the information from which can be found in many parts of the world. Archives, as primary sources, contain original information. The Director General feels that it is up to the government officials to interpret the facts and form their own opinions of the information they have gathered¹⁵⁷.

If government officials conducting policy-related research are to get the maximum benefit from using the records, they must seek the archivists' help in understanding how the system works and in familiarising themselves with the materials. Many of the government officials questioned did seem to have formed good relationships with the search room staff. Indeed, 94% of the respondents recalled that the staff were polite and helpful, and 78% said that the search room staff were well-informed in their work.

However, it is interesting to note that some of the search room archivists find government researchers demanding, fussy and often unwilling to follow rules and procedures. They frequently expect the search to be done for them, mentioning the names of important people to get fast service and wanting to be treated like VIPs¹⁵⁸. When

¹⁵⁷ Zakiah Hanum, personal interview, 18 July 1994.

¹⁵⁸ This opinion was given by eight archivists in answer to the questionnaire (see Appendix 6) and interviews (see Appendix 12) and was shared by the Head of Research and

asked which categories of researchers the archivists enjoyed assisting, only 10% indicated government officials. Thirty-three percent of the archivists gave government officials as the category they least liked dealing with.

Nevertheless, the government researchers had a positive opinion of the services provided. Sixty-five percent said that they were given an adequate introduction when they first came to the search room. Ninety-four percent said the research environment was suitable in terms of facilities provided and 52% gave a fair rating to the services given. In terms of efficiency and speed of delivery, they gave the rating of 63% for fair and 18% for good. The opening hours were also suitable and convenient for 76% of the respondents. However, only 47% felt that the information they received was sufficient; 12% stated it was not sufficient and the rest did not respond.

When asked about the finding aids, 71% respondents said that they were clear and easy to use and that sufficient copies existed. Sixty-nine percent thought that the information in the finding aids was sufficient. In addition, 80% said that they received assistance when they asked for it. However, some thought that the Archives should be computerised to make information retrieval easier. In terms of general satisfaction, 25% gave high rating, 65% moderate, with only six percent low.

These findings show that the government officials were satisfied with the services the Archives provided and

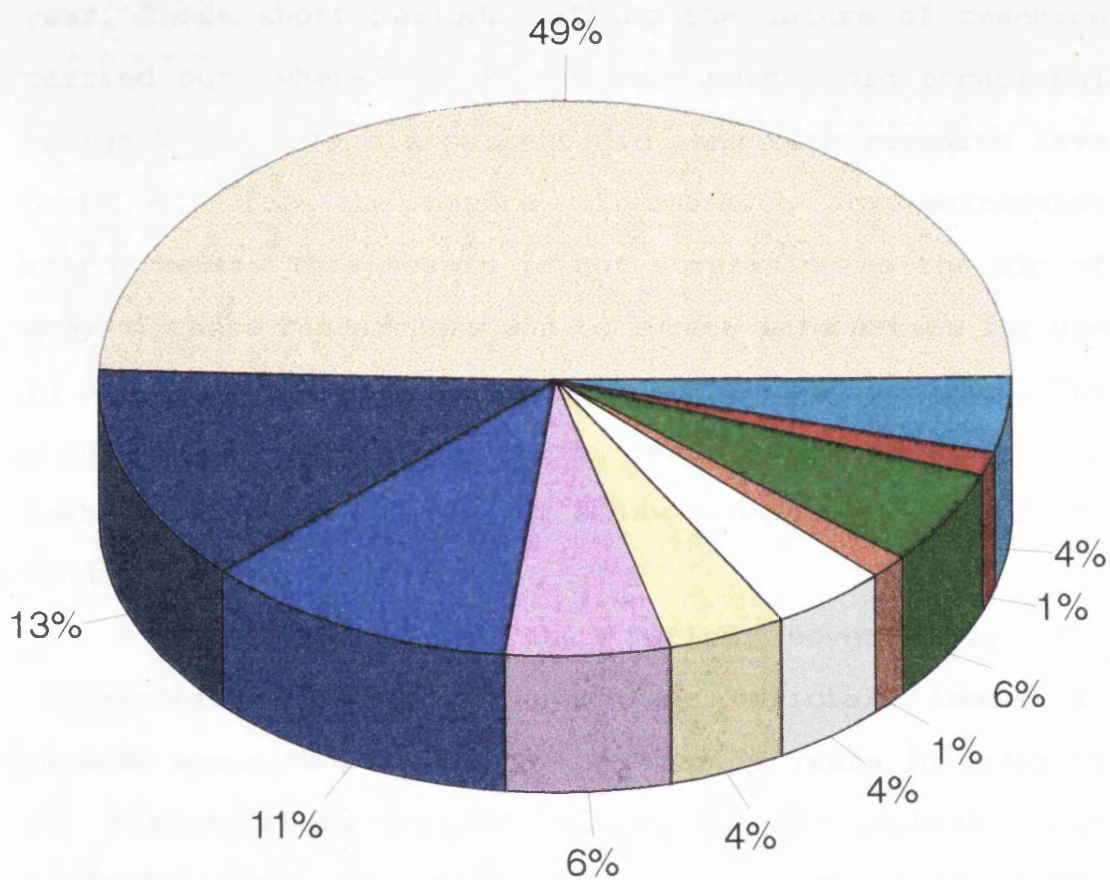
they recognised the importance of the documents. They know that the archives contain a wealth of information which they need in their research. This is highlighted by the fact that when interviewed, the police officers noted their concern about the lack of security in the search room. They pointed out that had they wanted to, they could easily have smuggled out documents since nobody checked their papers when they left the search room. All the respondents indicated that they hoped to return to the Archives to do research in the future.

These comments are encouraging, but the fact remains that usage is low. What can be done to encourage more government officials conduct research in the Archives? Can the government officials be encouraged to change their attitudes towards archival research? Are the materials they require available? And are there improvements that can be made in the Archives services?

6.5 THE ACTUAL USE OF ARCHIVES

Graph 6.2 shows that nearly half (49%) of the government officials who conduct research in the Archives use it mainly for historical purposes, especially administrative history. The study of legal issues was the second greatest reason given (11%), with defence and security third (10%). Little use is made of the archives for studying economics and development. This is a far cry from the Archives' objective of promoting research for

USES OF ARCHIVAL MATERIALS BY GOVERNMENT RESEARCHERS NATIONAL ARCHIVES OF MALAYSIA 1992



SUBJECTS

Adm. History 49%	Law 13%	Defence & Security 11%
Trade & Industry 6%	Education 4%	Foreign Affairs 4%
Agriculture 1%	Finance 6%	Public Relation 1%
Other 4%		

GRAPH 6.2

national development among government officials.

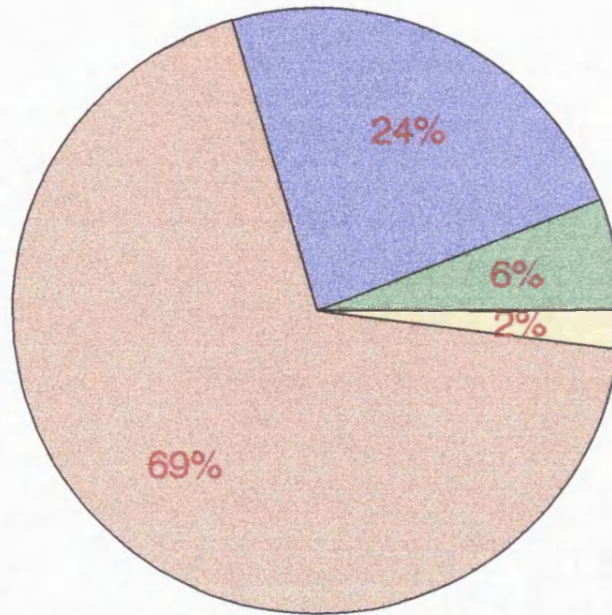
When asked how long they had spent doing research in the Archives, 76% of government officials said less than a month, 18% between one to four months, four percent between five to eight months and two percent more than a year. These short periods reflect the nature of research carried out, where 67% of the respondents did occasional research and only six percent did long term research (see Graph 6.3 for the nature of research for government researchers). This result is not surprising as the aim of many of these researchers was to locate information for use in official publications and administrative histories. The second main reason was to do case study research, for instance an investigation of a law violation or for fact-finding on land rights.

In terms of the period covered by the researchers, 60% of the government officials looked at records spanning periods of more than 25 years in order to get historical background information. By contrast, 21% covered periods of less than five years. The rest of the respondents looked at records covering between five to 10 years (2%), 10 to 15 years (4%), 15 to 20 years (7%) and 20 to 25 years (7%). Officials examining periods less than 25 years mostly used materials other than files, notably audio-visual materials, reports and official publications which become 'public archives' under the National Archives Act 1966. However, the statistics gathered in this survey do not provide a meaningful picture of the officials' use

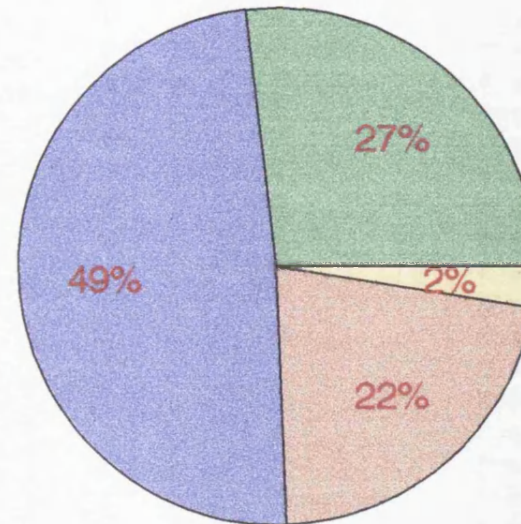
NATURE OF RESEARCH

NATIONAL ARCHIVES OF MALAYSIA 1992

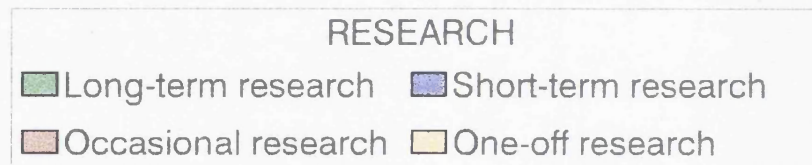
205



GOVERNMENT
RESEARCHERS



PRIVATE
RESEARCHERS



GRAPH 6.3

of records less than 25 years old because these records are held at the Records Service Division. This survey only covers records held at the Archives repository.

Some of the government officials interviewed thought that records more than 25 years old were not relevant for their research. This is a misconception about the value of the materials. Their misunderstanding is one of the factors accounting for declining numbers of government officials as researchers. Older records are relevant for understanding the reason government involvement in certain policies and to learn from the mistakes and successes of the past for a better future.

When the nature of the official research was discussed with the search room staff, they indicated that many of the government officials preferred to use records other than files. Many of them did administrative history research, information for which could be gathered from reports and other published official materials. Some officials, specifically those from the Police Department, the Labour Department and the Attorney General's Office, did refer to files created by their employing agencies. They carried out case study research, which enabled them to benefit from previous experience and draw comparisons.

6.6 RESEARCH PROSPECTS

Records are created to serve the needs of the creators. As archival materials, they are the main source

of primary research material. As Rhoads indicated, the materials 'serve as the collective institutional memory of the government and its component parts.'¹⁵⁹ They provide evidence of the government's past involvement with projects and policies and their outcome. With the passing of time, the Archives' role as the government's memory should increase in significance. The information contained in the records will be preserved intact, regardless of when their creators leave their posts. The government must depend on archives rather than on personal memories.

In a developing country like Malaysia, which has moved from an economy dependent upon a few primary commodities to a much more diversified economy with greater levels of industrialisation, archival materials provide continuity in development planning. The Archives, which contain information on economic, social and demographic matters, can contribute significantly to planning for economic and social development. They hold retrospective data and sources of information on earlier development initiatives which can facilitate development planning and sound decision-making.

The government's previous ventures can provide the basis for new initiatives. It is important to have access to information about activities, programmes and measures that have been proposed, attempted, or implemented in the past. In addition, it is essential to have facts and data to assess the reasons for the failure, success or

¹⁵⁹ Rhoads, 44.

abandoning of particular initiatives. As Rieger noted, archives enable 'learning from past endeavours and avoiding unnecessary duplication of costly and time-consuming past efforts.'¹⁶⁰ If information in the Archives is used by government officials in their work in formulating plans and constructing proposals, government actions will be more likely to be soundly based and successfully implemented.

For example, the Federal Land Development Authority (FELDA), a land settlement scheme started in the early sixties in the Malaysian Peninsula, represents one of the rare success stories for land settlement in the country¹⁶¹. However, a similar scheme in Sabah, the Sabah Land Development Board (SLDP) encountered difficulties in its land settlement from 1969 and into the middle of 1970s. The poor response to the scheme was due to ethnic diversity, the lack of land hunger among the people and the fact that the Sabah people still held tight to their cultural tradition of shifting cultivation. If the SLDP's policy makers had studied the records of the land districts and FELDA, they would have been able to avoid failure and the waste of resources. They would have learned about how the FELDA evolved and learned how the principles underlying

¹⁶⁰ Rieger, Morris, in Introduction to Verhoeven, F.R.J., The Role of the Archives in the Public Administration and the National Planning Policy of Developing Countries With Particular Reference to Southeast Asia (Paris: UNESCO, 1972) 7.

¹⁶¹ Sutton, Keith, "Land Settlement in Sabah: From the Sabah Land Development Board to the Federal Land Development Authority", Malaysia Journal of Tropical Geography 18 (1988) 55.

its structure, which contributed to its success.

Many of the older records in the National Archives which were inherited from the former British administration hold information about past transactions that could provide a guide to present actions. As Alexander and Pessek have indicated, 'Feasibility studies, geological surveys, recommendations and plans prepared by the former colonial powers have proven essential for newly recruited specialists to learn from earlier attempts and past failures.'¹⁶² The availability of archives should facilitate better judgement. Effective long-term planning depends upon the use of available resource data, past and present, as a basis for projecting future potential. According to Smith, 'Such projections have greater validity when reinforced by relevant archival data extending over long periods in which distinct trends were indicated.'¹⁶³

The failure to consult archival materials has impaired the official decision-making process in Malaysia and led to decisions based on incomplete information or to the repetition of previously ineffective actions. For example, heavy rains followed by floods, especially during the monsoon season from November to January, are common in Malaysia. They annually leave a trail of destruction on the

¹⁶² Alexander, Philip and Elizabeth Pessek, "Archives in Emerging Nations: The Anglophone Experience", American Archivist 51 (1988) 127.

¹⁶³ Smith, Wilfred I., "Archives in Developing Countries: A Contribution to National Development", Modern Archives Administration and Records Management: A RAMP Reader, (Paris: UNESCO, 1985) 68.

country's roads. If geological, meteorological and other records in the National Archives were consulted before construction was carried out, major repairs and problems might be reduced or avoided.

There is a great deal of material in the Archives which could be better used by government officials for research and a great deal more in closed files still held the government departments which should come into the Archives. This can be illustrated by considering the potential uses of records relating to education, agriculture and environment (see Appendix 5 for the example of records available in the Archives).

Education is fundamental to the development of the nation. Research on the development of education can contribute towards improved standards of education in the country. This is crucial as young citizens will be the backbone and the builders of the nation. There are extensive holdings pertaining to education in the Archives. Although there are about 183 linear meters of records pertaining to education, dating from 1903, during the survey period, researchers (official and private researchers) only referred to about 8 linear meters (4.4%) of records a year.

Despite the move towards industrialisation, Malaysia will continue to be an agricultural country. It is still one of the largest producers of rubber, palm oil, cocoa and pepper. While these plantation crops will continue to be dominant, moves towards crop diversification

are intensifying. Agricultural research contributes to economic development, yet over one year, researchers only referred to about 12 linear meters (3.2%) of agricultural records from a total of 375 linear meters, dating from 1894.

Public awareness through environmental education remains a major challenge to Malaysia in the 1990s¹⁶⁴. There are records in the holdings relating to the environment, including wildlife, forestry, fishery, marine, mining and meteorology dating from 1851 and measuring 141 linear meters. However, during the survey period, researchers only referred to about 6 linear meters (4.2%) of the records in a year.

New findings in these three example subjects could contribute to the development of the country as an industrialised nation in the period leading to 2020. The under-utilisation of records challenges the Archives staff to make new efforts to promote the use of the holdings. The survey showed that 90% of the respondents had found materials in the Archives which they did not know were available before they went there. New forms of outreach programmes are needed if officials are to be encouraged to exploit this potential resource for nation building.

¹⁶⁴ Sham Sani, Environment and Development in Malaysia: Changing Concerns and Approaches, (Kuala Lumpur: Centre for Environment Studies, ISIS Malaysia, 1993) 121.

6.7 STRATEGIES FOR THE FUTURE

The low usage rate of archival materials by government officials can and should be addressed by the adoption of new strategies on the part of the Archives. The Archives needs to adopt an aggressive marketing policy of getting its 'product' into the market, rather than waiting for the market to come to the product. It should make active efforts, through its outreach programme, to ensure that government officials become aware of what the Archives has to offer. It should educate government officials in the importance and significance of archival materials for their own research. Hopefully, a greater knowledge of the nature of the archival holdings will help to change government officials' attitude towards archival research.

This study suggests that government officials do not use archives because they are unaware of the information contained in them. They have no means of easy access to the Archives' finding aids unless they go to the search room. Although the National Archives deposits copies of the finding aids relating to each creating agency in the relevant registry for the officials to use when they want to refer to records, many officials are not aware of these lists and do not use them. Moreover, the agencies do not have direct access to the finding aids relating to other agencies or to the guides without visiting the search room.

A number of officials indicated in the interviews and in questionnaires that they like to be able to do research by simply 'pressing the keys of a computer

terminal'. This reflects their lack of understanding of the time-consuming nature of archival research due to the range and quantity of material available. Computers can facilitate the identification of relevant materials, but officials will still have to do the research themselves. As Dato' Zakiah has noted, 'the Archives is not a fast-food restaurant, where information and data are served on a tray.'¹⁶⁵ This situation is a real challenge for the Archives. If it fails to promote its materials and sell its services, it will fail in its objective of providing an invaluable information resource for the nation.

Although the Archives' finding aids are to be computerised after 1997, there is no plan to create an on-line service between the registries of the creating agencies and the Archives. Such a computer link-up would enable government officials to identify record sources more easily. Having identified the records they require, they could then go to the Archives to use them, thus saving a great deal of time in the search room. The availability of online information could also help to ensure that officials were aware of what records other ministries and departments have produced and thereby improve official use of archives. This in turn would help to improve the quality of the research.

Even as the Archives could and should play a greater role in making information about its holdings available to government agencies, the agencies themselves

¹⁶⁵ Zakiah Hanum, personal interview, 18 July 1994.

could help in ensuring that archives are available to the nation as a strategic source. By expediting the deposit of valuable records with the Archives, they would help to ensure the availability of the information. If they see it as their duty to preserve records for future use, this will help to guarantee the preservation of records of the past for future use and will help to create an appreciation of the importance of records among the officials.

The archivists should work alongside government officials in an effort to preserve records for the benefit of research. An efficient records management programme, from creation to disposition will be of great service to the archivists, who will ultimately inherit organised collections of records. In addition, official researchers will benefit from the availability of relevant and valuable materials for consultation.

Discussions held in March 1995 with trainers at the training institutions at INTAN, Kuala Kubu Police College and the Military College¹⁶⁶, revealed that their research methodology module does not include training in the use of archival materials for historical research. Moreover, the module, ranging from one to five weeks, emphasises the traditional use of archives in political and social history and fails to convince the officials to

¹⁶⁶ A spokesman from INTAN; Salmah Salim, the Head of Training in the Police Department, Bukit Aman; Supt. Mustapha, Deputy Commandant of the Kuala Kubu Police Training College, telephone interviews, 17-19 March 1995.

Abdul Kadir Nordin, Brig. General Datuk, Commandant of the Military College in Kuala Lumpur, personal interview, 21 March 1995.

understand that records are useful for study in development trends. The module does not teach the cadets how to use the records. Time constraints in such short courses (from three months to one year) appears to preclude a special module on the use of archival materials for research at the present time.

The Archives needs to co-operate at the management level with the training institutions to construct a training module on the use of archival materials for research. Training for new cadets should include the use of archives in their work as one aspect of research methodology. For example, by using case studies on certain policy issues or decisions, cadets could be taught to locate and analyse archival materials. This would provide the practical experience relevant for their involvement in decision- and policy-making.

In order to be effective, training in decision-making skills for government officials, should be started very early in their careers. They must learn to regard historical data and information as the basic foundation for taking decisions or formulating policy. They must be encouraged to treat records kept in their departments and archival materials in the Archives as important and essential to the process of national development.

CHAPTER SEVEN

7. PRIVATE RESEARCHERS

7.1 OVERVIEW

This chapter deals with the use made of archival materials by private or non-governmental researchers, specifically in relation to national development. It reviews the National Archives' outreach programme in promoting its services to private researchers, who form the bulk of researchers at the National Archives. It examines the objectives, methodology and constraints of the mail survey of and the follow-up interviews with a group of private researchers in April 1994.

The chapter also explores private researchers' use of the materials and their perception of the services provided. The main issue discussed in this chapter is that of access, both physical and intellectual, to the archival materials. The chapter concludes by considering possible strategies for intensifying the use of archives by researchers in the future.

7.2 OUTREACH PROGRAMME FOR PRIVATE RESEARCHERS

The National Archives' role in encouraging research is executed through its outreach programme. The public generally, and private researchers in particular, are informed about the Archives holdings through exhibitions, films, forums, newspapers and magazine articles, radio and television programmes based on archival

materials. These holdings are a valuable asset to the country's national development. Learning about the country's economy in the past can contribute towards strengthening the economy in the present and future.

The use of archival materials in social history research encourages researchers to understand their nation's history and their own pride in being citizens of the country, which can lead to integration and unification in Malaysia's multiracial and multicultural society. The Director General of National Archives of Malaysia has noted that 'History is just like a rear mirror of a car. In order to move forward, the driver has to look at the rear mirror.'¹⁶⁷

Since the outreach programme was first launched in the late 1970s, the significance of the Archives' role in national development has grown. The outreach programme began with an exhibition of the Tun Abdul Razak collection, held from November 1976 to January 1977, which attracted more than 14,000 visitors. The exhibition served as a marketing tool in publicising the availability of the late Prime Minister's papers.

Other exhibitions have had various themes, such as information about services offered by the Archives, the royal archives, prominent figures, and economic and social development. By 1994, more than 25 exhibitions to attract the public and to interest private researchers had been held by the Archives. Examples were 'Development of Tin in

¹⁶⁷ Zakiah Hanum, personal interview, 18 July 1994.

the Economic Growth of Malaya 1860s-1990s' (1980), 'Recognising History' (1981), 'FELDA: Brainchild of Tun Abdul Razak' (1987), 'Former Prime Ministers' (1991) and 'The Role of Rural Women in Development' (1992).

One of the most significant exhibitions was held in August 1994. The Archives, in cooperation with the British Library, organised an exhibition of Royal Malay letters written during the 19th and early 20th centuries. The letters were from the Malay Sultans to heads of state or administrators in the United Kingdom or in Europe and these letters are held in institutions in England and the Netherlands. The exhibition aimed at portraying the beauty of the *Jawi* scripts and at showing the significance of the Malay Kingdom to the western world in terms of culture, economics and politics. Although at present these materials are not available for research at the National Archives, the Archives plans to purchase copies. This is part of a long-running project to identify and purchase microfilm copies of records pertaining to Malaysia from abroad, with the aim of supplementing the archival materials available, filling in gaps in Malaysian history, attracting researchers and helping those who cannot afford to do research abroad.

The most popular outreach programme, as discussed in Chapter 3, is a television series known as 'Today In History' which started in 1979. The series' scripts are published and widely used in the search room as a reference to the archival materials used in the series. The programme

has attracted many viewers, as it is the first daily programme covering significant events in Malaysian history to be shown on television and broadcast over radio. The events cover political and social and development projects.

The history narration programme, which is a popular programme among societies and the public includes themes such as security, war, women in development, historical places and history of private organisations. These themes are intended to interest public and private researchers and include titles such as of 'The Second World War' (1986), 'The Malaysian Armed Forces in the Congo' (1989), 'The Role of Youth in the Struggle for Independence' (1990), 'History Narration on BAKTI' (1992), 'Reminiscences of the Residence' (1993), 'Kuala Lumpur - A Decade of Challenges' (1994) and 'The History of Prang Besar' (1994). In preparation for the programme, the archivists choose a theme, conduct research and then organise experts on the subject to participate in a panel. The experts include people who were involved in the events, historians or lecturers. The programme has attracted university students, lecturers, historians and the public. By 1993, 61 sessions had been held, many of which involved co-operative efforts with other institutions such as the police, the armed forces and women's organisations.

All these activities form part of the Archives' action plan to inform researchers about the research material available. The Archives has had some success in increasing the number of private researchers as shown in

Graph 6.1. Despite this, it is still striving to attract more researchers to its search room through on-going outreach programmes.

The Archives should devise new outreach programmes and produce relevant publications that attract greater numbers of private researchers and disseminate more information to the public. It should promote its under-utilised materials in order to attract new researchers to the Archives and inspire new research.

The Director General voiced her disappointment that Malaysian historians do not make full use of the Archives, 'The historians generally feel that there is not much material in the Archives for research.'¹⁶⁸ The outreach programme seeks to refute this allegation, and the archivists hope that it will show potential users the many and varied new areas of research that can be undertaken in the search room.

7.3 THE SURVEY

In April 1994, a questionnaire designed specifically for private users was sent to 100 researchers who had used archival materials in the search room (see Appendix 7 for Questionnaire 2). One objective of this survey was to gather information on the use of archival materials in various fields of research. In addition, the findings were to provide a basis for evaluating the

¹⁶⁸ Zakiah Hanum, personal interview, 19 April 1993.

Archives' search room services and for assessing the Archives' role in encouraging research of national interest. The discussion presented in the remainder of this chapter is based on these findings.

The recipients chosen for the questionnaire represent a sample drawn from the 1992 search room registration forms. At the time of the survey, the 1993 forms had not yet been compiled, and the aim was to contact researchers with recent experience of using the archival materials. In this way, their responses would be indicative of current research trends and their mailing addresses would probably still be current.

The forms were arranged in alphabetical order by name and the first step in selecting the sample was to separate the registration forms for private researchers from those for government officials. A total of 2013 private researchers used the Archives in 1992. Local researchers who did not give their full addresses and foreign researchers were eliminated. From the 509 remaining names, every fifth name was selected to form the sample. This systematic sampling method was chosen because it was a tedious task to write 509 names on separate slips of paper, as in random sampling, and it was more suitable than stratified random and cluster sampling.

Of the 100 questionnaires which were sent out, only 17 responses were received. Of those returning questionnaires, not one was an academic or a university student although, according to the Archives' register,

these should have represent the largest number of private researchers using the search room.

The very poor response was perhaps due to the unwillingness of the recipients to answer or to changes of address. In order to overcome these difficulties, a different approach was taken. Fifteen names not previously used were selected from the research register to replace half of the 31 whose forms had been returned unopened or opened but not completed. The researcher made a telephone call to each one of the 15 before sending their questionnaires. Although all of them agreed to reply, only five returned the forms. The researcher also contacted university authorities to replace 16 from the other half of the 31 forms. A second set of questionnaires was sent to one senior lecturer each from the University of Malaya and the Institute Technology of MARA in Kuala Lumpur who were asked to distribute them to 16 (eight at each university) of their colleagues or students who had used the National Archives. Thirteen responses were returned.

Despite all the efforts to increase the number of respondents, the researcher had only managed to achieve a response rate of 38%. The target of the survey was to interview 10% of this sample. Although 13 respondents volunteered to be interviewed, it was only possible to interview six of them, all from Kuala Lumpur and Petaling Jaya. Of the seven others, some were from outlying areas, and a few from Kuala Lumpur and Petaling Jaya did not turn up at the agreed time or replied too late for the visits to

be arranged. The six interviewees included a surveyor, an entrepreneur, a university student, a lecturer, a film maker and a writer (see Appendix 17 for the list of interviewees). The interviews were held in July and August 1994, either in the National Archives's recording room or in the researchers' offices (see Appendix 13 for the interview questions). The information gathered from the interviews has been used in the analysis of the survey findings.

In September 1995, a new questionnaire was mailed to research students then studying in United Kingdom universities in the fields of agriculture, education and environment, which were chosen as case study subjects (see Appendix 10 for Questionnaire 5). The aim was to gather information about their use of archival material in the National Archives of Malaysia. From the 18 questionnaires sent, 16 responses were received and 14 or 62% of those were completed by university lecturers. The other two were government officials on study leave. The findings of this particular questionnaire have been used in section 7.6 on research prospects for private researchers in the Archives.

7.4 ACCESS AND ACCESSIBILITY

7.4.1 THE USERS

Numerous categories of private researchers use the archives including academics, historians, students at graduate and undergraduate levels, genealogists,

journalists, architects, lawyers and producers of radio, television and cinema programmes. Their different research interests inevitably involve them in the use of a wide range of record groups.

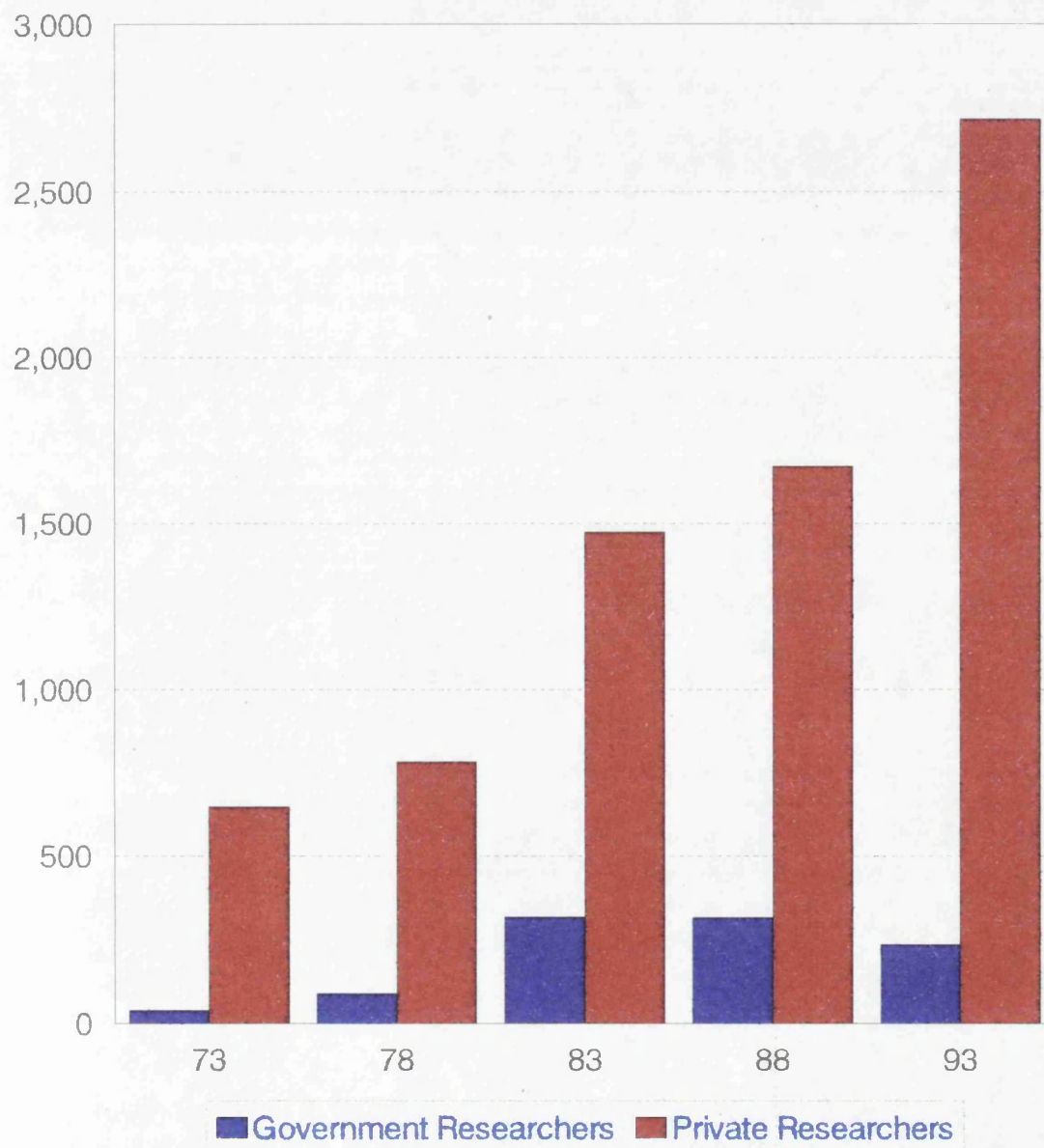
An examination of the search room register at five-year intervals over the period from 1973 to 1993 revealed that the number of private researchers has gradually increased and that it has always been higher than government researchers (see Graph 7.1). However after 1991, with the new education curriculum, students came to represent the greatest number of search room users.

Some of the private researchers covered by the survey have been using the Archives since the seventies and eighties and some were newcomers in 1992. These researchers indicated that they use the Archives because they expect to find original information which has never been used before for research and because they hope to produce new findings.

Private researchers tend to have high expectations of the Archives' services and professionalism, and indeed, many survey respondents gave positive feed-back on the services. Seventy-six percent found the opening hours suitable and convenient, 63% indicated that they were given an adequate introduction on their first visit to the search room and 83% felt that it provided a suitable environment for research. The ratings for efficiency and speed of delivery of material to the search room were 71% fair, 16% good and eight percent poor. There is room for improvement if the Archives wants to increase the number of

GOVERNMENT AND PRIVATE RESEARCHERS

ATTENDANCE AT THE NATIONAL ARCHIVES OF MALAYSIA 1973 - 1993



GRAPH 7.1

users.

The search room staff are not permanently posted to the search room. At any time they can be transferred from the Research and Finding Aids Division to another division on promotion or as a means of giving them new work experience. Newly appointed search room staff usually need time to familiarise themselves with the collections and to gain knowledge of the holdings they are expected to administer. Some of them are therefore not in a position to give appropriate advice to researchers.

However, 95% of the respondents found the search room staff helpful and polite. In addition, 89% of the respondents said that the search room staff offered them assistance in locating relevant material. From interviews and observation, it is clear that some search room staff even go so far as to examine the holdings as a basis for offering advice. Efficiency and professionalism on the part of some staff account for the high turn-out of researchers.

Most of the researchers who were interviewed and who answered the questionnaire indicated that computerised finding aids are very much needed and would improve their search for materials and reduce their reliance on the search room staff.

7.4.2 ACCESS

Any researcher who desires access to the National Archives' holdings requires approval from the Archives's Director General. If the applicant is a Malaysian

postgraduate researcher or is not a Malaysian citizen, he or she has to obtain clearance from the Economic Planning Unit of the Prime Minister's Department before conducting research. This is stated in the Prime Minister's Department General Circular No.7 of 1978¹⁶⁹.

The circular defines the government's objectives in motivating and coordinating research in Malaysia. These include ensuring the availability of research findings as background for development and administration policy at the state and federal levels. Other objectives are to ensure that the nation and researchers obtain the maximum benefits from the research activity in terms of quality, cost and time, and to encourage coordination of research activities between local universities and government agencies in terms of resources, knowledge and expertise. Moreover, in implementing the circular, the Unit scrutinises research proposals with a view to preventing research activities that could be detrimental to national interests.

The circular indicates that Malaysian postgraduates require clearance if they wish to research government policies or sensitive issues, if they want to refer to official documents, or if their research needs co-operation from government agencies. An interview with an official from the Unit indicated that proposals for historical research are normally approved without

¹⁶⁹ Malaysia, Chief Secretary to the Government, Prime Minister's Department, General Circular No. 7/1978 on Motivation and Coordination of Research in Malaysia, 24 August 1978.

difficulty¹⁷⁰. However, the lengthy procedures required to access the National Archives' holdings affect researchers, particularly those looking at official documents.

Malaysians studying at postgraduate level are advised to seek clearance two months in advance before starting research in the Archives. Foreign researchers are advised to seek clearance six months before travelling to Malaysia¹⁷¹.

In addition to the application to do research, researchers must submit a copy of the research proposal to the Unit. Malaysians can submit straight to the Unit whereas foreigners have to go through the Malaysian overseas missions. Upon arrival in Malaysia, successful foreign applicants are required to register with the Unit in order to obtain a 'Research Pass'¹⁷². They must also call at the Immigration Department in Kuala Lumpur for a 'Visit Pass (Professional)'¹⁷³ before proceeding to carry out research.

Furthermore, before departure from Malaysia, the

¹⁷⁰ Mohd Hussein, Assistant Director, Economic Planning Unit, Prime Minister's Department, personal interview, 6 June 1994. See Appendix 16 for the interview questions.

¹⁷¹ Malaysia, Economic Planning Unit, Prime Minister's Department, Procedure for Conducting Research in Malaysia by Foreign Researchers, 15 April 1993.

¹⁷² The Research Pass enables a researcher to obtain assistance from the relevant government agencies. This research pass must be surrendered to Economic Planning Unit before he/she leaves the country on completion.

¹⁷³ The Visit Pass (Professional) enables a researcher to stay longer than other visitors in Malaysia, during the period of his/her research.

researchers are required to submit a preliminary report of their research work to the Unit. This requirement is also stipulated for Malaysian postgraduate researchers before finishing their studies. In addition, researchers must later submit copies of their dissertations or publications resulting from their research to the Unit and researchers who use the Archives' holdings must also submit copies of their research to the Archives. Failure to do so may result in their being barred from carrying out further research in the country.

These lengthy procedures are a source of frustration to many researchers. They have complained about the difficulties and delays in getting approval from the Unit¹⁷⁴. They have noted that the lengthy approval procedure and the requirement to submit a proposal, report and publication to the Unit and also to the Archives, are unnecessarily time-consuming and result in extra expenditure.

This access procedure has to be made easier and quicker if potential researchers, both foreign and local, are not to be discouraged from doing research in the Archives. There is a need for officials in the Prime Minister's Department and the staff of the National Archives to re-examine the content of the circular and to

¹⁷⁴ The researcher discussed the issue with four users: one foreigner from Brunei Darulsalam University, two Malaysian postgraduate students studying in United Kingdom and a Malaysian from a local university, whom the researcher met in the National Archives' search room. They all complained of delays and difficulties in getting approval and access to the Archives.

revise it in order to encourage rather than discourage researcher use of the Archives.

In addition to the lengthiness of the research clearance procedure, there are also complications in using the holdings of the Archives. There are gaps in the holdings which were caused by records lost during the war, there is a backlog of unappraised records and unlisted records in the creating agencies, and there are difficulties resulting from the Official Secrets Act. Many records were lost or destroyed before the National Archives Act of 1966 took effect. Some have not been transferred from the creating agencies and some of the records that have been transferred have not been listed in the search room because they have not been appraised.

The survey showed that 36% of the respondents were unable to get the materials they required as they were unavailable or they appeared to be unavailable in the Archives. Although the Archives acquires records from various sources, it is unable to provide full information about many of the records it does hold. In fact, the further back in time one looks, the more difficult it is to find information. Unless the Archives develops a thorough and effective records management programme, this will continue to be a problem in the future and will pose a threat to the Archives' role in facilitating research. It is critical that action should be taken to improve this situation. If not, it will lead to a growing lack of confidence in the Archives.

There is a backlog of records in the Archives and in the creating agencies awaiting appraisal and review of the access status. In 1994, the Archives had yet to appraise approximately 1,663.6 linear meters of closed records (109,162 files) which were held in government agencies and had been listed by the agencies between 1992 and 1994. This is not to mention the large volume of closed files in government agencies which had not been listed. In 1994 too, there were still 115 record groups measuring 643 linear meters waiting for review in the Record Service Division. In the Archives repository, where the records have been closed for over 25 years, about 8% of the total holdings of 6,800 linear meters have yet to be appraised and are thus unavailable to researchers.

The appraisal activity needs speeding up to cut down on the backlog of unappraised records. Steps should be taken to ensure that records are actually available to researchers on the date when they are legally accessible.

There are also problems in relation to the Official Secrets Act (Amendment) 1986, which refers to classified records transferred to the Archives for preservation and reference purposes. Before the Act came into effect, the creating agencies were responsible for downgrading their classified records. This task was carried out by any officer from the management category who was responsible for records keeping in the department. The officer would recommend to the Archives whether the records on the transfer lists were for destruction or preservation.

The Appraisal Committee in the Archives then reviewed the proposal and made the final decision as to whether the records could be transferred to the Archives or destroyed. The Archives was responsible for questions of closure and access of records of defunct departments and for records which had been closed for 25 years and transferred to the Archives. The archivists used their own discretion in declassifying what they considered non-sensitive records.

The amendment to the Officials Secrets Act in 1986 changed this position. The authorities felt that strict regulations were needed to protect national unity, security and personal privacy. Thus, the amendment made the declassification of classified records (including records created before 1986) the responsibility of ministers, heads of departments at federal or state level and state secretaries. However, the introduction of this procedure has lead to new problems. It is difficult for high level officials to be involved in declassifying classified documents. Many of them are busy with other duties and are not interested in the work. Moreover, it is not always possible to identify people who can take responsibility for records of agencies defunct before 1986, which are already transferred to the Archives. ~

The situation has meant that the Archives holds classified records transferred before 1986 which cannot be made accessible to researchers as they cannot be declassified by the archivists. In addition, the Archives is also in a dilemma as to whether to accept classified

records or to leave them in the agencies until they are declassified. If they are transferred before being declassified, the Archives would face problems in future in getting the creating agencies to declassify the records. On the other hand, retention by the agencies might result in the records being kept in poor storage conditions and being forgotten by the agencies.

According to Taylor, 'Archivists should strive to make available to the public as much material as possible and secure a term of years for the remainder.'¹⁷⁵ Although the Archives is making efforts in this direction, there is no indication as to when the unappraised records will be available for research since the Archives is reliant on the creating agencies for declassifying the records. Both alternatives could result in potential research materials not being accessible for research.

If the use of archives among private researchers increases and diversifies, it will have implications for the archivists in terms of the nature and scope of the services they provide. In order to meet the demand, the Archives should take aggressive steps to improve the accessibility of relevant records to the researchers. A reduction of the red-tape involved in giving approval to do research, and improvement in the accessibility of the holdings should also help to motivate potential researchers.

¹⁷⁵ Taylor, Hugh A., Archival Services and the Concept of the User: A RAMP Study (Paris: UNESCO, 1984) 34.

The Archives should work with authorities, such as the Attorney General's Office, the National Security Office and the Prime Minister's Department on ways of solving the difficulties imposed by the implementation of the Official Secrets Act (Amendment) 1986 and the Prime Minister's Department General Circular No. 7/1978.

Researchers cannot use these records unless they are accessible and the series are as complete as possible. According to Hayward, 'Improper disposal of a government record could in essence be the equivalent of a denial of access (without the record there can be no access), archivists will be held directly accountable for decisions relating to retention and disposal schedules.'¹⁷⁶

In addition to the problems caused by unappraised and unclassified records, the arrangement of records in the Archives by provenance can create confusion for researchers who have never studied or have no knowledge about the changes in the administration or the government. As Roper indicated, 'Researchers find the arrangement of archives in accordance with the agencies which created them rather than by subjects difficult to grasp and this has become especially so as administration has become more complex and has extended into new areas of activity.'¹⁷⁷

The researchers must know how the records are

¹⁷⁶ Hayward, Robert J., "Federal Access and Privacy Legislation and the Public Archives of Canada", Archivaria 18 (1984) 56.

¹⁷⁷ Roper, Michael, "The Academic Use of Archives", Archivum 29 (1982) 33.

created and arranged in order to locate the appropriate materials for their research. They need knowledge about the administrative changes at the federal and state levels as a basis for identifying the materials they require to pursue their research subject. From the interviews, it was clear that new researchers arrived at the search room thinking that materials would be identified through subject classification as in a library.

The survey showed that 29% of the respondents indicated that they could not locate the archival materials they needed from the finding aids because they could not understand how the system worked. The *Guide to the Malaysian Historical Sources*, published in 1992, is still relatively new and many researchers do not yet understand the intellectual basis for the arrangement of the records. It may take some time before they can use the *Guide* effectively. At present, they are still dependent upon the search room staff for information about conducting research. As archival research is very expensive and time-consuming, the researchers need to learn to understand how the system works in order to maximise their time and effort. The archivists need to educate the researchers in order to help them understand the significance of arranging the records according to provenance. This could be achieved through seminars and discussions.

7.5 THE USE OF ARCHIVES IN RESEARCH

Although the first responsibility of the Archives is to assist government departments in accessing their own records, the Archives is also committed to looking after the interests of private researchers, particularly in the field of history. According to Elliot, 'the purpose for which a record is consulted frequently has little or nothing to do with the purpose for which it was originally made.'¹⁷⁸ The results of historical research can provide lessons from past endeavour for the benefit of current and future actions as indicated by Page, 'History provides the point of departure in analysing current problems.'¹⁷⁹

The National Archives encourages and popularises the use of archival materials as sources for research in economic and social development and other key issues. For example, special guides pertaining to records of local commodities such as rubber and tin are made available to researchers.

The National Archives' holdings contain information about people, organisations, politics, social and economic development and trends and historical events and thus have great research value. The Archives preserves the national heritage which is the accumulation of the

¹⁷⁸ Elliot, Clark E., "Communication and Events in History: Toward a Theory for Documenting the Past", American Archivist 48 (1985) 358.

¹⁷⁹ Page, 171.

people's history, beliefs, customs and traditions.¹⁸⁰ The records also document the identity, legal rights, privileges, entitlements and responsibilities of individuals and organisations. They are sources of evidence of birth, death, marriage or citizenship or pension and other entitlements. The interests of individuals and the nation are preserved in the Archives. As Rhoads indicated, 'As a source of national history the archives can become a powerful influence in fostering a people's understanding of itself and in creating a sense of national identity.'¹⁸¹

The range of subjects which can be pursued is as wide as the range of records held and the imagination of the researchers. An examination of the search room register and discussions with search room staff indicate that lecturers and university students, who form the greatest number of users among the private researchers, tend to pay more frequent visits to the Archives and consult a greater number of records on an average visit than non-academic users. Seventy-seven percent of the respondents indicated that their research was for academic purposes, such as for academic publications, theses or project papers. The others were carrying out research for media programmes, commercial or genealogical projects.

The survey findings showed that 56% of the respondents used archives for studying social and economic

¹⁸⁰ Zakiah Hanum Nor, "Looking Into the Past For the Future", Bulletin of the National Archives of Malaysia, 21 (1991) 75.

¹⁸¹ Rhoads, 3.

history, 11% education, 10% literature, six percent trade and industry, five percent genealogy, three percent architecture and two percent each for agriculture, economics, geography, engineering and social studies (see Graph 7.2). This range of use of archives highlights the importance of the materials for research.

However, the bulk of research in the Archives is broadly historical in character and is particularly concerned with social history. Research on social history is mainly by lecturers and university students who are, on the whole, from university history departments, as confirmed by the search room registration forms.

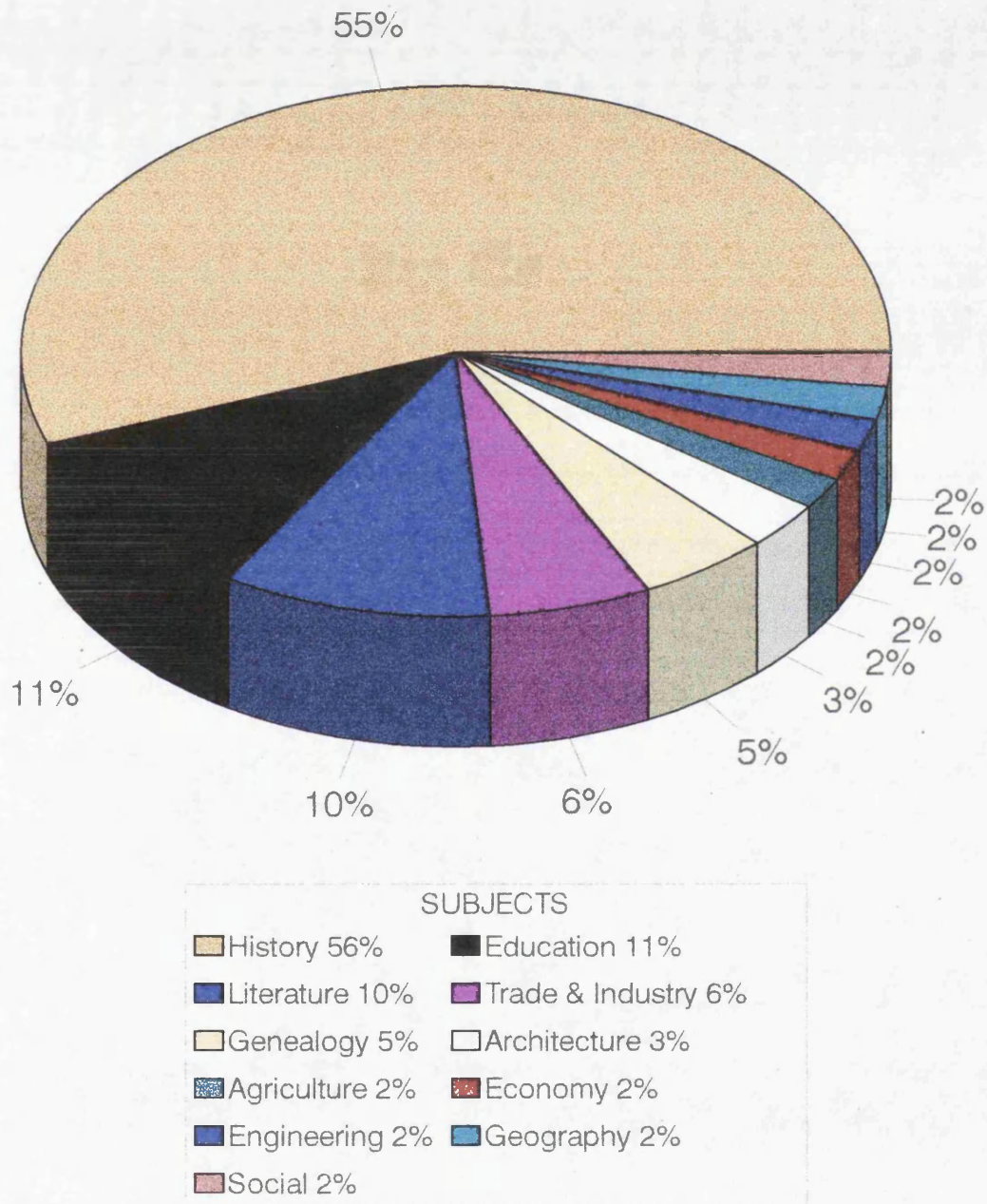
Although 89% of the respondents found the archives useful in their research, eight percent thought otherwise, stating that the Archives did not have the materials for their specific subject. However, an encouraging 95% of the respondents intend to come again to do research. The other five percent had reservations about the service provided and complained about the excessive red tape hampering access to materials.

The period of time private users spent at the Archives varied according to their research objectives. Forty-nine percent did short-term research, 29% long-term research and 22% occasional research¹⁸². The researchers

¹⁸² Short-term research refers to regular research over a short period of time (usually less than a year), such as history projects by second year university students, dissertations by final year university students etc. This type of researcher usually takes time to visit the search room again in the future.

Long-term research refers to research over a long

USES OF ARCHIVAL MATERIALS BY PRIVATE RESEARCHERS NATIONAL ARCHIVES OF MALAYSIA 1992



GRAPH 7.2

used various types of records. Twenty-seven percent used reports, 26% official publications, 18% correspondence, 13% audio-visual materials, 10% cartographic records and the rest referred to theses, library books, manuscripts and newspapers. During the survey, researchers did not consult private records of business, voluntary organisations, or royal archives. The Archives' policy of acquiring records from private sources has not proven successful in attracting research use.

Research would contribute more significantly to national development if the results were published more often and were more easily available to the public. However, the survey showed that 89% of the respondents did not publish their work. The works that were published covered such topics as socio-economic history, political history and the Malay film industry.

7.6 RESEARCH PROSPECTS

The Archives holds vast amounts of information which can be used by researchers to produce significant research work for the benefit of the nation as it moves

period of time (usually more than a year), such as research by postgraduates students or lecturers, research by would-be book writers etc. This type of researcher can be seen regularly visit the search room for few years.

Occasional research refers to research being conducted from time to time or not regular, such as case-study research by private investigators, research looking for certain evidence by lawyers etc. This type of researcher usually visits the search room again with different topics of research.

toward the next century. It is important that historians and scholars do not neglect archival records out of ignorance of their richness and importance. A study by Miller shows that historians 'do not use as many sources as they could, or find and use records exactly as archivists would prefer.'¹⁸³ It was clear from an examination of the search room register that many of the researchers referred to the same groups of records, while many potential sources in such areas as education, agriculture and environment were not used at all. New research on these subjects could improve the quality of life of Malaysia's citizens. The actual and potential uses of these records is illustrated in Appendix 5.

These findings were confirmed when Malaysian research students carrying out studies in the fields of agriculture, education and environment in the United Kingdom were asked about their experience in the National Archives of Malaysia. Only in the subject of education had one respondent used materials in the National Archives and also at the Public Record Office at Kew. Another intends to use the records when he returns to Malaysia for his field work. The rest did not consult the materials, neither at the National Archives of Malaysia nor at the Public Record Office, and have relied on primary data from laboratory and field work and secondary data from journals, books etc. Most of them reasoned that their research was for

¹⁸³ Miller, Frederick, "Use, Appraisal and Research: A Case Study of Social History", American Archivist 49 (1986) 390.

contemporary and forecast analysis and that historical records were not relevant.

Research is a creative process. Researchers need to be prepared to consider using archival material in new ways. In agriculture, for example, archival records document changing crop patterns over time as farmers have adapted to the conditions of the soil and weather and the impact of crop diseases on food production. In relation to the study of the environment, the available records can, for example, be used to study the impact over time of flood and drought on the economic development of the country. In studying education, researchers can use the records to explore the impact of changes in educational policy over time, especially from the colonial period to the present.

Among the respondents surveyed in Malaysia, two lecturers from the University of Malaya were doing research in economic history. They represent a new trend among researchers whose writings explore past economic trends and contribute to national development. This type of researcher could make much greater use of record groups that are rarely consulted, such as import and export indices, tax registers, land property registers and business archives.

Research carried out in the Archives could also contribute to the growth of national unity. 'Malaysians still depend on writings by foreigners, such as Wilkinson and Winstedt for the study of the country's history. These writings reflect the authors own ideas,'¹⁸⁴ and some are

¹⁸⁴ Zakiah Hanum, personal interview, 5 September 1994.

biased and reflect colonial ideology. Research based instead on primary sources could provide the basis for works that could be used to educate and foster harmony and solidarity among the people.

Researchers could, for instance, make greater reference to sources for demographic history, such as census, electoral registers, government and army staff lists and birth-marriages-deaths registers. There are large quantities of these records in the Archives which could be used in nationally significant demographic studies of socio-economic and ethnic groups in Malaysia's plural society and of the economic status of the population. In the past, these have rarely been consulted except for limited genealogical or biographical research. Their wider use for research could promote the cultural and moral values that are required in the future as the country becomes developed.

The greatest challenge to the Archives comes from social historians, who are beginning to adopt fresh approaches to historical research by using new kinds of source materials and taking a different approach to social inquiry and interpretation. Many of them are now conducting their own surveys and interviews.

Moreover, as more and more researchers are tending to focus their attention on recent events and developments, there is pressure on the Archives to make its records available sooner. Unless there is a change in the Archives' Act to lower the 25 years access to public

records, these researchers will not come to the Archives, and will use sources such as published reports, newspapers and journals which are available elsewhere, or conduct interviews to gather information. As two Malaysian academics noted on the freedom of information in Malaysia and on the role of the National Archives in providing official records for research, 'In practice it is extremely difficult to gain access to official documentation and information in Malaysia.'¹⁸⁵

The low usage of records held in the Archives makes it imperative to find new means of promoting their use for research. There is a need to systematically acquire records of permanent value to the nation and to make them accessible at the earliest possible date if the Archives is to maintain and improve its credibility as a resource centre for research in nation development.

7.7 STRATEGIES FOR THE FUTURE

Better training is needed for both archivists and potential researchers. In addition to their professional training, archivists need training in how to interact with researchers. They need to broaden their knowledge of researchers requirements so that they can be of greater assistance to the researchers in identifying relevant

¹⁸⁵ Ahmad Mahzan Ayob and Wong Tuck Cheong, "Access to Government Information", in Oli Mohamed, ed., Formulating a National Policy for Library and Information Services: The Malaysia Experience (Petaling Jaya: Pelandok Publications, 1988) 27.

materials. They should also anticipate a new type of researcher who is likely to be trained in the use of computers from an early age.

Researchers need to learn how to do research in the Archives. In the History Department of the University of Malaya, there is a plan to introduce students to the use of archives as part of their training in research methodology through a 'Course on Documents'. However, the idea has not been executed¹⁸⁶. Some of the history students complete their undergraduate training without spending a single day in the search room. They cannot then be expected to know how to use archival material for postgraduate research. Moreover, as archival research is time-consuming, students tend to select dissertation subjects which can be studied using secondary sources that are available in libraries. Even in postgraduate programmes, for instance the one at the Education Faculty of the University of Malaya, research methodology is taught without actually using archival materials¹⁸⁷.

If the universities are not taking steps to train their students in using the archives, the Archives should take the initiative to train the students as researchers. The Archives should view the training of researchers as a challenge. It should encourage academics and university students to use archival materials in a wider range of

¹⁸⁶ Abdul Azmi Abdul Khalid of the History Department, University of Malaya, personal interview, 12 July 1994.

¹⁸⁷ Ibrahim Hashim, Dr., Education Faculty, University of Malaya, personal interview, 16 March 1995.

studies and fields. Dialogues, seminars and talks with the academics and students would undoubtedly be useful steps towards narrowing the gap in understanding between the archivists and the users.

There is currently a shortage of specialists in many subject areas in Malaysia. The National Archives can contribute significantly to nation building by assisting researchers in various areas of study, not merely social history, but also, for example, in developing areas of specialisation in agriculture and economics. As the nation develops in the period leading to the year 2020 and as the number of specialists grow, the Archives must ensure that it is able to serve these groups who must in turn be able to utilise archival materials effectively.

CHAPTER EIGHT

8. SCHOOL STUDENTS

8.1 OVERVIEW

This chapter deals with changes in the curriculum for secondary schools in Malaysia which were implemented in 1989 and which incorporated the use of archival materials in the study of local history. It covers the National Archives' outreach programme whereby the Archives promotes its services specifically for students. It discusses the objectives, methodology and constraints of a questionnaire survey of students, which the researcher monitored personally in classrooms. The findings of the survey and the interviews with school teachers and educationists are discussed in a variety of different contexts. The co-operation between the Ministry of Education and the National Archives and the current use of archives in the secondary curriculum is evaluated. This chapter also looks into the difficulties facing students in using the materials and the attendant problems facing the search room staff in providing relevant services. It ends with a consideration of possible strategic changes in the Archives' educational programme.

8.2 ARCHIVES IN THE MALAYSIAN SECONDARY SCHOOL CURRICULUM

In September 1974, the Government of Malaysia formed a Cabinet Committee to review the educational

system. In 1979, the Committee issued a comprehensive report which reviewed the objectives and effectiveness of the system¹⁸⁸. In its recommendations, the Committee highlighted the need for the Ministry of Education to carry out a further review of the curricula for primary and secondary schools with the aim of raising the standard of education in the country. This resulted in the implementation of the New Primary School Curriculum (NPSC) in 1983. The first cycle of execution of the NPSC was completed in 1988.

In 1989, when the first batch of pupils taught under the NPSC entered secondary school, the Ministry of Education introduced the Integrated Curriculum for Secondary Schools (ICSS), starting from Form One. The curriculum at secondary school level was revamped in line with the recommendations of the 1979 Cabinet Committee Report¹⁸⁹ and within the framework of the National Education Policy (NEP) and the projected needs of the country.

The new curriculum marked a departure from the traditional way of learning, which in the past had been concentrated mainly in the classroom and depended almost

¹⁸⁸ Malaysia, Ministry of Education, Report of the Cabinet Committee to Review the Implementation of Education Policy (Kuala Lumpur: Berita Publishing, 1985) 1.

¹⁸⁹ Malaysia, Ministry of Education, The Integrated Curriculum for Secondary School (ICSS) (Kuala Lumpur: Ministry of Education, 1989) 1.

exclusively on the teachers giving lessons¹⁹⁰. It was felt that this style of education put too much emphasis upon memorising factual knowledge to the exclusion of helping students to gain a true understanding and interest in the subjects taught.

The new secondary school curriculum, which is still in use, provides students with a broader school experience and includes learning processes both inside and outside the classroom. It also seeks to prepare students for tertiary education. The main objective is to produce individuals who are intellectually, physically, emotionally and spiritually balanced and functionally literate by giving them confidence, support and motivation¹⁹¹.

This curriculum is divided into two levels, one for the lower secondary and one for the upper secondary. Subjects are categorised as core and additional. Elective subjects are added especially at the upper secondary level. History is one of the core subjects for both levels, and students are given the opportunity to experience using primary and secondary sources. The justification in making history a compulsory subject is the need to instil in the students a sense of belonging, solidarity and loyalty to the country, as well as a feeling of pride in being a

¹⁹⁰ Hussein Haji Ahmad, Dr., Director of the Educational Planning and Research Division, Ministry of Education, Malaysia, personal interview, 4 September 1994.

¹⁹¹ Malaysia, Ministry of Education, Integrated 2.

Malaysian¹⁹². It is also to prepare them to be good citizens, disciplined, diligent and productive. A senior educationist noted, 'The study of history emphasises values that will nurture and strengthen the spirit of citizenship.'¹⁹³ This is important in preparing them to become part of a progressive and caring society.

The history curriculum helps to develop the students' critical thought process to enable them to analyse, synthesize and evaluate facts, statements and events. It also gives them training in generating constructive and useful opinions and ideas and in drawing conclusions. It includes a local history component in order to provide them with a broader understanding of the nation's history. The study of local history is carried out in the form of research projects and is aimed at giving the students direct contact with their own local history. The study covers the history of places, sites, buildings, prominent figures and significant events, with an emphasis on the immediate locality and on ensuring easy access for the students.

The history project for Form Three is carried out during one of the three periods allotted to history per week and contributes 30% to the total mark for history in

¹⁹² Salbiah Ismail, 'The Role of Archives in Enhancing Learning and Teaching History in Malaysian Secondary Schools', paper to SARBICA Seminar of the Role of Archives in Education, Kuala Lumpur, 12 - 14 July 1993.

¹⁹³ Aidah Abd. Ghani, 'Oral History in the Malaysian Secondary School Curriculum', paper to ASEAN Colloquium on Oral History, Kuala Lumpur, 10-14 June 1991.

the National Certificate of Education or 'PMR'¹⁹⁴. The emphasis of the project is on training students in acquiring information. The training is intended 'to prepare the students to articulate, to organise information and to use it in a coherent methodological manner.'¹⁹⁵ The students are evaluated and assessed either individually or in team work. The final product is a report which each student presents in the classroom, in front of the other students and their teacher.

In carrying out the study, students are encouraged to use oral history techniques. They can interview anyone who will give a personal account of any topic they choose. The students are taught to treat all information they gather with caution, as inaccuracy, distortions and non-factual information can occur within the oral source. This helps them evaluate information and distinguish fact from fiction.

The students are also encouraged to do documentary research by referring to resource materials kept either by schools or at resource centres, such as libraries or archives at district, state or national level. The strategies or techniques the students use, whether discussions, interviews, documentary research, visits, observation or field work, depend on the topic chosen.

In carrying out the project, the students are

¹⁹⁴ 'PMR' stands for '*Penilaian Menengah Rendah*', an examination for lower secondary students before entering the upper secondary level.

¹⁹⁵ Hussein, personal interview, 4 September 1994.

guided by their teachers, who, before assigning the topics for the projects, take into consideration the students' interest and ability. The availability of relevant materials for research is the most important fact for the teachers' consideration. The teachers must set guidelines so that students can enjoy the project and be encouraged to participate actively in its success. The teachers act as facilitators and resource persons to whom the students may refer. They are expected to motivate the students but not to punish them if they are unable to locate the necessary materials.

With the introduction of the projects, there has been a great increase in the use of source materials, especially primary or archival materials, in the teaching and learning of history. The teachers and the students acquire knowledge through close contact with the subject rather than considering it in the abstract¹⁹⁶. From the sources, the students can learn about and understand the historical development of the country, the historical aspect of the changes in the country's economic, demography and social environment.

Parents also play an important role in the success of their children's education. Before each project begins, the parents need to indicate that it has their support, co-operation and consent. Some students, especially those in Form One in the 12-year-old age group,

¹⁹⁶ Maharom Mahmud, Assistant Director, Curriculum Development Centre, Ministry of Education, personal interview, 11 September 1994.

have chosen to interview their own parents to learn about their family's history and to find out about their achievements and contributions to society.

To demonstrate how important the history project is, some parents go to the Archives to do research on behalf of their children. Diligent students and parents want to ensure good results in the project. For some parents, the visit to the Archives is a new experience and this has, inadvertently, resulted in the addition of new and potentially serious researchers.

The use of primary sources in the project has meant that the National Archives, as the custodian of national heritage, has had to begin playing an important role in education and this involves close interaction with the students. The presence of a large number of students in the National Archives especially during the first and last quarters of a year coincides with the first week of the school academic year, which begins in December. This is the time when the project starts and this period of peak use continues for between nine and ten weeks. The archivists need to organise programmes for the students in order to give them the opportunity to use the archives effectively and to facilitate their understanding of Malaysian history through the use of these materials.

8.3 ARCHIVAL OUTREACH PROGRAMMES FOR SCHOOL STUDENTS

Among the Prime Minister's aspirations for

Malaysia in the year 2020 is that it should be a scientific, progressive and caring society. Education is to play an important role in ensuring that the Malaysian society has sound morals and ethics. The concept is that if students could learn to co-operate in schools, they might have a better chance of learning to co-operate in a larger and more complex society. Every educational institution in Malaysia thus has a duty to equip students with the elementary skills to make them effective as members of a society with the ability to present ideas orally and in writing; the ability to work with people; and the ability to shape and direct their own work and career.

The National Archives is an institution with a cultural mission and it seeks to contribute to this wider educational objective. Its use is no longer limited to scholarly research and public administration, but has been extended to include school students. As Eckhart Franz notes in a RAMP study, 'Communication should not be restricted to the rather narrow circle of administrators and academic researchers.'¹⁹⁷

The use of archival materials by students is not merely intended to increase the present number of users. The main purpose, along the lines suggested by Cook¹⁹⁸, is to ensure a future clientele of skilled adult researchers, to awaken in young people what will hopefully turn into a

¹⁹⁷ Franz, Eckhart G., Archives and Education: A RAMP Study With Guidelines (Paris: UNESCO, 1986) 9.

¹⁹⁸ Cook, Michael G., "Teaching with Archives", International Journal on Archives 1 (1980) 27.

lifelong interest in archival sources and to encourage young people to appreciate the value of original materials.

To achieve this goal, educationists, teachers and archivists need to work together and develop a programme that benefits the students. To the National Archives staff, using archival materials is not only seen as a supplement to the traditional textbooks or a method of replacing the textbooks with original sources; it is considered to be a means of engendering in the students a love of the materials, of studying new subjects by using new approaches and of learning to love and value Malaysian history, so as to prepare them to become members of a responsible society.

This is what the outreach programme of the National Archives of Malaysia is hoping to achieve. In recent years, the Archives' programmes have reached beyond its usual clients: university students, lecturers and historians. Some of the new programmes are specially designed for school students. When these programmes were first introduced in the early 1980s, some western countries had already begun to promote the use of archival materials for students. The theme of the first International Congress on Archives in August 1950 in Paris was 'Archives and Schools', and at that time, the National Archives of Malaysia had not even been created, but France already had experience in this field.

Despite its late start in this area, the National Archives has been able to steadily increase the number of students using its facilities as visitors and as potential

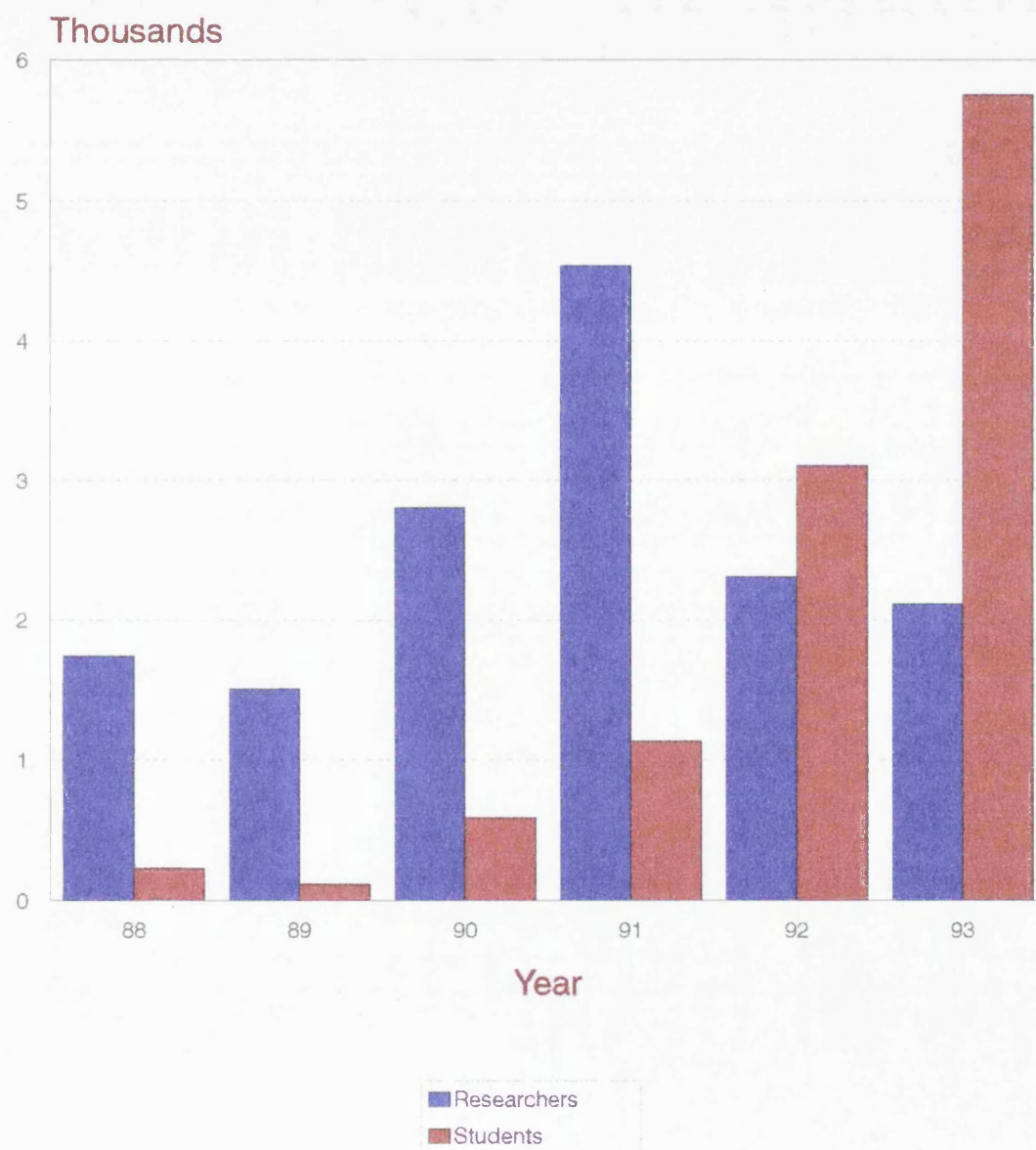
future researchers. The use of original records by these enthusiastic amateur researchers is still unusual in most regions of the world. The main factors leading to this increase are the change in the education curriculum and the painstaking efforts made by the archivists in promoting the Archives (see Graph 8.1 for the annual growth in the numbers of student users as compared to other researchers).

The change in the history curriculum to include the use of archival materials in school projects is enabling the Archives to reach the generation of the future and to prepare them for the information-rich society of the next century. The Archives is encouraging students' active interest in archival materials and is slowly shedding its image of being solely a repository for old government records. It is instead beginning to be considered a nation-builder.

In the early 1980s, the National Archives made a plan to set up 'archives corners' in schools in order to raise students' awareness of the importance of documents and to encourage them to preserve documents for research purposes. The aim was to encourage students to collect documents about their schools and activities and to set up their own mini-archives. However, the plan did not materialise. There were not enough Archives staff to carry it out, the budget was insufficient, the schools were not prepared, there was no urgency to set it up and most importantly, there was no discussion and co-operation between the Archives and the education authorities.

RESEARCHERS AND STUDENTS

NATIONAL ARCHIVES OF MALAYSIA 1988 - 1993



GRAPH 8.1

In 1985, with the cooperation of the Ministry of Education, the Archives initiated a pilot 'Prime Quiz' project for secondary schools around Kuala Lumpur. The response was positive and the quiz programme was extended to national level in 1986 and became an annual outreach programme for students. The quiz focuses on the lives of the present and former Prime Ministers and Deputy Prime Ministers of Malaysia and the administration during their time in office. Questions are set, based on the materials gathered in the Archives and the exhibits in the Prime Ministerial Memorial. Participating students are required to study the subjects involved. In so doing, they become knowledgeable about the statesmen's lives, thinking and ideas, and they gain awareness of the development of the country.

Also in 1986, at the Declaration of Independence Memorial in Melaka, the Archives organised 'the Independence Quiz', which concentrates on the national struggle which led to independence in 1957. It also organised dialogue sessions in the Independence Memorial's conference room for secondary school students, college students and a panel of speakers comprising educationists, lecturers, historians and people knowledgeable on specific topics concerning the theme of independence. The sessions expanded the students' awareness and understanding of the matters discussed, and the panel was there to throw light on the issues raised. The students' responses indicated that some of them had been diligent about doing background

studies in preparation for the dialogue. The programmes and the materials exhibited in the Memorial have attracted a large number of visitors since its opening in 1985. By August 1993, 5,060,527 visitors, many of them students, had visited the Memorial.

Another initiative by the Archives, in 1987, involved creating a special programme '*Sekali Peristiwa*' [Once Upon An Event] for students which was broadcast for 52 weeks on television. The archivists researched and prepared the scripts in the form of questions and answers. The programme involved narrators and an audience of about five students, who were the interviewers. The narrators had been personally involved in historical events which include themes such as the Japanese occupation, the state of emergency and the independence struggle. Using a traditional oral story-telling technique, one narrator in each serial recounted his/her experience to the students and this informal way of learning history fostered an enquiring attitude in the students¹⁹⁹.

Guided tours and visits by students to the Archives are common and provide another means of getting the students interested in the Archives. The Archives' aim is to acquaint and familiarise them with the layout and facilities. This serves as an orientation programme for school projects or more intensive future research projects. Many of these visits are made during school term breaks. On

¹⁹⁹ Malaysia, National Archives, 'Outreach Programmes', 10.

arrival at the Archives, visitors are briefed by the Public Relations Unit's staff and given leaflets and brochures on the Archives' services and activities. They are shown around the search room, repository, exhibition and conservation work areas. These introductory visits demonstrate archival work and archival materials, and thereby help to expand the students' knowledge of the Archives.

The Archives' educational programmes and the change in the school secondary curriculum have drawn many students to visit and to do their school projects in the Archives. These programmes serve the Archives' objective of disseminating information for the benefit of the younger generation and have gradually generated the students' interest in using archival materials.

8.4 THE SURVEY

In order to explore the students' response to their use of the Archives, a questionnaire was designed specially and handed to 100 students from three schools in May 1994. These students had used the Archives' search room to do their school projects in 1992 and 1993 (see Appendix 9 for questionnaire 4). The schools, all in Kuala Lumpur, were selected at random from the Archives' register. Initially, 37 schools from Kuala Lumpur were identified from the register. Each school's name was written on a separate slip of paper and the slips were placed in a

container. The researcher shook the container and selected three names: the Bukit Bintang Girls School, Convent Bukit Nanas Girls School and Jalan Ipoh Secondary Girls School. The 100 students chosen by their teachers were from Form Two to Form Four in the secondary classes.

The objective of the survey was to gather information as a basis for evaluating the uses of archival materials by students in their school projects. The aim was to assess the extent to which the National Archives plays a role in encouraging students to use archival materials in their school work.

The researcher sought the permission of the Educational Planning and Research Division of the Ministry of Education Malaysia, the Federal Territory Education Department and the respective schools before carrying out the survey. One of the conditions in conducting research involving school students is that a researcher, after completing the study, has to deposit a copy of his/her thesis to the Educational Planning and Research Division of the Ministry of Education.

With the introductory letters from the Education authority, the researcher received full co-operation from the schools. As the researcher monitored the survey herself at the schools, the response was very good. Furthermore, the survey was conducted after the school term examinations and on the last week of the term, which means teachers and students have time to co-operate with the survey. Thirty-five girls from each school filled in the questionnaire.

Since only 100 questionnaires were needed, the extra five were taken out. This is the only target group where a 100% response rate was achieved.

Five teachers from the schools and two officers from the Curriculum Development Centre and the Educational Planning and Research Division of the Ministry of Education were interviewed to gather more information about the use of archival material in school projects. The teachers were interviewed on the same day after the students had filled in the questionnaire. Two of the teachers from one school volunteered to answer the interview questions in writing because they were not available to be interviewed on the same day. At the end of the week, the researcher made a second visit to the school to collect the answers. The interviews with the Education officers were held in September 1994 (see Appendix 15 for interview questions).

8.5 THE EFFECT OF THE INTEGRATED CURRICULUM FOR SECONDARY SCHOOLS (ICSS) ON THE ARCHIVES SERVICE

When the ICSS was first introduced, the education authority went 'a little too fast and one step ahead'²⁰⁰ of the Archives in including the use of archival materials in the history syllabus. The initial result, as described by Dato' Zakiah Hanum, the Director General of the National Archives was 'a little bit disorderly and chaotic.' The education authority did not consult the Archives before

²⁰⁰ Zakiah Hanum, personal interview, 5 September 1994.

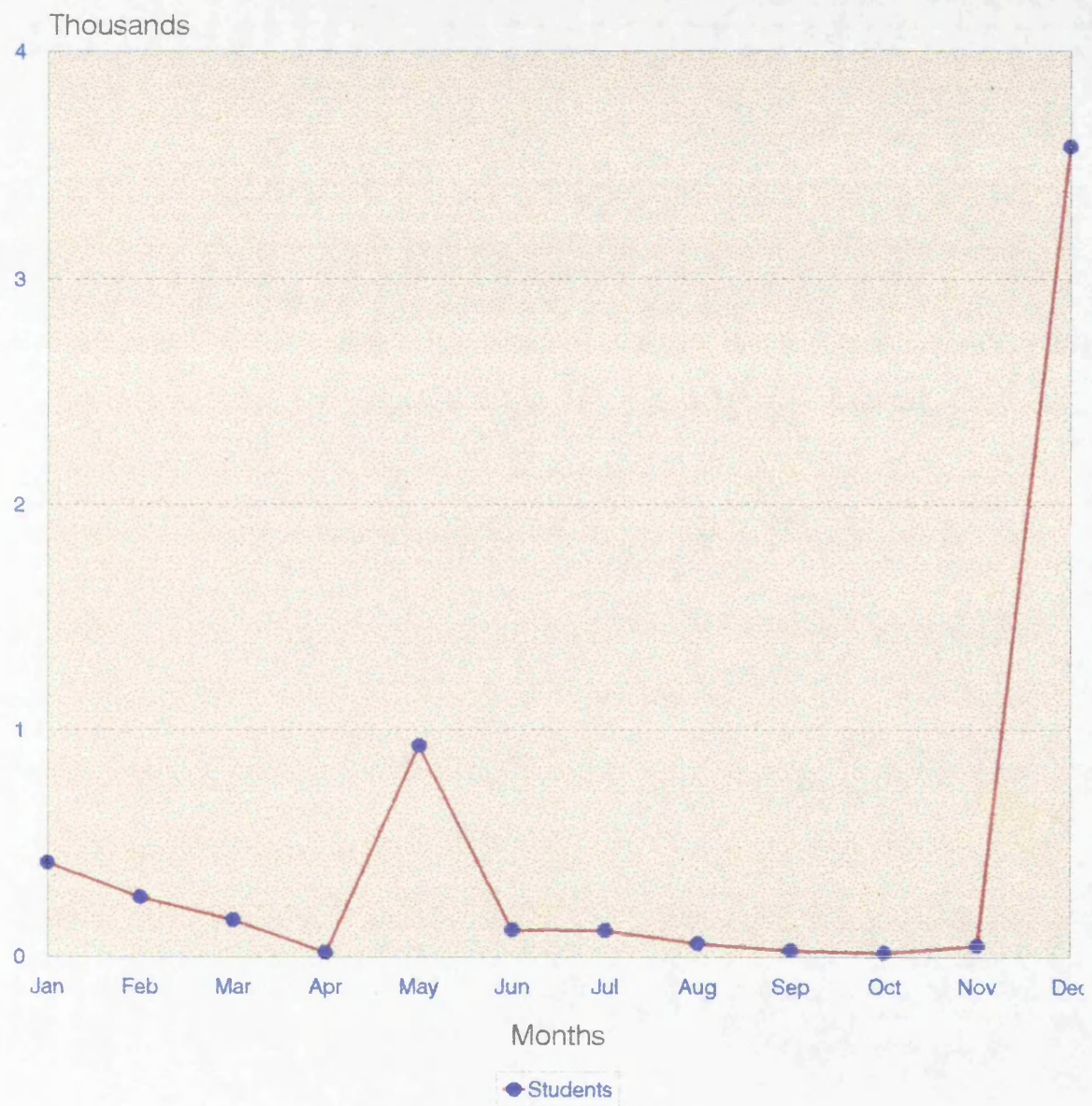
deciding to using archival sources in the teaching of history in schools. The implementation of the new history curriculum was carried out in such a way that the Archives was taken by surprised by the large number of students turning up on its doorstep.

The arrival of students in the search room gave quite an impact on the reference service, in spite of the fact that they only spent few days of work in the Archives. From the survey findings, 73% of the respondents made less than 5 visits, 19% between 5 to 10 visits and the rest made between 10 to 20 visits to the search room.

The National Archives is not designed to cope with large numbers of students at one time, nor is it equipped with facilities and special rooms for them. Some of the students were unable to enter the search room as it was full. Some even had to sit on the floor as the number of seats were insufficient. The search room, which was designed for 250-300 researchers at one time, was filled with more than 500 students a day (see Graph 8.2 for students' attendance in 1993).

Once the project got underway, over-emphasis on the projects by some of the teachers continued to create problems for the archivists, who have found it difficult to cope with the numbers and the increasing demands upon their services and expertise. The shift in the approach to history teaching has also caused anxiety for the teachers. Many were used to the old education curriculum and found it difficult to adapt their teaching technique.

**STUDENTS' ATTENDANCE AT THE NATIONAL ARCHIVES OF
MALAYSIA**
1993



GRAPH 8.2

The improper preparation for the students' projects in the Archives has placed a burden on the search room archivists. During the early stages of the new programme, the archivists found that some of the most sought after materials were either missing or damaged. Even today it is impossible for the archivists to serve the large numbers of students who come with little or no preparation. The teachers tend to expect the Archives staff to take over their duties, not really recognising that the staff also have other users to serve. Fifty-six percent of the respondents came to the Archives without knowing anything about the materials and 82% indicated they were not aware about the Archives' reference regulations.

In the first quarter of a year, the peak time of the school projects, a large number of students occupy all the seats in the search room, and this disturbs the concentration of other researchers. During the study it was observed that very few researchers work in the search room when there are many students there. The archivists are thus faced with a conflict of priority in serving the search room users. Some students have complained that they did not receive enough attention from the Archives staff and that this has discouraged them from doing their projects in the search room. In fact, 57% of the respondents complained of an inadequate introduction.

As already noted, the use of archives in education requires the co-operation of teachers and archivists. One cannot act successfully without the other.

Only with understanding will there be communication between the teachers and archivists. They must find time to build bridges and learn to co-operate²⁰¹.

The archivist does not replace the educator²⁰² but can be a successful facilitator. In fact, 33% of the archivists who completed the questionnaires distributed for this study indicated that they enjoy assisting students. The students observe the regulations and as individuals they do not make excessive demands on the Archives staff.

As for the teachers, they cannot be archivists. The teachers need to consult the archivists and to become familiar with the materials, to consider the subjects to be covered and to understand the Archives' research regulations before sending their students on field trips and visits.

Until 1992, the National Archives had no direct involvement with the Malaysian education system. The archivists simply served students when they turned up at the search room. In 1993, the Archives worked out a programme for interacting with schools and ensuring that students use the archival materials in an orderly and organised manner. Meetings and discussions are now being held between the Archives' staff and people from various divisions of the Ministry of Education to plan a way to

²⁰¹ Watson, Rachel, 'Archives in Education', paper to SARBICA Seminar on the Role of Archives in Education, Kuala Lumpur 12-14 July 1993.

²⁰² Watson, Rachel, 'Archives and Education', paper to SARBICA Seminar on the Role of Archives in Education, Kuala Lumpur, 12-14 July 1993.

address the present situation.

One suggestion is for the school authorities to appoint a few people, either teachers or students, to go to the Archives and select the materials for their projects. The school authority would inform the archivists in advance of the topic in which the teachers and the students are interested. The archivists would identify the groups of records from which the representatives could choose and make copies which could be taken back to the respective schools. This arrangement would ensure that the materials are available for students and would avoid unnecessary time and money being spent in travelling to the Archives. This would enable the archivists to improve their services, spend more time serving researchers, provide more space for researchers in the search room and provide better assurance of the safety and the longevity of the materials.

One potential drawback is that, although the students would get the feeling of the materials, they would not be able to experience the atmosphere of doing their projects in the search room. A planned visit to the Archives is necessary for the students to see the original materials and feel the atmosphere in the Archives. However, if the Archives does continue to allow students to work in the search room, it must provide a special area for them. This would separate them from the researchers, who often complain to the archivists of the noise the students make.

Another suggestion is that archivists should go to the schools and give talks to teachers and students.

This style of promotion was executed during the early 1980s to promote the Archives during the celebration of the International and National Archives Weeks.

In a study published in Archivaria, Ken Osborne noted that if Canadian archivists want more involvement in educational work, 'a good place to start is with schools, both with students and teachers.'²⁰³ Malaysian archivists should take on this idea and develop good relationships with students and teachers. They should re-introduce visits to schools, rather than waiting for the students to turn up at the search room without preparation.

The new plan would involve providing details on the facilities and services in the search room including the use of cataloguing and the indexing system. In this way, valuable time and money would be saved and frustrations avoided. Fifty-one percent of the students who responded to the questionnaire indicated that initially they found the finding aids in the search room unclear and difficult to use. Once they become familiar with the finding aids, 48% thought that they were sufficient.

Many of the students have now learned to use computers in schools or at home and know that computers can facilitate the search for information in the Archives. Some of them are familiar with the terminals at the National Library, and some respondents asked when the Archives would have something similar. There is no doubt that this demand

²⁰³ Osborne, Ken, "Archives in the Classroom", Archivaria 23 (1986-87) 18

will increase in the future, and the ultimately there may be a demand for the capability to access information about the Archives' holdings direct from the schools. The Archives hopes that the introduction of computers to assist the users at the Archives will be fully implemented in 1998. For the time being, the students need to familiarise themselves with the manual finding aids in the search room.

Not only do the archivists need to visit the schools to explain the use of the archives, but the teachers also need to understand the system before sending the students to the Archives. Two of the history teachers interviewed in May 1994 had no idea about the nature of the Archives' holdings despite the fact that they asked their students to use the records there. This situation is understandable, for the old system of education never afforded students or teachers the opportunity to use archives during their school days. Nor was this covered in the college teaching programme.

Nevertheless, this situation cannot be allowed to continue. Teachers must make an effort to visit the Archives and get to know what types and groups of records are available. They need to know how the records are catalogued and indexed and to familiarise themselves with the procedures for research in the Archives.

The local inspectorates and curriculum officers who visit schools have observed that the new emphasis on local history has been well-received, not only by students and parents, but also by teachers who are directly involved

in the projects²⁰⁴. Students now carry out projects systematically and within the stipulated time. An educationist reported that their project work has helped to develop their confidence, independence, self-motivation and self-esteem²⁰⁵. These encouraging results should be an incentive to educationists to extend this new approach to other disciplines, such as geography, economics, science and languages (see Graph 8.3 for the percentage of subjects using materials in the Archives).

The success of the programme should motivate the archivists to continue to improve and extend their services. However, the planning for an expanded programme must be carried out through an appropriate curriculum committee or advisory group which meets and discusses new initiatives with the policy makers of the Ministry of Education.

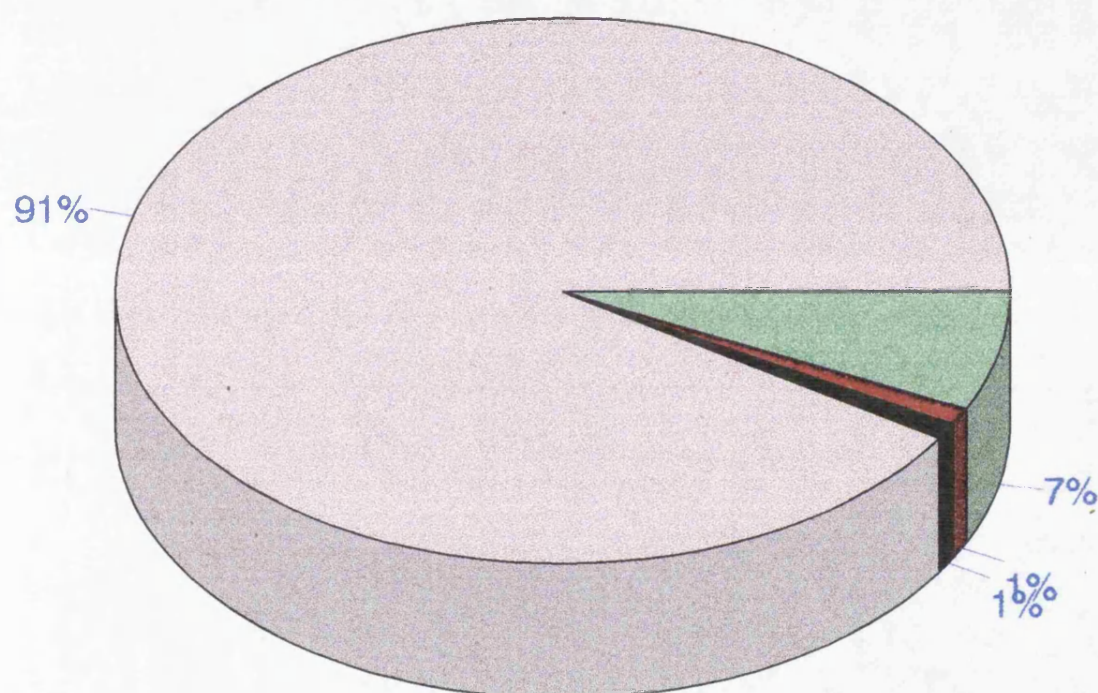
8.6 STUDENTS AND ARCHIVISTS: THE RELATIONSHIP

The increasing number of students using archival materials does not necessarily ensure that the students are able to evaluate the significance of the materials. Whether or not the students are capable of carrying out research in the future is very much dependent on other factors. These include the quality of their education; the experience, credibility and motivation of their teachers; the students'

²⁰⁴ Aidah, 13.

²⁰⁵ Aidah, 13.

USES OF ARCHIVAL MATERIALS IN SCHOOL SUBJECTS NATIONAL ARCHIVES OF MALAYSIA 1992 - 1993



SUBJECTS

History only 91% History & Quiz 1% History & Essay 1% History & Geography 7%

GRAPH 8.3

interest and skill; the awareness and concern of their parents; and the facilities and the environment surrounding their research work.

The students' response to using the materials varies. For some, using archival materials generates interest and excitement. Sixty-nine percent of the respondents indicated that they preferred using the archives to using secondary sources. Eighty-one percent managed to obtain the records and information that they needed. The survey shows that the students are quite capable of using the archives if they know how.

Not all students learn in the same way. Some like to learn through research and find it a joyful experience. Others do not like it and cannot be forced into doing the research. 'It may affect them negatively because it is an unnecessary burden and can generate unnecessary anxiety; perhaps some will approach the task with indifference, causing them to be unhappy about the process of learning.'²⁰⁶ They may use the archives only because they want to pass the exam.

Twenty percent of the students who responded to the questionnaire expressed negative feelings about their experiences. They gave various reasons: the materials in the Archives, unlike those in a library, cannot be borrowed, and most of the documents are available in only one copy; they have to wait for other students to finish using the materials and the time available for their

²⁰⁶ Hussein, personal interview, 4 September 1994.

projects in the search room is limited; and photocopying of documents is quite costly (each copy costing 50 cents). Seventy-eight percent of the respondents said that the charges were high. They had to spend their own money or their parents' money to get facts from primary sources. Furthermore, the students in the districts have to travel to the town where the Archives are located.

In one case, a desperate student sought to overcome this problem by 'borrowing' a published document to duplicate, because he did not bring enough money to pay for the copies in the Archives²⁰⁷. This was possible because there were no security officials to check any papers taken out from the search room, and security of archival materials in the search room is another area which the archivists needs to strengthen.

Where access to archival material is difficult, other sources such as books may be used. The ICSS does not insist that only archival materials be used. The survey showed that in addition to the original sources, 52 percent of the respondents used secondary materials in the Archives' departmental library. The departmental library is primarily meant for staff use, but it contains quite a comprehensive collection of history books, and access is open to search room users. If the students only use secondary sources it defeats the purpose of going to the Archives. When they use them together with the archival

²⁰⁷ A search room staff revealed this incident to the researcher during interview.

sources, it can be a stimulating exercise.

Forty-two percent of the students covered by the survey came to the Archives with no knowledge of the institution, 66% were unsure of what to expect and 77% did not know how to use the archival materials. This reflects the inadequate preparation and guidance on the part of the teachers and insufficient explanation about the use of the archival materials.

Nevertheless, 83% of the respondents thought that the staff were polite, 77% said the staff were helpful and 58% said the staff offered assistance when the students were unable to find the materials, even when the search room was short-staffed and busy.

Even without organised teaching and preparation, 88% of the respondents said that working in the Archives had given them new ideas for their studies and 95% found the archives useful in their projects. Ninety-one percent of the respondents found the primary sources so useful that they wanted to come again to do research in the future.

The archivists hope that these students will be the future researchers of the Archives. The early experience with archival materials will be useful for them in the future. Training from a very early age could produce skilled researchers. As the Director General observed, after forming an opinion of a group of Form Two students who interviewed her, 'They posed fantastic and intelligent questions, and have picked up a lot, and can talk about history from the archival sources better than a B.A.(Hons)

in history.'²⁰⁸

8.7 STRATEGIES FOR THE FUTURE

One of the objectives of the Archives is to promote and preserve national and cultural identity, and the schools are preparing the students to play a role in nation-building. Together, the Archives and the schools can play an important role in shaping future generations.

The Archives' educational programme will not develop overnight and thus it should be considered as a long-term project. However, the Archives considers the programme essential if archivists are to reach their objective of fostering a knowledgable society. Archivists need to explore the possibilities of producing teaching kits based on compiled copies of archival materials, in joint projects with the Ministry of Education.

The Archives should undertake a wider range of educational activities. These could include holding exhibitions catering for the interests of the students and, in co-operation with the Ministry of Education, conducting visits to schools, supplying samples or duplicate materials to schools and making school projects much easier, not only for the students and their teachers but also for the search room staff.

The Archives should also improve its services to users. This should involve computerised finding aids to

²⁰⁸ Zakiah Hanum, personal interview, 5 September 1994.

facilitate retrieval of sources. In addition, the Archives should produce videotaped recordings that could replace the need for repeated staff explanations on the search room procedures.

Bringing students into contact with original sources, as Behr indicated, 'fosters a modern approach to the teaching of history and social sciences.'²⁰⁹ The archivists face the challenge of making the students aware of the value of the materials. Hopefully, with this awareness, the students will then go on to unearth new original sources when doing school projects. They may contribute these to their schools or even to the Archives.

There must be close co-operation between the Archives and the Education Ministry. They must develop clear, concrete strategies for encouraging students to learn more about archives and for archivists to assist the students in using records. The co-operation should start at teacher training colleges so that teachers can gain personal experience in using archival materials and in teaching students to use them. The training will provide the teachers with the knowledge of how to use archives for research before involving the students in the projects. Otherwise, the plans, strategies and approaches for motivating and developing students to become skilled researchers in the future will not become a reality.

The use of archives in education has indeed given

²⁰⁹ Behr, Hans-Joachim, "Archives and School Education - Possibilities, Problems, Limits", UNESCO Bulletin for Libraries 28 (1974) 391.

rise to problems. However, there are real advantages to increased co-operation between the Archives and the Ministry of Education for the education of students and the future of the country. In order to develop an information-rich society for the year 2020, the new educational programmes which make use of archival materials must be planned carefully. All parties concerned will need to meet more often, design action plans, formulate strategies and produce new approaches to providing information for the society. Their co-operation and understanding will lay a good foundation for success, but the output has yet to be tested.

CHAPTER NINE

9. CONCLUSION

The National Archives has broadened its role of collecting and preserving documents, to a more active one of fostering research in multi-disciplinary fields. It has always been proactive in its approach and there is a need to reinforce and strengthen this commitment. It has established its vision of becoming the resource centre for information concerning the country's social, political and economic activities. It now seeks to contribute significantly to the world of research.

The Archives must now address the challenge of fulfilling its own and the nation's visions. These two visions are closely connected. The nation is committed to ensuring the development of society in all its dimensions. Its vision is goes beyond economic development to strengthening the society by valuing its culture, ethics and religions. The vision requires a balance between the growth of the economy and the preservation of moral and social values.

Meanwhile, the Archives' vision emphasises the importance of preserving the nation's cultural heritage and at the same time fostering national development through research activities in the search room and ultimately through the electronic transfer of information. Computerisation is fundamental to the nation's vision, and the Archives is moving in this direction. It seeks a balance between developing technically and maintaining its

commitment to preserving the nation's heritage over time.

The National Archives is highly regarded internationally as being developed in terms of its programmes, its buildings and staff capacity. It can be proud of its achievements over the past 40 years, which place it in a good position to confront the challenges of the next millennium.

The National Archives' holdings are a vital resource for nation building in terms of enabling Malaysia's citizens to learn from past mistakes and to improve the political, economic and administrative direction of the country. It is imperative therefore, that the public, and especially researchers, should become better informed about the materials and services which are available.

This study has examined the role of the Archives in relation to the use that may be made of its materials for evidence and research. It has also shown that the Archives' holdings contain varied and valuable records for research. It has highlighted the ways in which these resources could be used to examine the Government's policies and actions and to study development in such areas as education, agriculture and the environment.

The principle conclusion of the study is that — although the National Archives has made great efforts in promoting its role and its resources, archival materials are not being used to optimum effect in research. The Archives needs to take new initiatives if it is to be

recognised as a resource centre for research and to ensure that its extensive holdings are as complete as possible and are well utilised. It must move from a supportive role of facilitating research to a more proactive role of generating opportunities for increasing research.

As the Archives works towards achieving its own vision and that of the nation, its organisation and resources need to be strengthened. It needs to abandon, revamp and change some of the traditional methods and concepts of archival work and to bring them into alignment with present realities. It needs to adopt new and improved approaches to its activities and services.

In its efforts to compensate for the wartime loss of records, the Archives has accumulated record holdings created by a wide range of organisations, public and private. However, it is not enough to retrieve and preserve the records; there must be strategies for collection, selection and description. The Archives must develop a systematic approach in collecting materials to ensure that a more complete record is transferred. Moreover, it is essential to ensure that the integrity of record series is preserved in order to provide useful resources for research. If the Archives is committed to ensuring the survival of a 'total archive', it must develop a strategic acquisition policy.

In particular, inconsistent attention to the intellectual control of records in special media has undermined their intellectual integrity. Despite the

requirements of different storage criteria for different media, records from the same creating agency should be linked through description. Often this does not happen. The principle of provenance is not observed and the original order of the records is disrupted. This problem must be addressed. Guidelines are needed on the acquisition of records in special media to ensure that the originals are deposited in the Archives. There is also a need for more training in the handling of special media.

These problems must be resolved so that they do not affect the way the Archives handles electronic records in the future. The Archives staff will face a major challenge in handling records generated on computers in government agencies in the years to come. They must begin now to develop the expertise to handle those records and must avoid the pitfalls of disrupting their provenance and original order because they are on a different media than the existing paper holdings. As a first step, the staff need to become aware of the issues involved in the international debate on such issues as capturing appropriate descriptive data and preservation in the Archives or in the creating agency. The Archives will need to convince the government of the importance of providing a higher budget for these activities.

The Archives must take aggressive steps in improving and ensuring the availability of information to researchers. As a first step, it should seek to develop awareness among administrators that records not only serve

their administrative need but will be used for future research. This should help to guarantee the preservation of a record of government policies as a basis for better decision-making in the future. However, even then there is a need to ensure the expeditious transfer of records from government agencies to the Archives. At present there is a large backlog of closed files in the ministries awaiting transfer to the Archives.

There is a need for a more efficient appraisal methodology to reduce the present backlog of unappraised records held in the Records Service Division and in the creating agencies. Unappraised records cannot be released to the researchers even when the records have reached the 25 years period. The present process of appraisal is cumbersome, and the role of the Appraisal Committee needs to be reviewed. If the appraisal process can be streamlined, more records can be released for research and this should help to attract greatly increased numbers of researchers.

The role of the Archives in promoting research for national development and awareness will become increasingly significant as the year 2020 approaches. Procedures and regulations governing access to archives must be liberalised. The Archives is facing difficulties imposed by the implementation of the Official Secrets Act (Amendment) 1986 and the Prime Minister's Department General Circular No. 7/1978. Its management should put pressure on the authorities, in particular the Attorney

General's Office, the National Security Office and the Prime Minister's Department to clarify the complicated issues arising from these laws. Many significant records are being withheld, which deprives researchers of access to valuable information. Red-tape and restrictions are currently discouraging some researchers from working in the Archives. Until these issues are resolved, it will be difficult to attract increased number of historians and scholars to the search room.

The very high number of users in the search room for the past five years should not be the yardstick for measuring the Archives' success in attracting researchers, as the bulk of the users are secondary school students doing school projects. The decreasing number of properly qualified and experienced researchers and the increasing number of users with no experience in archival research has resulted in a reduced amount of academic and serious research work. Government officials represent the lowest number of researchers, yet this is surely the group whose use of archival records in formulating policies would most benefit the country.

To overcome this problem, the Archives needs to adopt new strategies. This should include an aggressive outreach programme to inform government officials of the Archives' services rather than waiting for them to come to the search room. The Archives should educate government officials on the importance and significance of archival materials for research. A greater knowledge of the nature

and extent of the archival holdings and an appreciation of the value of the archival materials would help to change the officials' attitude towards archival research.

There is a need for a training module which could be added to the existing training programme for new cadets and serving officials in the public service, covering aspects of research methodology and the use of archival materials for research. The Archives and the main training institutes for administrative officers and other public servants need to cooperate in formulating curricula that will provide practical experience of using archival materials for research and thereby enhance the officers' awareness of historical information and its value in formulating policy. Cadets and serving officials need to learn to use records which will facilitate their contribution to decision- and policy-making from the earliest stage of their careers and throughout their period in service.

The survey findings show that the number of private researchers using the Archives continue to be higher than the number of government researchers and that university students and lecturers are still the most frequent group of private users. They use the materials in greater range and depth than do government officials. However, the number of private users is still not encouraging in light of the extensive record holdings available in the Archives that could be much more widely used.

Research in the Archives is time consuming and often expensive; only experienced researchers can meet the challenge effectively. At present even academics, and certainly university students, are hindered by their lack of training in historical research methods and their inadequate preparation in searching for and using primary materials. The Archives should view the training of researchers as a priority.

The Archives would do well to explore means of enhancing its links with the academic community. This could include establishing contacts with academic staff; sending representatives to visit universities to explain its services and to publicise its holdings; distributing archival publications; and conducting seminars and talks that would promote support for research in the Archives. This would help to narrow the gap in understanding between the Archives and its users and should encourage academics and university students to use archival materials in a wider range of studies and fields.

If university authorities were to require history students to carry out research in the Archives as a fundamental part of their undergraduate training, as is the case for secondary school students, they would be better prepared to carry out postgraduate research. Research based on primary sources is more authentic than that based on secondary sources, and the universities need to overcome the problem of students tending to select dissertation subjects that can be studied without using original source

materials. Lecturers can play a crucial part in developing research interests in their students, whose studies potentially can have a direct bearing on the nation's development.

As the Archives is concerned with attracting researchers in a wide range of fields, it could contribute actively to the education and training of future researchers. The high turn-out of secondary school students in the search room presents the Archives with the challenge of encouraging these amateur researchers to become professional in their approach to research. Noisy and unappreciative 14- to 15- year-old school students in the search room can be intimidating and annoying, but if the Archives is firmly committed to educating this generation of future researchers, it can make a real contribution to national development.

The present practice of serving the school students as and when they turn-up at the search room should be reviewed. The Archives' staff cannot cope with the current number of students. This situation has given rise to significant problems regarding priority of service in the search room. School students tend to be neglected in favour of more experienced users. The absence of guidelines on how to handle these amateur users has resulted in damaged or lost records, a noisy environment, unsatisfied users and over-burdened search room staff.

By taking the initiative to pre-select archival material for students, the Archives could help the students

to speed up their work and at the same time could eliminate some of the tedious duplication of effort for the reference staff on duty. This should ensure a good rapport with these potential future researchers. The Archives needs to explore the possibility of producing archives-based teaching kits in co-operation with the Ministry of Education. The kits should be based on curriculum guidelines and could include copies of original records.

A close collaboration between the Archives and the Education Ministry must be founded upon clear, concrete plans and approaches to educating students. Their co-operation and understanding will lay a good foundation for successfully motivating students, helping them to develop an appreciation of the value the archival materials and supporting them in becoming skilled researchers in the future. Teacher training colleges should include training in using archival materials. This will prepare teachers for the archival education programme and equip them to help students to use archives.

As training for researchers is important, so it is for archivists. The training programme for Archives staff is in need of review. The present training programme for professional and technical staff has many strengths but needs improvement in particular areas. Training for archival work should include using resources from the repository for research. If the staff could understand the holdings better and get experience in using them, it would be easier for them to serve the researchers. In addition to

their professional training, Archives staff need training in how to interact with researchers; good public relations would contribute greatly to the smooth relationship between researchers and staff. It is important to develop a reputation for credibility, accuracy and efficiency in the training of staff.

Better rapport between archivists and researchers will lead to improved search room services. The survey findings of all three groups of researchers show that there are flaws in the Archives' service and in its facilities. The Archives should conduct a thorough study of its users requirements as a basis for improving its reference service. The findings would provide a means of assessing opportunities for increasing the use of the archives by users of all kinds.

The present study has already provided evidence of a range of services and facilities which could be improved. For instance, videotaped recordings could replace the need for repeated staff explanations, and security systems, such as modern closed-circuit television surveillance and document checking at exits, would prevent theft and protect documents from damage. There is also an imperative to address the frequent complaints regarding the unconducive research environment. The noise created not only by school students but also by staff impacts badly on a research environment. Demands for an effective lay-out of the search room, proper accommodation for groups of school students and a proper working area for the staff should be

met.

The absence of a user-friendly system to retrieve records is the main issue raised by all researchers. The challenge posed by the increase in the number of researchers and by the diversity of research interests will create a growing demand for related information across a wide range of sources and media. The Archives must adopt a dual strategy of enhancing its existing finding aids and at the same time introducing strategies for automating them, particularly as the nation moves towards its Vision 2020.

The Archives must not be left behind in information technology. Many resource centres in Malaysia are already using computers in retrieving information. Students are taught to use computers as early as in primary school and are exposed to computer-stored information as they get older. These future researchers will be computer-literate. The information retrieval system in the Archives must be updated in readiness.

The Archives reference service is to be computerised after 1997 and this will improve the services and the usability of archival materials. The Archives should aim to provide on-line access to lists and guides in the Archives. Once agencies and universities can identify record sources in the Archives, usage will increase. Users will make better use of precious research time and funds. As on-line access opens up new possibilities for research, the Archives will face new challenges. Clearly, the Archives must reassess its role in encouraging research,

evaluate the ways it needs to improve its services and develop strategies for doing so.

Notwithstanding the Archives' enormous achievements, its efforts will be wasted if Malaysians do not or cannot use the holdings. National and international recognition of its professional services and its outreach activities will be nullified if its role in encouraging research is not taken seriously by government officials, scholars and the public.

With a vision of the role it wants to assume in the context of the 2020 programme and with a new director general to lead the way from 1995, the Archives should be in a position to provide a solid foundation for future research as befits an institution of major national significance. The former directors and directors general, especially by the energetic and renowned Dato' Zakiah Hanum, have laid firm foundations for development and achievement. Provided that the Archives can respond flexibly to the changing requirements of the society, it has the potential to move forward and play an increasingly significant role in research for economic and social development and in the preservation of the national heritage.

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APPENDIX 1

**MALAYSIA
Act of Parliament**

**No.44 of 1966
NATIONAL ARCHIVES ACT, 1966**

**PART I
PRELIMINARY**

Section

1. Short title, commencement and application

**PART II
INTERPRETATION**

2. Interpretation

**PART III
ESTABLISHMENT AND MANAGEMENT
OF NATIONAL ARCHIVES**

3. Establishment of National Archives
4. Management of Archives by the Director and powers of Director
5. Advisory Board
6. The Director may act in opposition to Advisory Board
7. Appointment of Officers

**PART IV
PUBLIC RECORDS**

8. Transfer of public records to National Archives
9. Public records to be surrendered on demand
10. No officer in any public office may destroy or dispose of public records without the authority of the Director
11. Destruction of public records
12. Access of public to public archives
13. Certified copy of public records
14. Delegation of Director's powers
15. Publication of public archives
16. Prohibition of export of public records and archives
17. Regulations
18. Penalties
19. Annual Report

**PART V
STATE ARCHIVES**

20. Establishment of State Archives

MALAYSIA
Act of Parliament

No. 44 of 1966
NATIONAL ARCHIVES ACT, 1966

An Act to provide for the custody and preservation of public archives and public records of Malaysia and for matters incidental thereto:

BE IT ENACTED by the Duli Yang Maha Mulia Seri Paduka Baginda Yang di-Pertuan Agong with the advice and consent of the Dewan Negara and Dewan Rakyat in Parliament assembled and by the authority of the same, as follows:

PART I
PRELIMINARY

1. (1) This Act may be cited as the National Archives Act, 1966, and shall come into force on such date as the Minister may by notification in the Gazette appoint, such date not being earlier than the date on which the notification is published.

Short title,
commencement
and
application

(2) This Act shall apply throughout the States of Malaya and, in respect of the public records of the Government of the Federation which came into existence on or after Malaysia Day, this Act, other than Part V, shall also apply to the States of Sabah and Sarawak.

PART II
INTERPRETATION

2. In this Act, unless the context otherwise requires -

Interpreta-
tion

"Director" means the Director of National Archives;

"Minister" means the Minister charged with responsibility for public archives and public records;

"National Archives" means the National

Archives of Malaysia established under this Act;

"Public Archives" means -

a) public records -

i. which are more than twenty-five years old;

ii. which are specified by the Director as being of enduring national or historical value or both; and

iii. which have been transferred to the National Archives or any such place as the Director may from time to time direct; and

b) any document, book or other material acquired for the National Archives by the Director;

"Public office" means any department, commission, board, corporation, agency, local authority, or any other office of the government of the Federation or of any State, and includes or excludes such office or corporation or other body as the Yang di-Pertuan Agong may, by notification, published in the Gazette, declare to be a public office;

"Public records" means papers, documents, records, registers, printed materials, books, maps, plans, drawings, photographs, microfilms, cinematograph films and sound recordings of any kind whatsoever, officially received or produced by any public office for the conduct of its affairs or by any officer or employee of a public office in the course of his official duties.

PART III ESTABLISHMENT AND MANAGEMENT OF NATIONAL ARCHIVES

3. There is hereby established a National Archives of Malaysia wherein shall be stored and preserved public archives and which is hereby declared to be federal.

Establishment of National Archives

4. (1) The National Archives shall be

Management

managed and controlled by the Director of National Archives who shall be appointed by the Yang di-Pertuan Agong; and for the purpose of such management and control; it shall be the duty of the Director -

of Archives by
the Director
and powers of
Director

a) to describe and arrange all public archives;

b) to provide facilities for research and reference;

c) subject to the terms and conditions on which they are acquired, to reproduce or publish any public archives;

d) to examine any records in the custody of a public office and to advise such office as to the care and custody of such records;

e) to accept and preserve any records which are transferred to the National Archives;

f) at the request of any administrative head of a public office, to return to that office for such period as may be agreed upon between the Director and the administrative head and subject to such conditions as the Director may prescribe, the public records transferred from that office to the National Archives;

g) to acquire by purchase, donation, bequest or otherwise any document, book or other material which in the opinion of the Director is or is likely to be of enduring national or historical value; and

h) to perform such other function as are necessary for the purpose of the said management and control.

(2) The provisions of paragraph (f) of sub-section (1) shall not be taken to require the Director to return any public records the conditions of which does not warrant their removal out of the National Archives.

(3) Nothing in this section shall be deemed to authorise the Director to inspect the contents of any public records that are

secret or confidential except with the consent of the administrative head of the public office having the custody thereof.

5. (1) For the purpose of advising the Director on the carrying out of his functions under this Act, there shall be established an Advisory Board consisting of a chairman, the Director and five other members to be appointed by the Minister.

Advisory
Board As
amended Act
A 85 dated
10.9.71

(2) The Board shall advise the Director on such matters as the Director may from time to time refer to it and on such matters as the Board may think fit.

(3) Three members of the Board shall form a quorum.

(4) The Board shall determine its own procedure.

6. (1) The Director may, after consultation with the Minister, act in opposition to the advice given to him by the Advisory Board, if in any case he shall think fit to do so; but in such case -

The Director
may act in
opposition
to Advisory
Board

a) he shall record fully in writing, for inclusion in the minutes of the proceedings of the Advisory Board, the grounds and reasons for this decision; and

b) it shall be competent for any member of the Advisory Board to require that there shall be recorded in the minutes aforesaid any advice or opinion that he may have given upon the question in dispute, and the grounds therefor.

7. The Minister may from time to time appoint such officers as are necessary to assist the Director in the carrying out of his functions under this Act.

Appointment
of officers

8. (1) Any public records which are more than twenty years old, and any non-current public records which in the opinion of the Director are of sufficient value to warrant their preservation, shall be transferred to the National Archives.

Transfer of
public
records to
National
Archives. As
amended Act
A 85 dated
10.9.71

Provided that the Minister shall have the power to withhold public records containing

secret and confidential information from being transferred to the National Archives.

(2) It shall be lawful for the Director to defer the transfer of any public records to the National Archives where he is satisfied that by reason of the nature of the records the immediate transfer would unduly prejudice the administration of any public service or would not be in the public interest.

9. (1) Any person having possession of any public records shall on demand in writing by the Director, deposit them in the National Archives (whether it came into his possession before or after the passing of this Act).

Public records to be surrendered on demand

(2) Nothing in this section shall be deemed to authorise the Director to demand the surrender of any public records that are kept in any public office of any State Government except with the consent of that Government.

PART IV PUBLIC RECORDS

10. (1) No person shall without the consent of the Director destroy or otherwise dispose of, or authorise the destruction or disposal of, any public records which are in his possession or under his control.

No officer in any public office may destroy or dispose of public records without the authority of the Director

(2) Any person intending to destroy or dispose of or to authorise the destruction or disposal of any public records shall first notify the Director of the said intention and shall in such notification specify the nature of the public records in question.

(3) The Director may inspect any public records specified in any notification under sub-section (2) and shall if he requires such public records to be made available to him, inform the person making such notification of such requirement; and such public records shall be made available to the Director.

11. The Director may authorise the

Destruction

destruction of any specified classes of public records which - of public records

a) by reason of their number, kind or routine nature do not in his opinion possess any enduring value for preservation as public archives; and

b) are not required for reference purposes in any public office after action on them is completed or after expiration of such period of years from the date on which action on them is completed as may be agreed upon between the director and the administrative head of that public office.

12. (1) Subject to the condition under which any public record is made available or is deposited in the National Archives, public archives shall be made available to the public for the purpose of reference or research, in accordance with any regulations made under this Act. Access of public to public archives

(2) No public officer shall make available to the public for the purpose of reference and research any public records, except in the course of his official duties. As amended Act A 85 dated 10.9.71

13. Any copy of a public record or public archives which is certified by the Director as a true copy of the original document shall be admissible in a court of law. Certified copy of public records

14. (1) The Director may from time to time subject to such conditions as he may specify delegate any of his powers under this Act; and any person to whom those powers are delegated may exercise those powers in the same manner and with the same effect as if they had been conferred on him by this Act. Delegation of Director's powers

(2) Every person purporting to act pursuant to any delegation under this section shall in the absence of proof to the contrary, be presumed to be acting in accordance with the terms of the delegation.

(3) Any delegation under this section

may be made to a person or class of persons by name of office.

(4) Every delegation under this section may be revoked by the Director at any time, and such delegation shall not prevent the Director from exercising the powers delegated.

15. (1) No person may publish or reproduce the whole or any part of the contents of any archives or records which have been transferred to the National Archives except with the written consent of the Director.

Publication of public archives

(2) Nothing in this section shall be construed as affecting or extending the law relating to copyright.

16. No person shall without the written permission of the Director take or send out of Malaysia any public record or public archive.

Prohibition of export of public records and archives

17. The Minister may make regulations for the better carrying out of the provisions of this Act; and without prejudice to the generality of the foregoing may -

Regulations

a) prescribe the fees to be charged by the Director for the making and certifying of copies of any archives or records in the National Archives;

b) provide for exempting from the payment in whole or in part of any public archives or public records in the National Archives;

c) provide for the preservation and protection of archives and records in the National Archives and the conduct of visitors thereto;

d) provide anything which may be prescribed under this Act.

18. Any person who contravenes any provision of this Act shall be guilty of an offence and shall be liable to a fine not exceeding one thousand dollars or to imprisonment for a period not exceeding six months or both.

Penalties

19. (1) The Director shall as soon as

Annual Report

practicable each year cause to be made and transmitted to the Minister a report dealing with the activities of the National Archives during the preceding year.

(2) The Minister shall cause a copy of every such report to be laid before each House of Parliament.

PART V STATE ARCHIVES

20. (1) A State Government may with the approval of the Yang di-Pertuan Agong, by order establish a State Archives. Establishment of State Archives

(2) The provisions of Sections 4 to 19 of this Act shall apply to a State Archives as they apply to the National Archives, subject to the following modifications, that is to say -

a) reference to the National Archives, except in the expression "Director of National Archives", shall be construed as references to the State Archives;

b) there shall be read for the word "five" in sub-section (1) of section 5, the word "three" and for the word "three" in sub-section (3) of section 5, the word "two",

c) references to the Minister shall be construed as references to the Menteri Besar or, as the case may be, the Chief Minister of the State;

d) the reference to each House of Parliament in sub-section (2) of section 19 shall be construed as reference to the Legislative Assembly of a State.

[Received the Royal Assent on the 16th day of July, 1966]

APPENDIX 2

NATIONAL ARCHIVES ACT NO. 44 OF 1966 [(FACILITIES FOR REFERENCE) REGULATIONS 1974]

In exercise of the powers conferred by Section 17 of the National Archives Act, 1966, the Minister hereby makes the following regulations:- 44/66

1. (1) These regulations may be cited as the National Archives (Facilities for Reference) Regulations, 1974. Citation

(2) In these regulations, unless the context otherwise requires-

"Archive" means public archives which are kept in the National Archives;

"Permission" means permission granted under regulation 2(1);

"The Director General" means the Director General of National Archives;

"Minister" means the Minister charged with the responsibility of the National Archives;

"Officer" means the officer of the National Archives;

2. (1) Any person who desires to refer or have access to any archives shall apply to the Director General by submitting an application in Form A appearing in the Schedule hereto and if the applicant is not a Malaysian citizen, the Director General may consult the Ministry charged with the responsibility for national unity before exercising his discretion to grant the permission or not. Application to refer to archives

(2) The Director General may impose such conditions he deems necessary in the permission granted.

(3) A permission shall unless for any reason earlier revoked or suspended be for such period as the Director General shall specify in the permission.

(4) Without prejudice to paragraph (3) and regulation 4 any person who fails to comply or contravenes the provisions of these regulations shall be liable to have his permission revoked or suspended.

3. A person who had been refused a permission or whose permission had been subsequently suspended or revoked, by the Director General or his officer, may within a period of fourteen days in writing appeal to the Minister whose decision shall be final.

Appeal

4. Notwithstanding regulation 3, the Minister may revoke any permission granted by the Director General and no appeal shall lie therefrom.

Revocation
by Minister

5. (1) Before any archive may be handed to any person that person shall complete an archives requisition form and one requisition form shall be used for each item.

Procedure
to use
archives

(2) The officer in charge of such archive may on receipt of the requisition form hand over the archive to the person and when the archive is returned to the duty officer he shall give an acknowledgement that the archive had been returned.

(3) The person in whose name the archive had been requisitioned shall be responsible for the safety of such archive until it is returned to the duty officer.

6. (1) Archives shall be referred to only in the room or area provided for such purpose and shall not be removed therefrom.

Archives to
be referred
to only in
rooms
provided

(2) Smoking, eating and drinking are prohibited in the room or area referred to in paragraph (1).

7. (1) Persons referring to or having access to archives shall handle them with care and shall not mark, fold or lean on to any archive or do anything that may tear, mutilate or otherwise damage or destroy any archive.

Conduct of
persons
referring
to archives

(2) No person shall use writing instruments such as pen, ball-point pen,

copying pencil, colour pencil, carbon paper or any other writing instrument or material which may leave permanent marks on any archive or marks that will not be easily erased.

(3) No person shall use typewriters or tape recorders except in such special room as the Director General may provide for such purpose.

(4) Enclosures of any archive shall not be removed and when documents are loose in any folder or bundle the order of the documents within the folder on bundle shall be maintained.

8. No photocopies, photostat copies or photographic reproductions shall be made any person and any person who wishes to make photocopies, photostat copies or photographic reproductions may request the duty officer to do and shall pay for their cost.

No
photocopies
to be made

9. (1) No person shall publish or reproduce the whole or any part of the archives without written permission of the Director General.

Publication,
etc of

(2) Any person who publishes or reproduces any information obtained from the archives shall acknowledge the source in full.

(3) A copy of any book, article or thesis published or unpublished containing information obtained from the archives published or unpublished shall as soon as it is ready be presented to the National Archives.

(4) Any writer or author of any book, article or thesis who contravenes any of the provisions of this regulation shall be liable to a fine of not exceeding five hundred dollars and may be ordered by the court to comply with the provisions of this regulation.

APPENDIX 3

ABSTRACT FROM THE STATE OF SARAWAK GENERAL ORDER 1967

348. - (1) Official records of every description shall be inspected by heads of offices at regular intervals and steps taken to preserve them from damage. Maintenance of records.

(2) Subject to the provisions of the Records (Disposal) Ordinance in respect of court records and the provisions of Financial Regulations in respect of accounting records, papers not required as a permanent record may be destroyed after the expiry of three years from the date of completion of any action in respect thereof: Cap.9.

Provided that, before destruction, officers shall satisfy themselves that such papers have no historical or other value. In cases of doubt, reference shall be made to the State Secretary.

APPENDIX 4

STATE OF SABAH

I assent,

TUN MOHAMMAD ADNAN ROBERT,
Yang di-Pertua Negeri.

23RD AUGUST, 1980.

No. 9 of 1980

An Enactment to provide for the custody and preservation of public archives and public records of the State of Sabah and for matters incidental thereto.

ENACTED by the Legislature of the State of Sabah as follows:

PART I

PRELIMINARY

Short title,
commencement
and
application.

1. This Enactment may be cited as the State Archives Enactment, 1980, and shall come into force on such date as the Minister may by notification in the *Gazette* appoint, such date not being earlier than the date on which the notification is published.

PART II

INTERPRETATION

Interpretation

2. In this Enactment, unless the context otherwise requires -

"Director" means the Director of State Archives;

"Minister" means the State Minister charged with responsibility for public archives and public records;

"State Archives" means the State Archives of the State of Sabah established under this Enactment;

"public archives" means

(a) public records -

(i) which are more than twenty years old;

(ii) which are specified by the Director as being of enduring national or historical value or both; and

(iii) which have been transferred to the State Archives or any such place as the Director may from time to time direct; and

(b) any document, book or other material acquired for the State Archives by the Director;

"public office" means any department, commission, board, corporation, agency, local authority, or any other office of the Government of the State of Sabah; and

includes or excludes such office or corporation or other body as the Yang di-Pertua Negeri may, by notification published in the Gazette, declare to be a public office;

"public records" means papers, documents, records, registers, printed materials, books, maps plans, drawings, photographs, microfilms, cinematograph films and sound recordings of any kind whatsoever, officially received or produced by any public office for the conduct of its affairs or by any officer or employee of a public office in the course of his official duties.

PART III

ESTABLISHMENT AND MANAGEMENT OF STATE ARCHIVES

Establishment
of
State
Archives.

3. There is hereby establishment a State Archives of the State Sabah wherein shall be stored and preserved public archives and which is hereby declared to be State.

Management of
Archives by
the
Director and
powers
of Director.

4. (1) The State Archives shall be managed and controlled by the Director of State Archives; and for the purpose of such management and control it shall be the duty of the Director -

(a) to describe and arrange all public archives;

(b) to provide facilities for research and reference;

(c) subject to the terms and conditions on which they are required, to reproduce or publish any public archives;

(d) to examine any records in the custody of a public office and to advise such office as to the care and custody of such records;

(e) to accept and preserve any records which are transferred to the State Archives;

(f) at the request of any administrative

head of a public office, to return to that office for such period as may be agreed upon between the Director and administrative head and subject to such conditions as the Director may prescribe, the public records transferred from that office to the State Archives;

(g) to acquire by purchase, donation, bequest or otherwise any document, book or other material which in the opinion of the Director is or is likely to be of enduring national or historical value; and

(h) to perform such other functions as are necessary for the purpose of the said management and control.

(2) The provisions of paragraph (f) of sub-section (1) shall not be taken to require the Director to return any public records the condition of which does not warrant their removal out of the State Archives.

(3) Nothing in this section shall be deemed to authorise the Director to inspect the contents of any public records that are secret or confidential, except with the consent of the administrative head of the public office having the custody thereof.

Appointment of officers.

5. The Minister may from time to time appoint such officers as are necessary to assist the Director in the carrying out of his functions under this Enactment.

PART IV

PUBLIC RECORDS

Transfer of public records to State Archives.

6. (1) Any public records which are more than twenty years old, and any non-current public records which in the opinion of the Director are of sufficient value to warrant their preservation, shall be transferred to the State Archives:

Provided that the Minister shall have the power to withhold public records containing secret and confidential information from being transferred to the State Archives.

(2) It shall be lawful for the

Director to defer the transfer of any public records to the State Archives where he is satisfied that by reason of the nature of the records the immediate transfer would unduly prejudice the administration of any public service or would not be in the public interest.

Public records
to be
surrendered
on demand.

7. (1) Any person having possession of any public records shall on demand in writing by the Director, deposit them in the State Archives (whether it came into his possession before or after the passing of this Enactment).

(2) Nothing in this section shall be deemed to authorise the Director to demand the surrender of any public records that are kept in any public office of the Federal Government except with the consent of that Government.

No officer in
any public
office may
destroy or
dispose of
public records
without the
authority of
the Director.

8. (1) No person shall without the consent of the Director destroy or otherwise dispose of, or authorise the destruction or disposal of, any public records which are in his possession or under his control.

(2) Any person intending to destroy or dispose of or to authorise the destruction or disposal of any public records shall first notify the Director of the said intention and shall in such notification specify the nature of the public records in question.

(3) The Director may inspect any public records specified in any notification under sub-section (2) and shall if he requires such public records to be made available to him, inform the person making such notification of such requirement; and such public records shall be made available to the Director.

Destruction
of public
records.

9. The Director may authorise the destruction of any specified classes of public records which -

(a) by reason of their number, kind or routine nature do not in his opinion possess any enduring value for preservation as public archives; and

(b) are not required for reference purposes in any public office after action on them is completed or after expiration of such period of years from the date on which action on them is completed as may be agreed upon between the Director and the administrative head of that public office.

Access of
public to
public
archives.

10. (1) Subject to the conditions under which any public records are made available or are deposited in the State Archives, public archives shall be made available to the public for the purpose of reference or research, in accordance with any regulations made under this Enactment.

(2) No public officer shall make available to the public for the purpose of reference and research any public records, except in the course of his official duties.

Certified
copy of
public
records.

11. Any copy of a public record or public archives which is certified by the Director as a true copy of the original document shall be admissible in a court of law.

Delegation
of
Director's
powers.

12. (1) The Director may from time to time subject to such conditions as he may specify delegate any of his powers under this Enactment, and any person to whom those powers are delegated may exercise those powers in the same manner and with the same effect as if they had been conferred on him by this Enactment.

(2) Every person purporting to act pursuant to any delegation under this section shall, in the absence of proof to the contrary, be presumed to be acting in accordance with the terms of the delegation.

(3) Any delegation under this section may be made to a person or class or persons by name or office.

(4) Every delegation under this section may be revoked by the Director at any time, and such delegation shall not prevent the Director from exercising the powers delegated.

Publication
of public
archives.

13. (1) No person may publish or reproduce the whole or any part of the contents of any archives or records which have been transferred to the State Archives except with the written consent of the Director.

(2) Nothing in this section shall be construed as affecting or extending the law relating to copyright.

Prohibition or export of public records and archives. 14. No person shall without the written permission of the Director take or send out of the State of Sabah any public record or public archive.

Regulations 15. The Minister may make regulations for the better carrying out of the provisions of this Enactment, and without prejudice to the generality of the foregoing may -

(a) prescribe the fees to be charged by the Director for the making and certifying of copies of any archives or records in the State Archives;

(b) provide for exempting from the payment in whole or in part of any fees for the making and certifying of copies of any public archives or public records in the State Archives;

(c) provide for the preservation and protection of archives and records in the State Archives and the conduct of visitors thereto;

(d) provide anything which may be prescribed under this Enactment.

Penalties. 16. Any person who contravenes any provisions of this Enactment shall be guilty of an offence and shall be liable to a fine not exceeding one thousand ringgit or to imprisonment for a period not exceeding six months or to both.

Persons authorised to prosecute. 17. Any prosecution for any offence under this Enactment may be conducted by an officer of the State Archives or by any public officer authorised in writing by the State Attorney.

Sanction of or prosecution 18. No prosecution for any offence punishable under this Enactment shall be instituted except by or with the previous sanction in writing of the State Attorney.

Annual report. 19. (1) The Director shall as soon as practicable each year cause to be made and transmitted to the Minister a report dealing with the activities of the State Archives during the preceding year.

(2) The Minister shall cause a copy of every such report to be laid before the Legislative Assembly.

CERTIFIED by me to be a true copy of the Bill passed by the Assembly on Wednesday, 20th August, 1980.

HAJI MOHD. SUNOH MARSO,
Speaker.

APPENDIX 5

EXAMPLE OF RECORDS FOR RESEARCH

No data has been compiled on archival records used by researchers in terms of the series of records consulted and the frequency of usage. The data given here is based on the depository register from 1991 to 1994 for all categories of researchers. It is impossible to identify which category of researchers used which category of records.

Three subjects are used as examples to assess the potential use of the archival material for official and private usage. The subjects are agriculture, education and environment.

1. Agriculture

There are 8 record groups, dating from 1894 to the present, measuring about 375 linear meters. Only about 12 linear meters or 3.2% of these records were consulted in a year.

2. Education

There are 21 record groups, dating from 1903 to the present, measuring about 183 linear meters. Only about 8 linear meters or 4.4% of these records were consulted in a year.

3. Environment

There are 31 record groups, dating from 1851 to the present, measuring about 141 linear meters. Only about 6 linear meters or 4.2% of these records were consulted in a year.

APPENDIX 6

QUESTIONNAIRES 1

To be completed by archivists who work in the search room at the National Archives and its branches and who have in the past worked in the search room of the National Archives in Kuala Lumpur.

Kindly complete all the questions. If the space provided is insufficient please use additional pages, marking clearly the number of the question. Please tick (/) in the box []

Name _____

Address _____

Telephone No. _____

During what years did you work in the search room? _____

PERSONAL EXPERIENCE

1.(i) Do you like working in the search room?

Yes [] No []

(ii) If No, please give reasons _____

2.(i) Besides serving the researchers, do you have any other duties? Yes [] No []

(ii) If Yes, please specify _____

3. How long do the other duties take up of your time in a week?

less than 5 hours []

5 - 10 hours []

10 - 15 hours []

more than 15 hours []

4.(i) Do you feel that there is enough staff (professional and support) on duty? Yes [] No []

(ii) If No, how many staff are sufficient to serve the search room? _____ professional; _____ support

RESEARCHERS

5. How many new researchers can you realistically deal

within a day, considering all your other duties?

less than 10 []

11 - 20 []

21 - 30 []

more than 30 []

6. Approximately how long does it take to process a new application (including interviewing and explaining procedures etc.)?

less than 15 minutes []

15 - 30 minutes []

30 - 60 minutes []

more than 1 hour []

7.(i) Which categories of researchers do you particularly enjoy assisting?

Government officials []

Academics []

Genealogists []

Journalists []

University/college students []

School students []

Other (please specify) _____

(ii) Why? _____

8.(i) Which categories of researchers do you not like dealing with?

Government officials []

Academics []

Genealogists []

Journalists []

University/college students []

School students []

Other (please specify) _____

(ii) Why? _____

9.(i) Are there times in the year which are busier than others? Yes [] No []

(ii) If Yes, when?

First quarter of the year? []

Second quarter of the year? []

Third quarter of the year? []

Last quarter of the year? []

(iii) Why? _____

(iv) How does this affect the search room operations and staff? _____

10. What have been the trends of research which you have noticed during your attachment to the search room?

Rank in order of important; 1 - most important;

2 - important; 3 - less important; 4 - not important.

Social sciences research:-

Ethnography []

Genealogy []

History []

Linguistics []

Literature []

Natural and applied sciences research:-

Agriculture []

Architecture []

City & urban planning []

Geography []

Geology []

Other (please specify) _____

REFERENCE SERVICES AND FACILITIES

11. What have been the trends of service during your attachment to the search room? _____

12.(i)* Do you find that the extended opening hours really benefit the researchers? Yes [] No []

(ii)* How many researchers use the extended opening hours?

less than 10 []

11 - 20 []

21 - 30 []

more than 30 []

(iii)* How many staff remain on duty during these hours?

Archivists _____ Supporting staff _____

(iv)* What categories of researchers come during these hours?

Government officials []

Academics []

Genealogists []

Journalists []

University/college students []

School students []

Other (please specify) _____

* For the Archives or branches which provide extended search room service hours only.

13. Do you think that researchers should be allowed to use their own:

i. Personal computers? Yes [] No []

ii. Tape recorder? Yes [] No []

14. If No, why?

i. Personal computers? _____

ii. Tape recorder? _____

15. On average how many enquiries do you receive in a week?

i. By mail?

less than 10 []

10 - 20 []

20 - 30 []

30 - 40 []

more than 40 []

ii. By telephone?

less than 10 []

10 - 20 []

20 - 30 []

30 - 40 []

more than 40 []

16. On average, how long does it takes to answer one enquiry?

i. By mail?

less than 1 week []

1 - 2 weeks []

2 - 3 weeks []

more than 3 weeks []

ii. By telephone?

less than 15 minutes []

15 - 30 minutes []

30 - 45 minutes []

45 - 60 minutes []

more than 60 minutes []

17. What are the main subjects of enquiry made through:

i. Mail? _____

ii. Telephone? _____

ACCESS

18.(i) Are you happy with the security procedures of the search room? Yes [] No []

(ii) If No, please explain _____

(iii) How could it be improved? _____

19.(i) Does the search room have enough extra copies of finding aids for the researchers? Yes [] No []

(ii) If No, please explain _____

20.(i) Do the researchers frequently require assistance from the search room staff? Yes [] No []

(ii) If Yes, why? _____

21.(i) Have you had any training on the nature of the holdings before going into this post? Yes [] No []

(ii) If No, how did you learn about the holdings?

22. How could the intellectual access be improved?

ARCHIVAL MATERIALS

23. Which groups of records are frequently consulted?

Federal records []

State records []

Business records []

Ecclesiastical records []

Political parties records []

Personal papers []

Other (please specify) _____

24.(i) Do you find any archives which have been mutilated or damaged by researchers? Yes [] No []

(ii) If Yes, why do you think it happened?

Ignorance []

Negligence []

Deliberate []

Lack of security []

Other (please specify) _____

(iii) What are your suggestions to overcome the problem?

Users education []

Better security []

Other (please specify) _____

25. Do you provide published archival materials for the use of school students? Yes [] No []

THANK YOU FOR PARTICIPATING IN THIS SURVEY

APPENDIX 7

QUESTIONNAIRES 2

To be completed by private researchers.

Kindly complete all the questions. If the space provided is insufficient please use additional pages, marking clearly the number of the question.

Please tick (/) in the []

Name: _____

Profession: _____

Address: _____

Tel. No: _____

RESEARCH

1. What year did you first use the archival materials?

2. How often you do research in the Archives?

less than 5 visits []

5 - 10 visits []

10 - 15 visits []

15 - 20 visits []

more than 20 visits []

3. For how long did you spend doing research in the Archives?

less than 1 month []

1 - 4 months []

5 - 8 months []

9 - 12 months []

more than 12 months []

4. Are you still conducting research in the Archives?

Yes [] No []

5. What was the aim of your research in the Archives?

For:-

Academic publication []

Commercial publication []

Thesis []

Project paper []

Media programme []

Case study []

Own interest []

Other (please specify) _____

6. What is the nature of your research in the Archives?

Long-term research []

Short-term research []

Occasional research []

Other (please specify) _____

7. What particular field/area/subject did you use archives for?

Agriculture []

Architecture []

Education []

Genealogy []

History []

Law []

Linguistics []

Literature []

Trade & Industry []

Other (please specify) _____

8. How far does your research extend?

less than 5 years []

5 - 10 years []

10 - 15 years []

15 - 20 years []

20 - 25 years []

more than 25 years []

9. What period does your research cover?

10.(i) Did you manage to get the materials that you required? Yes [] No []

(ii) If No, why?

I could not locate them in the finding aids []

The records were being repaired []

The staff could not locate the materials []

The materials were not available in the Archives []

Other (please specify) _____

11. Have you found any material in the Archives that you did not know was here? Yes [] No []

12. Have you found more material here than you thought you would find? Yes [] No []

13.(i) To which record group did you refer?

Federal records []

State records []

Business records []

Ecclesiastical records []

Political party records []

Personal papers []

Other (please specify) _____

(ii) Please state the title of the records group _____

14. What types of record did you refer?

Correspondence []

Official publications []

Reports []

Maps []

Plans []

Photographs []

Films []

Other (please specify) _____

15.(i) Did you publish your research work?

Yes [] No []

(ii) If Yes, the title of the publication is _____

16. Has working in the Archives given you any new ideas for research? Yes [] No []

17.(i) Do you find the archives useful in your research?

Yes [] No []

(ii) If No, why? _____

18.(i) Will you come again to the Archives to do other further research? Yes [] No []

(ii) If No, please explain _____

REFERENCE SERVICE

19. On your first visit to the search room, were you given an adequate introduction? Yes [] No []

20. Is the search room provide a suitable environment (designed to assist researchers) in term of its:-

i. Chairs & working desks Yes [] No []

ii. Lighting Yes [] No []

iii. Sound-levels Yes [] No []

iv. Space & lay-out Yes [] No []

v. Other (please specify) _____

21. Have you read any of the printed information leaflets? Yes [] No []

22. Have you read the search room regulations? Yes [] No []

23. Do the services such as copying of documents, photographs and others:-

i. Charges? High [] Reasonable [] Low []

ii. Services? Good [] Fair [] Poor []

iii. Quality of copies? Good [] Fair [] Poor []

24. Is the efficiency and speed of delivery of material to the search room: Good [] Fair [] Poor []

25. Are the opening hours suitable and convenient? Yes [] No []

26. Do you ever make:-

i. Mail enquiries? Yes [] No []

ii. Telephone enquiries? Yes [] No []

27. How long did they take to answer your enquiry?

i. By mail:

less than 1 week []

1 - 2 weeks []

2 - 3 weeks []

- more than 3 weeks []
- ii. By telephone:
- less than 15 minutes []
- 15 - 30 minutes []
- 30 - 45 minutes []
- 45 - 60 minutes []
- more than 60 minutes []
28. For question 27(i), did you need to send reminders?
Yes [] No []
29. When they answered the enquiries, was the information given sufficient? Yes [] No []
30. Do you find the search room staff:
- i. Polite? Yes [] No []
- ii. Well informed? Yes [] No []
- iii. Helpful? Yes [] No []
- 31.(i) Did they offer an assistance if you are unable to locate material? Yes [] No []
- (ii) If No, why?
- The staff are very busy. []
- The search room is understaffed. []
- They assume the researchers should understand the finding aids. []
- Other (please specify) _____
-

ACCESS

32. Is access to the Archives and the search room convenient for researchers, in terms of:
- i. Location of the Archives? Yes [] No []
- ii. Roads leading to the Archives? Yes [] No []
- iii. Route leading to the search room? Yes [] No []
- iv. Public transport? Yes [] No []
- v. Security procedure? Yes [] No []
33. Has the search room enough copies of finding aids for the researchers? Yes [] No []
34. Do you find that the finding aids are clear and easy?
Yes [] No []

35. Do the finding aids give sufficient information?

Yes [] No []

GENERAL

36. What is the satisfaction rate in respect of your own needs?

High [] Moderate [] Low []

37. Any comments or suggestions you would like to make?

38. Survey Interviews:

In July 1994, I am arranging a series of individual interviews to discuss the subject of 'archives and research'. Would you be prepared to assist this survey by participating in the interview?

Yes [] No []

If Yes, I will contact you later to confirm on the interview.

THANK YOU FOR PARTICIPATING IN THIS SURVEY

APPENDIX 8

QUESTIONNAIRES 3

To be completed by government officials who use archival materials in their research. Kindly complete all the questions. If the space provided is insufficient please use additional pages, marking clearly the number of the question. Please tick (/) in the []

Name: _____

Designation: _____

Department/Division: _____

Address: _____

Telephone No: _____

RESEARCH

1. What year did you first use the archival materials?

2. How often you do research in the Archives?

less than 5 visits []

5 - 10 visits []

10 - 15 visits []

15 - 20 visits []

more than 20 visits []

3. For how long did you spend doing research in the Archives?

less than 1 month []

1 - 4 months []

5 - 8 months []

9 - 12 months []

more than 12 months []

4. Are you still conducting your research in the Archives?

Yes [] No []

5. What was the aim of your research in the Archives?

Official publication []

Project paper []

Cabinet paper []

- Working paper []
- Seminar paper []
- Case study []
- Other (please specify) _____
6. What is the nature of your research in the Archives?
- Long-term research []
- Short-term research []
- Occasional research []
- Other (please specify) _____
7. What particular field/area/subject did you use archives for?
- Administrative history []
- Agriculture []
- Defence []
- Education []
- Foreign affairs []
- Law []
- Public relation []
- Trade & industry []
- Other (please specify) _____
8. How far back does your research extend?
- less than 5 years []
- 5 - 10 years []
- 10 - 15 years []
- 15 - 20 years []
- 20 - 25 years []
- more than 25 years []
9. What period does your research cover? _____
- 10.(i) Did you manage to get the materials that you required? Yes [] No []
- (ii) If No, why?
- I could not locate them in the finding aids []
- The records were being repaired []
- The staff could not locate the materials []
- The materials were not available in the Archives []
- Other (please specify) _____

11. Have you found any source material in the Archives that you did not know was here? Yes ☐ No ☐

12. Have you found more material here than you thought you would find? Yes ☐ No ☐

13.(i) To which record group did you refer?

Federal records ☐

State records ☐

Business records ☐

Ecclesiastical records ☐

Political party records ☐

Personal papers ☐

Other (please specify) _____

(ii) Please state the title of the records group.

14. What type of records did you refer?

Correspondence ☐

Reports ☐

Official publications ☐

Maps ☐

Plans ☐

Photographs ☐

Films ☐

Other (please specify) _____

15.(i) Was the research work published? Yes ☐ No ☐

(ii) If Yes, the title of the publication:

16. Has working in the Archives given you any new ideas for research? Yes ☐ No ☐

17.(i) Did you ever recall files which had been deposited in the Archives to do your research in your own office?

Yes ☐ No ☐

(ii) If Yes, what type of information did you refer to?

18. Do you prefer to do research:

In the Archives' search room? ☐

Recall the archival material to your department? ☐

19. Do colleagues in your department use archival material in their research? Yes ☐ No ☐

20. Do they know that there is material in the Archives which they can use in their work? Yes ☐ No ☐

21.(i) Do you find the archives useful in your research? Yes ☐ No ☐

(ii) If No, why? _____

22.(i) Will you come again to the Archives to do other further research? Yes ☐ No ☐

(ii) If No, please explain _____

REFERENCE SERVICE

23. On your first visit to the search room, were you given an adequate introduction? Yes ☐ No ☐

24. Is the search room provide a suitable environment for research (designed to assist researchers) in term of its:

i. Chairs & working desks Yes ☐ No ☐

ii. Lighting Yes ☐ No ☐

iii. Sound-levels Yes ☐ No ☐

iv. Space & lay-out Yes ☐ No ☐

v. Other (please specify) _____

25. Have you read any of the printed information leaflets? Yes ☐ No ☐

26. Have you read the search room regulations? Yes ☐ No ☐

27. Do the services such as copying of documents, photographs and others:

i. Charges. High ☐ Reasonable ☐ Low ☐

ii. Services. Good ☐ Fair ☐ Poor ☐

iii. Quality of copies. Good ☐ Fair ☐ Poor ☐

28. Is the efficiency and speed of delivery of material to the search room: Good ☐ Fair ☐ Poor ☐

29. Are the opening hours suitable and convenient? Yes ☐ No ☐

30. Do you ever make?
- i. Mail enquiries? Yes [] No []
- ii. Telephone enquiries? Yes [] No []
- iii. Recall your departmental files? Yes [] No []
31. How long did they take to:-
- i. Answer your mail enquiry?
- less than 1 week []
- 1 - 2 weeks []
- 2 - 3 weeks []
- more than 3 weeks []
- ii. Answer your telephone enquiry?
- less than 15 minutes []
- 15 - 30 minutes []
- 30 - 45 minutes []
- 45 - 60 minutes []
- less than 60 minutes []
- iii. To send back your departmental files?
- less than 1/2 a day []
- 1/2 - 1 day []
- 1 - 2 days []
- more than 2 days []
32. For question 31(i), did you need to send reminders?
- Yes [] No []
33. When they answered the enquiries, did the information given sufficient? Yes [] No []
34. Do you find the search room staff:
- i. Polite? Yes [] No []
- ii. Well-informed? Yes [] No []
- iii. Helpful? Yes [] No []
- 35.(i) Did they offer an assistance if you are unable to find material? Yes [] No []
- (ii) If No, why?
- The staff are very busy. []
- The search room is understaffed. []
- They assume the researchers should understand the finding aids. []
- Other (please specify) _____

ACCESS

36. Is access to the Archives and the search room convenient for researchers, in terms of:

- i. Location of the Archives? Yes [] No []
- ii. Roads leading to the Archives? Yes [] No []
- iii. Route leading to the search room? Yes [] No []
- iv. Public transport? Yes [] No []
- v. Security procedure? Yes [] No []

37. Has the search room enough copies of finding aids for the researchers? Yes [] No []

38. Do you find that the finding aids are clear and easy?
Yes [] No []

39. Do the finding aids give sufficient information?
Yes [] No []

GENERAL

40. What is the satisfaction rate in respect of your own needs?

High [] Moderate [] Low []

41. Any comments or suggestions you would like to make?

42. Survey Interviews.

In July 1994, I am arranging a series of individual interviews to discuss the subject of 'archives and research'. Would you be prepared to assist by participating in the interview?

Yes [] No []

If Yes, I will contact you later to confirm on the interview.

THANK YOU FOR PARTICIPATING IN THIS SURVEY

APPENDIX 9

QUESTIONNAIRES 4

To be completed by secondary school students.

Kindly complete all the questions. If the space provided is insufficient please use additional pages, marking clearly the number of the question.

Please tick (/) in the []

Age _____ years old. Class _____

School _____

Address _____

RESEARCH

1. What year did you first use the archival materials?

2. How often you do your school project in the Archives?
less than 5 visits []
5 - 10 visits []
10 - 15 visits []
15 - 20 visits []
more than 20 visits []
3. For how long did you do your school project in the Archives?
less than 1 week []
1 - 4 weeks []
5 - 8 weeks []
9 - 12 weeks []
more than 12 weeks []
4. Are you still doing your school project in the Archives?
Yes [] No []
5. What was the aim of your school project in the Archives?
History projects []
Quiz competitions []
Essay competitions []
Other (please specify) _____

6. Did you know about the Archives, before coming to do your school project? Yes [] No []

7. Before you start your school project in the Archives, did you get any explanation from teachers about:-

i. What are archives? Yes [] No []

ii. How to use archives in your project? Yes [] No []

iii. The regulations in the Archives? Yes [] No []

iv. What to expect in the Archives? Yes [] No []

8.(i) Did you manage to get the records that you required?

Yes [] No []

(ii) If No, why?

I could not locate them in the finding aids []

There were so many students requiring the

same records []

The records were being repaired []

The staff could not locate the records []

The records are not available in the Archives[]

Other (please specify) _____

9.(i) Do you like using primary sources/original documents (archives) rather than only secondary sources (books) in your school projects?

Yes [] No []

(ii) If No, please explain _____

(iii) If Yes, please explain _____

10. What type of records did you refer?

Correspondence []

Official publications []

Reports []

Maps []

Plans []

Photographs []

Other (please specify) _____

11. Please state the title of the records _____

12. Has working in the Archives given you any new ideas for your study? Yes ☐ No ☐

13.(i) Do you find the archives useful in your school project? Yes ☐ No ☐

(ii) If No, why? _____

14.(i) Will you come again to the Archives to do other projects? Yes ☐ No ☐

(ii) If No, please explain _____

REFERENCE SERVICE

15. On your first visit to the search room, were you given an adequate introduction? Yes ☐ No ☐

16. Does the search room provide a suitable environment for your school project (designed to assist users) in term of its:-

i. Chairs & working desks Yes ☐ No ☐

ii. Lighting Yes ☐ No ☐

iii. Sound-levels Yes ☐ No ☐

iv. Space & lay-out Yes ☐ No ☐

v. Other (please specify) _____

17. Have you read any of the printed information leaflets? Yes ☐ No ☐

18. Have you read the regulations? Yes ☐ No ☐

19. Do services such as copying of documents, photographs and others:

i. Charges? High ☐ Reasonable ☐ Low ☐

ii. Services? Good ☐ Fair ☐ Poor ☐

iii. Quality of copies? Good ☐ Fair ☐ Poor ☐

20. Is the efficiency and speed of delivery of material to the search room: Good ☐ Fair ☐ Poor ☐

21. Are the opening hours suitable and convenient for you? Yes ☐ No ☐

22. Do you find the search room staff:

i. Polite? Yes ☐ No ☐

ii. Well-informed? Yes ☐ No ☐

iii. Helpful? Yes ☐ No ☐

23.(i) Did they offer an assistance if you are unable to find material? Yes ☐ No ☐

(ii) If No, why?

The staff are very busy. ☐

The search room is understaffed. ☐

They assume the school children should understand the finding aids. ☐

Other (please specify) _____

ACCESS

24. Is access to the Archives and search room convenient to you, in terms of:

i. Location of the Archives? Yes ☐ No ☐

ii. Roads leading to the Archives? Yes ☐ No ☐

iii. Route leading to the search room? Yes ☐ No ☐

iv. Public transport? Yes ☐ No ☐

v. Security procedure? Yes ☐ No ☐

25. Has the search room enough copies of finding aids for researchers? Yes ☐ No ☐

26. Do you find that the finding aids are clear and easy? Yes ☐ No ☐

27. Do the finding aids give sufficient information? Yes ☐ No ☐

28. How did you locate your material?

Teachers located the materials for me ☐

Search room staff helped me find the materials ☐

Help from friends ☐

I used the finding aids to locate the materials ☐

Other (please specify) _____

GENERAL

29. What is the satisfaction rate in respect of your own needs? High ☐ Moderate ☐ Low ☐

30. Any comments or suggestions you would like to make?

THANK YOU FOR PARTICIPATING IN THIS SURVEY

APPENDIX 10

QUESTIONNAIRE 5

To be completed by selected Malaysian research students at universities in the United Kingdom

Date: _____

Name: _____

Profession (in Malaysia): _____

University (U.K.): _____

Please indicate 'n.a.' to any question which is not applicable to you.

1. What is your field of study? _____

2. What is your research subject? _____

3. What sources do you use in your research? _____

4. Have you used the archival materials in the National Archives of Malaysia? _____

5. If yes, why did you use archival materials in your research? _____

6. If no, why are you not using the sources in your research? _____

7. What kind of records (in the Archives) have you used or do you intend to use? _____

8. Could your research be deepened if you were to look at your subject in a historical context? Please explain the reasons?

9. Why are you using the archival materials at the Public Record Office, Kew or at any resource centre abroad?

10. What kind of records at the Public Record Office did you use for your research? _____

11. How does your experience of using records in the Public Record Office compare with your experience of using the National Archives in Malaysia?

THANK YOU FOR PARTICIPATING IN THIS STUDY.

APPENDIX 11

THE NATIONAL ARCHIVES OF MALAYSIA, SEARCH ROOM JALAN DUTA, KUALA LUMPUR

OBSERVATION SURVEY FORM []

To be completed by the researcher (Samsiah Muhamad).

Date: _____ Time: _____

SEARCH ROOM STAFF

1. Number of people working in the search room?
_____ archivists _____ supporting staff.
2. (i) Do the archivists sit in the search room?
Yes [] No []
(ii) If yes, how many of them there? _____
(iii) If no, where are they situated? _____
(iv) If no, who are serving at the counter in the search room? _____
3. What time do the search room staff start working in the morning before the search room is opened to the public?

4. What duties do they do during that period? _____
5. What time do they finish in the afternoon after the search room is closed to the public? _____
6. What duties do they do during that period? _____
7. Are the numbers of staff adequate in quantity?
Yes [] No []
8. Are the staff managing their work confidently and professionally? Yes [] No []
9. Can they cope with their work if the search room is full of researchers? Yes [] No []
10. Are the staff making so much noise that can disturb the researchers? Yes [] No []

SEARCH ROOM

1. Is the search room atmosphere conducive for research work? Yes ☐ No ☐
2. Are the finding aids properly arranged? Yes ☐ No ☐
3. Are they adequate in quantity? Yes ☐ No ☐
4. Are the finding aids close enough to the researchers? Yes ☐ No ☐
5. Where are they located? _____
- 6.(i) Is access to the search room is opened to other Archives staff or to the public/visitors? Yes ☐ No ☐
(ii) If yes, how? _____

- 7.(i) Is security relaxed in the search room? Yes ☐ No ☐
(ii) If no, how do the security is imposed? _____

- (iii) If yes, describe how it happened? _____

8. Do the archival materials reached the researcher according to time? Yes ☐ No ☐
9. How long does it takes to call for a material? _____ minutes (average).
- 10.(i) Is the search room overcrowded? Yes ☐ No ☐
(ii) If yes, how do the staff overcome the problem? _____

RESEARCHERS

11. Do the researchers know what to expect in the search room? Yes ☐ No ☐
12. Do the researchers know how to use the finding aids? Yes ☐ No ☐

13. Do they always refer to the search room staff for assistance? Yes ☐ No ☐

14.(i) Do they obey the regulations of the search room?

Yes ☐ No ☐

(ii) If no, what aspect? _____

15. Do any researchers conduct discussions in the search room? Yes ☐ No ☐

16. What period is the most frequently attended by researchers?

morning? Yes ☐ No ☐

afternoon? Yes ☐ No ☐

extended hours? Yes ☐ No ☐

17. How many researchers making full use of the extended hours? _____ average.

APPENDIX 12

INTERVIEW QUESTIONS

TO DIRECTOR GENERAL, NATIONAL ARCHIVES OF MALAYSIA

1. Do you think that the Archives' access policy needs to be amended or the access could be widened?
2. What is your view on the 'charging for information' policy?
3. Do you think the archival materials are fully utilised and consulted by researchers and government officials? If not, why?
(The Archives has so much to offer for research, but why do very few government officers, especially policy makers consult and use archival materials in their research?). How can the National Archives overcome this problem?
4. In view of the Vision 2020, what subjects of research do you think that the Archives should encourage the researchers to carry out? How could this be done?
5. The National Archives, through its Planning, Research and Development Division is actually doing research (e.g matters pertaining to sensitive issues - border conflicts with neighbouring countries) for its client - the government. Do you think it is the role of the National Archives to carry out research for others?
6. Do you have any special programme now or in the future to serve the increasing numbers of school students?
7. The National Archives switches from its role as a custodian of a national heritage to a contributor to nation building - is that a national policy?
8. What was the vision behind the Archives? How did you achieve it?
9. How does the Archives moves from strength to strength in serving the nation and how can it continues in the future?
10. How do you envisage the Archives contributing towards

achieving the aspirations of the 'Vision 2020'?

11. How do you see the Vision 2020 involving the Archives in the future?

12. Why was URUS necessary? Do you think URUS is successful in achieving its objectives?

13. Why only now that the briefing to the heads of department is necessary?

14. I have conducted a survey and the survey shows that the numbers of users increasing but the numbers of scholars or serious researchers declining. Why does this phenomenon emerge?

TO THE DIRECTOR OF RECORD AND ARCHIVES MANAGEMENT

1. Have the Archives and MAMPU cooperate on records management programme - training, records creation, filing system etc.?

2. How comprehensive is the retention schedule programme between the Archives and the creating agencies?

3. Are there any changes to the Official Secret Act 1972 (amendment of 1986) or any action to solve the problem of access to the archival materials?

4. Have the actions/changes improved the situation regarding the inaccessible of archival materials?

5. Who is the Archives main client? If researcher is the answer, why very few changes are taking place in the division involved.

TO THE HEAD OF RESEARCH AND FINDING AIDS AND SEARCH ROOM ARCHIVISTS.

1. Do the search room staff undergo any training or attend any courses on how to deal with researchers? If yes, give details. If no, what are the plans?

2. Do you have regular meetings with your staff to

discuss matters relating to search room services?

3. Have you ever encountered an overcrowded search room? How do you deal with that? What times of a day/year it becomes overcrowded?

4. How do you handle researchers who are very demanding?

5. How do you handle the increasing numbers of school students in the Archives? What are the problems that you encountered?

6. Do the archivists know what the students' needs and requirements?

7. Do the archivists know how the students perceive the services in the Archives?

8. What type of research is the most common?

APPENDIX 13

INTERVIEW QUESTIONS FOR PRIVATE RESEARCHERS

Name: _____

Profession: _____

Date: _____ Time: _____

Place: _____

1. What are the sources you use in your research?
2. Why do you use archives in your research?
3. What do you think of the Archives' access policy?
4. How do you view the value of archival materials?
5. Is there a difference in your research technique before and after using archival material in your work?
6. Is there a difference in your research findings after consulting archival material? Please give an example.
7. Do you rethink certain issues after you have consulted archival materials? Please give an example?
8. Do you think that the Archives has contributed towards national development?
9. By using archival materials how can you prepare yourself to be a better decision-maker?
10. Do you think the Malaysia should have a Freedom of Information Act, so that more recent records are available for research in many fields? Please comment.
11. How do you introduce the use of archives for research to your university students/fellows/staff/colleagues?
12. Do you have any comments or suggestions to make?

APPENDIX 14

INTERVIEW QUESTIONS FOR GOVERNMENT RESEARCHERS

Name: _____
Designation: _____
Department: _____
Date: _____ Time: _____
Place: _____

1. What are your department's procedures and guidelines regarding research?
2. How do you conduct research for your department?
3. What are the sources you use in your research?
4. Where do you get the sources from?
5. Why do you use archives in your research?
6. Do you refer to your records kept in your department when doing research? What types of record?
7. By using archives, do the materials help you to understand certain issue in a broader perspective? How?
8. Is there a difference in your research technique before and after using archives in your work? How does it differ?
9. Is there a difference in your research findings after consulting the archives? Please give an example.
10. Do you rethink certain issues after you have consulted archival materials? Give examples.
11. By using archival materials how can you prepare yourself to be a better policy-/decision-maker?
12. Do you think that archival materials have contributed towards national development?
13. What do you think of the Archives' access policy?
14. Do you think that Malaysia should have a Freedom of Information Act, so that more recent records are available for research in many fields?
15. Will you come again to the Archives to conduct your own research (not on official duty)? If not, why?
16. Do you have any comments or suggestions to make?

APPENDIX 15

INTERVIEW QUESTIONS FOR EDUCATIONISTS AND TEACHERS

1. Why is the use of primary sources/archives included in the secondary school curriculum?
2. When did it start and who initiated it?
3. Why and how is this policy being implemented at present?
4. What is the objective in using archival materials for school projects?
5. What level of class or in what age group are the students who use the archival materials? Why?
6. Which subjects do students need to consult the archival material?
7. How do teachers/students choose the topics for the project?
8. Do the teachers involved know about the Archives and know how to use it?
9. Does the Ministry of Education has any teaching programme 'in using archives' for teachers as well as for students before the school projects start?
(What preparation do teachers give students before using the archives e.g. the Archives regulations, how to conduct research and what types of records kept in the Archives?)
10. Is it easy to teach students in using archives?
11. Do you think it is a wise idea to get students to do their own research with primary sources?
12. Do you think students can cope with the school projects of using primary sources/archival material, instead of secondary sources/books?
13. Do teachers accompany students to do their projects or do they occasionally go to the Archives and see how they are progressing with their works?
14. Do teachers/educationists liaise with the Archives regarding the projects?

15. Do you think the Archives should have a special programme to deal with the increasing number of students in its search room?

16. Have you received any complaint from students regarding using archives in their projects?

17. Is using archival materials affect students learning? (e.g. make the students more lively, excited and interested to know the history of the country?)

18. Do you know whether teachers find 'using archives' useful or not in teaching the history subject?

19. Is there a difference in students' performance or achievement before and after using archives in their projects?

(Is there any study by the Ministry on the effectiveness of using archival materials by students?)

20. Have you noticed/seen students developed a real interest in using the archives?

21. How can the project prepare them to be a better citizens and to think more deeply about the country history?

22. How can the project pave the way and prepare students for the future?

23. Do you think this policy can contribute towards achieving quality researchers in years to come?

24. Do you have any comments or suggestions to make?

APPENDIX 16

INTERVIEW QUESTIONS FOR OFFICER FROM THE ECONOMIC PLANNING UNIT OF THE PRIME MINISTER'S DEPARTMENT

1. Do you think that the Malaysia's access policy to information is too restrictive?
2. Some people think that the stricter the policy is, the more it will discourage potential researchers. What do you think?
3. Do you think that the access policy in its present form encourages or discourages research?
4. How does your department promote research if a strict access policy is imposed on researchers?
5. Why do foreign and Malaysian postgraduates researchers have to get permission to do research in Malaysia?
6. Has the department ever turned down any applications to do research in Malaysia from:-
 - i) Malaysian researchers?
 - ii) Foreigners?
7. Why were some applications turned down?
8. What criteria do you use in assessing an application?
9. Why in the States of Sabah and Sarawak, do researchers have to seek permission from the State Secretary before conducting research?
10. What other efforts should the National Archives takes to encourage research?

APPENDIX 17

LIST OF INTERVIEWEES

Abdul Kadir Nordin, Brig. General Datuk, Commandant of the Military College, Kuala Lumpur, personal interview, 21 March 1995.

Badaruddin Chek, Immigration Attache, Malaysian High Commission, London, personal interview, 21 September 1995.

Hussein Haji Ahmad, Dr., Director of the Educational Planning and Research Division, Ministry of Education, Kuala Lumpur, personal interview, 4 September 1994.

Ibrahim Hashim, Dr., Lecturer of the Education Faculty, University of Malaya, Kuala Lumpur, personal interview, 16 March 1995.

Maharom Mahmud, Assistant Director of the Curriculum Development Centre, Ministry of Education, Kuala Lumpur, personal interview, 11 September 1994.

Mohd Hussein, Assistant Director of the Economic Planning Unit, Prime Minister's Department, Kuala Lumpur, personal interview, 6 June 1994.

Mustapha, Supt., Deputy Commandant of the Kuala Kubu Police Training College, Selangor, telephone interview, 19 March 1995.

Salmah Salim, Head of Training of the Police Department, Bukit Aman, Kuala Lumpur, telephone interview, 18 March 1995.

Zakiah Hanum Abdul Hamid, Dato', Director General of the National Archives of Malaysia 1977-1995, Kuala Lumpur, personal interview, 19 April 1993, 18 July 1994 and 5 September 1994.

Archivists

Azizah Kasah, Head of Research and Finding Aids of the National Archives of Malaysia, Kuala Lumpur, personal interview, 13 May 1994.

Habibah Ismail, search room archivist of the National Archives of Malaysia, Kuala Lumpur, personal interview, 20 April 1994.

Habibah Zon, former Director of Archives and Records Management and the newly appointed Director General October 1995-, National Archives of Malaysia, Kuala

Lumpur, personal interview, 5 August 1994 and 12 March 1996.

Norazizah Daud, search room archivist of the National Archives, Kuala Lumpur, personal interview, 22 June 1994.

Surya Bujang, archivist of the Sarawak State Museum, Kuching, personal interview, 17 September 1994.

Official Researchers

Aminuddin Abdul Rahman, Labour Department, Selangor/Wilayah Persekutuan, Kuala Lumpur, personal interview, 14 June 1994.

Che Mohd Nashir Che Man, Economic Planning Unit, Prime Minister's Department, Kuala Lumpur, personal interview, 15 July 1994.

Daud Talib, National Productivity Corporation, Petaling Jaya, personal interview, 6 July 1994.

Mohd Khalid Mustapha, Police Department, Bukit Aman, Kuala Lumpur, personal interview, 14 June 1994.

Mohd Radzi Abdul Hamid, Farmers' Organisation Board, Kuala Lumpur, personal interview, 19 July 1994.

Ramasamy, Supt. V., Police Department, Bukit Aman, Kuala Lumpur, personal interview, 17 June 1994.

Shamsuri Jusoh, Fisheries Department, Kuala Lumpur, personal interview, 10 June 1994.

Yeoh Lai Poon, Accountant-General Department, Kuala Lumpur, personal interview, 29 June 1994.

Private Researchers

Abdul Azmi Abdul Hamid, Lecturer of the History Department, University of Malaya, Kuala Lumpur, personal interview, 12 July 1994.

Abdul Malik Mokhtar, MISC. Bhd, Kuala Lumpur, personal interview, 20 June 1994.

Ahmad Fauzee, Film Producer, Kuala Lumpur, personal interview, 7 July 1994.

Faridah Hanum Khairuddin, Account Executive, Kuala Lumpur, personal interview, 30 July 1994.

Ghazali Dato' Yusof, Businessman, Kuala Lumpur, personal interview, 21 June 1994.

Yusuf Damit, Lecturer, University of Brunei Darussalam, personal interview, 24 August 1995.

Ziyadi Jalil, Kuala Lumpur, personal interview, 15 June 1994.

Others

Five teachers (personal interviews, 23 and 24 May 1994); INTAN's officer (telephone interview, 17 March 1995) and one researcher (personal interview, 16 August 1994) who asked not to be named.