



**HERITAGE RESOURCE MANAGEMENT IN SOUTH AFRICA:
A CASE STUDY OF THE VOORTREKKER MONUMENT HERITAGE SITE,
PRETORIA.**

By

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ABBREVIATIONS

ASC	Archaeological Survey of Canada
C 2005	Curriculum 2005.
CEO	Chief Executive Officer.
CNMC	Central National Monuments Committee.
CRM	Cultural Resource Management.
DACST	Department of Arts, Culture, Science and Technology.
DEAT	Department of Environmental Affairs and Tourism.
DOD	Department of Defence.
EIP	Environmental Implementation Plans.
EMP	Environmental Management Plans.
HIA	Heritage Impact Assessment.
ICOMOS	International Council for Monuments and Sites.
IEM	Integrated Environmental Management.
ISCOR	Iron and Steel Corporation.
MEC	Member of the Executive Council
MIA	Museum of Indian Archaeology.
NEMA	National Environmental Management Act.
NFI	Northern Flagship Institute.
NMC	National Monuments Council.
NZASM	Nederlands Zuid Afrikaansche Spoorweg Maatschappij.
SAHRA	South African Heritage Resources Agency.
SAN Parks	South African National Parks.
SWOT	Strength, Weakness, Opportunities, Threats
UNESCO	United Nations Education, Science and Culture Organisation
USA	United States of America
VTM	Voortrekker Monument.
VTMHS	Voortrekker Monument Heritage Site.

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INTRODUCTION

The aim of this study: *Heritage Management in South Africa: a case study of the Voortrekker Monument, Pretoria*, is twofold - the first being to determine the current position of heritage management in South Africa, in relation to developments in this sphere on an international level. The term Cultural Resource Management (CRM) was first coined in the United States of America in the 1970s from where it developed and spread to other countries over the years. In many parts of the world, including South Africa, Cultural Resource Management is currently more commonly known as Heritage Management.

In the second instance the aim is to set the stage for the drafting of a conservation management plan for a selected heritage site in South Africa. This involves a thorough investigation of the selected site and the current management situation of that site. The Voortrekker Monument heritage site, consisting of 340 ha, was selected for reasons stated below.

By 1999, the year in which the fiftieth anniversary of the Voortrekker Monument outside Pretoria was celebrated, this Monument was in dire need of, not only physical renovations, but it was also imperative that perceptions about this erstwhile 'Afrikaner monument to Apartheid', be redressed. Negative, even derogatory articles in the media as well as a decline in visitor numbers due to apathy amongst Afrikaners and other South African cultural groups, forced the then Managing Council to reconsider the entire management of this Monument.

A younger, more dynamic Council, who realised that change was essential if this Afrikaner monument was to survive in a post-apartheid society, was appointed. Change had to be brought about responsibly in order to prevent the possible estrangement of a small but important power base, whilst at the same time inducing a shift in the perceptions of other cultural groups. Sustainable development was especially important for the future of the Monument, as it had registered as a section

21, non-profit company in 1993, and consequently did not qualify for subsidies from the government.

Although this might have seemed like a daunting task at the time, the change that took place in South Africa after the 1994 democratic election, ironically enough, also provided new opportunities, which, if utilised effectively, could serve the Council well in dealing with the challenges confronting them.

These opportunities included (a) The realisation by Government that tourism could play an important role in improving the economy, and (b) The commitments of the government to the conservation and development of our unique cultural heritage which, in turn could also further the development of our cultural identities.

Management plans for heritage sites across the world are available from many sources and is discussed later in this study. Examples of such plans for section 21 companies, with reference to South Africa specifically, could however, not be located. Central, provincial and local government, universities and private companies manage most heritage sites and museums in South Africa and there are also a few sites and collections owned by individuals which are open to the public. In addition, many private 'trusts' care for sites, buildings or heritage in general. Two such trusts, managing sites of cultural historical significance to the Afrikaner cultural group in particular, were identified. The first is the 'Volkseie Museumtrust' (the Peoples' Museum Trust) who manage the Majuba battlefield, and the Strijdom House museum.¹ The Majuba battlefield is situated on the border between Mpumalanga and KwaZulu Natal, where the forces of the Zuid-Afrikaansche Republiek defeated a British force bringing an end to the Transvaal War of 1881,² and the second is the house in Modimolle (previously Nylstroom), property of the late Adv. J.G. Strijdom,

¹ Personal information: Mr J. Wolfaardt, Council member of the Volkseie Museumtrust, Pretoria, 2002-10-02.

² D.H. Heydenrych, *Die Boererepublieke, 1852-1881*, in: T. Cameron en S.B. Spies (reds.) *Die nuwe geskiedenis van Suid-Afrika in woord en beeld*, p. 160.

former Prime Minister of the Republic of South Africa between 1954 and 1958.³ The Women's Memorial Trust in Bloemfontein,⁴ manages the monument built and inaugurated in 1913 to commemorate the South African women, and children who lost their lives in the Anglo-Boer South African War 1899-1902.⁵

As far as could be determined, there are three other section 21, companies, besides the Voortrekker Monument, that control heritage sites. They are: the Vegkop company governing the battlefield of the same name near Heilbron in the Free State⁶ where Voortrekker leader Hendrik Potgieter's following remarkably survived an attack by the Ndebeles of Mzilikazi in 1836⁷; the 'Stigting vir die Bloedriviergelofteterrein' (Foundation for the Blood River Heritage Site), who administer the Blood River battlefield in KwaZulu Natal, where the Voortrekker commando of Andries Pretorius defeated Dingane's Zulu force in 1838⁸ (at the time of writing, management of this heritage site was in the process of being transferred to the Voortrekker Monument)⁹ and the Museum Park company in the centre of Pretoria City. The latter was established in 1995, mainly to develop the tourism potential of several National and Metro museums in the area and to contribute to the improvement of the city.¹⁰

Apart from the basic similarities regarding their Memorandums and Statutes, which are determined by the South African Companies Act of 1973, these section 21 companies would, given their diverse themes and circumstances, have different aims, goals, strategies and management structures.

³ C.J. Beyers et. al., *Suid-Afrikaanse Biografiese Woordeboek, III*, pp. 791 and 792.

⁴ Personal information: Col. F. Jacobs, Director, War Museum of the Boer Republics, Bloemfontein, 2002-10-02.

⁵ M.J. Swart et. al., *Afrikanerbakens*, p. 102.

⁶ Personal information: Dr. J. Herman, Council member of the Vegkop Trust, Heilbron, 2002-10-03.

⁷ J.T. du Bruyn, *Die Groot Trek*, in: T. Cameron en S.B. Spies (reds.), *Nuwe Geskiedenis van Suid-Afrika in woord en beeld*, p. 131.

⁸ J.T. du Bruyn, *Die Groot Trek*, in: T. Cameron en S.B. Spies (reds.) *Nuwe geskiedenis...*, p. 136.

⁹ Personal information: Mr. H. de Wet, Chief Executive Officer, F.A.K, Pretoria and Chairperson of the Foundation of the Blood River Heritage Site, 2002-03-21.

¹⁰ Personal information: Mr. T. Bartmann, Manager, Museum Park, Pretoria, 2002-09-18.

Having considered all these factors, it is clear that the Voortrekker Monument is indeed an unique monument, in an unique position with much potential to benefit from the present political, cultural and economical climate, and indeed even to play a leading role in heritage management in the post-Apartheid South Africa.

The important role that “marketing” can play in management’s task was underlined from the start when a Chief Executive Officer with expert marketing and communication skills was appointed in March 2000. The staff complement was soon expanded to include an entire marketing team, a museum professional team and several support services. After two years of aggressive marketing, an increase in visitor numbers and the use of the site for a variety of activities have underlined the importance of well structured management- and conservation plans for the site to enable management, to reap the fruit of its endeavours.

Currently the Monument is without doubt the most visited Afrikaner cultural heritage site in the country. A steady increase in visitor numbers (both local and overseas), the widely diverse events presented on the site by other organisations, positive coverage in the media and the goodwill of South Africans across the cultural and political spectrum, could be seen as a turning point in the survival of this heritage site.

The hope is expressed that the following study will not only throw light on heritage management in South Africa in general, but that the case study of the Voortrekker Monument will provide guidelines for the drafting of conservation- and management plans for this, and other similar institutions. Perhaps a point could be reached where all cultural groups accept responsibility for conserving their own heritage and South Africans could manage their heritage independently from a government who’s priorities should be determined by pressing needs, such as the prevention of aids, hunger, poverty and crime.

Methodology and overview of chapters

As the need for structured policies and plans such as a conservation management plan arose at the VTMHS, it was realised that the drafting of such a plan could not be done without background knowledge of this field of study. After consulting many publications and realising that, to date, very little had been published on this topic in South Africa, it was decided to embark upon a formal study of it and to submit the resultant research and conclusions in an endeavor to obtain an M.A. degree in this field of study.

The nature of this study did not only necessitate the use of sources from various disciplines within the Humanities, but also from a wide variety of divergent sources. These are discussed in the relevant chapters.

This study consists of four chapters with the following headings: Chapter I '*What is Cultural Resource or Heritage Management?*'; Chapter II '*An Overview of the development of Cultural Resource Management in selected countries around the world*'; Chapter III '*A survey of legislation relevant to Cultural or Heritage Resources in South Africa*' and Chapter IV '*Managing the Voortrekker Monument Heritage Site, Pretoria: a case study*'.

In the first chapter, '*What is Cultural Resource Management?*', definitions and terminology are discussed in order to gain a better understanding of Cultural Resource Management. It is clear that it is virtually impossible to define CRM without first providing detailed definitions of what 'culture' means. This phenomenon, which lies at the heart of this dissertation, has been debated and studied over the years and although many philosophers, cultural historians and others have perhaps discovered and focused on different aspects of culture, eventually most have reached similar conclusions. Following the discussion on the nature of 'culture', 'cultural resources' had to be defined. It was also necessary to discuss related terms in order to note differences, similarities and possible overlapping of these fields of

study. In this regard the term ‘heritage resources’ is very similar to ‘cultural resources’, and it was found that many countries around the world increasingly prefer the use of this term instead of cultural resources. Terms dealing with certain aspects of heritage resources include archaeological- and industrial resources and are briefly discussed. It was felt, for the sake of completeness, to include short explanations of the concepts ‘heritage-’ and ‘world heritage sites’. This chapter concludes with a discussion of the meaning of management in general and the management of heritage in particular.

A variety of sources were consulted and the discussion on the nature of culture, necessitated the use of a publication on historiography by Van Jaarsveld and one other on culture by Labuschagne.

Many of the conferences held in the mid- to late 1980s by the then newly established South African Society for Cultural History, dealt with the issue of ‘culture’ in detail.¹¹ Papers delivered at these conferences were often edited and published and these served as valuable sources of reference for this discourse. In the late 1980s and early 1990s the focus of these conferences changed to “cultural resources”, how to manage them and how cultural historians, mostly employed by museums, could benefit from this ‘new development’. The museum fraternity experienced the beginning of the end of the old order, the subsequent restructuring of museums, and the re-interpretation of South African heritage in general. Cultural resource management and tourism were two ‘new’ spheres or alternative professions in which museum scientists and cultural historians could find a future and fulfillment.

At that stage the concept of ‘resource management’ was nothing new to archaeologists and environmentalists, and Ingrid Coetzee, employee of the then Department of Environment Affairs played an important role in introducing “cultural resource management” to new audiences – cultural historians in particular. Her

¹¹ Personal attendance of conferences held by the SA Cultural History Society, 1986-1994.

articles and conference papers were extremely well researched and useful in this debate.

Despite the seemingly increasing importance of this 'new' discipline, only a few Cultural Historians such as De Jong embarked on specialising in this field of study. De Jong presented several interesting papers at these conferences.

In South Africa it is often the case that archaeologists also major in Cultural History. They are however mostly practising archaeologists and the research done by Van Vollenhoven regarding cultural resource management derives from the perspective of an Archaeologist. Van Vollenhoven's M.A. thesis was very informative, but was however completed before the new National Heritage Resources Act, No 25 of 1999 was promulgated. In many instances this act proved to be a valuable adjunct to Van Vollenhoven's work.

This chapter also sees the introduction of certain Australian, British and American publications on cultural resources or heritage management throughout the world.

All these sources proved invaluable in compiling information for the other chapters of the dissertation.

Upon reading the various case studies presented in these publications, it soon became apparent that the major problem would be to distinguish between a variety of terms used by the various authors for referring to similar issues. The decision to refer to **heritage resources management** in the South African context, was made based on the terminology used in the National Heritage Resources Act 25 of 1999.

Looking at the development of this 'undefined' science in Chapter II, it is clear that CRM has developed from archaeological resource management and is often referred to as such. The development of CRM in a large number of countries is discussed in the publications of H.F. Cleere, *Archaeological Heritage Management in the Modern*

World and P. McManamon, *Cultural Resource Management in Contemporary Society*. Chapter II, *An overview of the development of Cultural Resource Management in selected countries around the world*, is divided in two sections. The first deals with the development of CRM in the United States of America, Great Britain, as well as Commonwealth countries such as Australia and Canada and regions in sub-Saharan Africa. In the second section, the development of Cultural Resource or Heritage Management in South Africa is discussed. An overview of the development in South Africa could be provided thanks to detailed recording by members of the South African International Council for Monuments and Sites (ICOMOS).

Although it is difficult to single out certain publications, McManamon's book on CRM in contemporary society was very helpful in compiling this chapter.

Despite all available publications, very little could be found on the heritage management situation in Canada. Canadian Heritage, does however have an excellent website, (www.canadianheritage.gc.ca), and although a historical overview was difficult to locate, the website gives an update on the most recent developments in Canada.

Various articles from more recent journals such as the *South African Journal of Cultural History*, the *Research by the National Cultural History Museum*, and *Historia*, were consulted. It is interesting to note that historians have also realised the benefits of heritage conservation and management for the future of history as a school subject. A large section of *Historia* (November 2002), was dedicated to papers delivered at the Historical Society's conference in June 2002. The theme of this conference was *Heritage Creation and research: the restructuring of Historical Studies in Southern Africa*.

In Chapter III, *A survey of legislation relevant to Cultural or Heritage Resources in South Africa*, various acts relevant to this aspect are summarised in an attempt to

provide a picture of the state of affairs in South Africa in 2002. Nine acts and one Bill that relate directly to Heritage Management are discussed, whilst several acts that deal with environmental management and indirectly touch on cultural or heritage resources, are listed. It is especially the National Heritage Resources Act, No. 25 of 1999 that plays a significant role in Heritage Management in South Africa and serves as an important guideline for most of the last chapter of this dissertation.

Being aware of relevant legislation is one thing, but to actually obtain these acts, could be problematic. For those who have access to the Internet, the issue is less of a problem, as government departments have their own website, and the latest on legislation can be found at www.actsonline. Gazettes can also be read online at www.sagazettes.co.za and one can subscribe to the South African gazettes from SABINET online.

For those who do not have Internet access, copies of the Government- and Provincial Gazettes as well as back copies and out of print issues can be obtained from:

- The National Library of South Africa, P.O. Box 397, Pretoria, 0001
- The Government Printer, Private Bag X85, Pretoria, 0001.¹²

Hard copies of the Acts were obtained from the National Library in Pretoria. Summarising the Acts was an onerous task, but should provide prospective researchers and heritage workers with valuable references.

The fourth and last chapter, *Managing the Voortrekker Monument Heritage Site, Pretoria, a case study*, forms the focus of this dissertation and is divided into three sections. The **first** deals with the purpose of managing a heritage site. There are mainly four reasons: the establishment of cultural identity; educational value of a heritage site; the research value of such a site and last but not least the economic value that is directly linked to various aspects of tourism. **Secondly** the ways ('how to') in which a heritage site should be managed, are discussed. These include typical

¹² Government Gazette, 16 February 2001, pp. 75 - 80

conservation management principles such as the identification and assessment of significance and documentation of a site. What is very important in this section is the following: basic conservation techniques; sustainable development; visitor management; and heritage impact assessment on the site. Universal management principles and aspects such as financial management and marketing are also briefly discussed with regard to heritage management. The **third** and last section in this chapter deals with Management and the tools required to manage a heritage site.

In this last chapter each topic consists of two parts: the first, covering the general *modus operandi* practiced internationally by heritage managers, and the second comparing the current situation at the Voortrekker Monument Heritage Site with these international practices. This approach enables one to clearly identify the fields of conservation and management that are not up to standard and which require attention. Despite the fact that this is a relatively ‘young’ site, the comparison also indicates that much has already been achieved.

The sources consulted for this chapter vary greatly and include many of the international CRM publications and articles used in the first two chapters. The nature of the first section of this chapter, compelled author to consult with general South African history publications such as Cameron and Spies’ *Nuwe Geskiedenis van Suid-Afrika*. The original, official guidebook of the Voortrekker Monument contains valuable information, but has to be seen in the context of 1949.

The Voortrekker Monument has always been a source for discourse and debate and has always had a high profile in the media. Newspaper- and journal articles on various aspects surrounding this Monument abound and facilitated the attempt to assess its cultural significance – the first step of the conservation management process.

The recently established archives (2002) at the Voortrekker Monument were used extensively for this chapter, and in many instances a filing system had to be devised



before the files could be utilised. As many projects on the site are in their developmental stages, the Chief Executive Officer and the managers of the various departments had to be consulted regularly. The manager of the physical assets department who co-ordinates most of these projects, was particularly helpful in this regard.

The Voortrekker Monument management is in the process of embarking on more exciting projects which, amongst many others, include fund-raising and heritage management projects. As these projects will be launched early in 2003 and this dissertation focuses on management activities between 2000 to 2002, they have been omitted.

As these projects can be regarded as pioneering projects in the field of heritage management in South Africa, it is of the utmost importance that they are recorded in detail. This information will be made available by means of journal- and popular articles in the near future.

CHAPTER I

WHAT IS CULTURAL RESOURCE OR HERITAGE MANAGEMENT?

In this chapter, a variety of definitions of culture, resources, and management are discussed in order to create an understanding of the term cultural resource management (CRM). This term is the forerunner of, and synonymous with the current, more preferred term heritage management in South Africa and elsewhere. It is evident that there are also many other related terms that are often used in a variety of contexts, by a variety of researchers, and this often leads to confusion. An attempt at clearing this confusion is made by providing definitions and explanations of these terms.

1. Definitions and terminology

1.1. Defining culture

Cultural Historians and others have debated the nature and meaning of culture for many years. Although the Dutchman J. Huizinga (1872-1945),¹ generally regarded as the father of Cultural History stated that “culture” remained an indefinite term, nearly impossible to analyse, he, and many others have, nevertheless, through the years, endeavoured to define this difficult term.² Originally, culture meant the cultivation of the land - that is the changing of untamed nature with the purpose of producing crops. It not only implies manual labour by humanity, but also includes spiritual abilities. The meaning of the word 'culture' included the culture of the spirit, (*cultura animi*) as defined by the Romans.³

¹ F.A. van Jaarsveld, *Westerse Historiografie en Geskiedenisfilosofie*, p. 30.

² E. Labuschagne, *Die Afrikaanse Kultuurraad Pretoria, 1930-1980*, p. 1.

³ E. Labuschagne, *Die Afrikaanse Kultuurraad Pretoria, 1930-1980*, p. 1.

In his opening address at a conference on culture conservation in Cape Town in 1988, the then president of the Human Sciences Research Council, J.G. Garbers, divided the, literally hundreds of definitions of culture, into three categories. The first deals with culture being something of an **ideal** and elevated. It indicates human perfection and can be evaluated in terms of certain intellectual and spiritual norms of a universal nature. An excellent composition or piece of literature can be seen as a cultural manifestation.

The second category deals with definitions that concentrate on the **tangible** manifestation of culture, which is in the form of artefacts, documents and structures.

The last category, deals with the definitions that focus on ordinary human **activities** within the context in which humanity finds itself. This deals with the peoples' culture – the ordinary man's way of communicating, his symbols, the way in which he rebels and the way in which he establishes movements,⁴ such as organisations and institutions.

In South Africa these definitions are not sufficient if they do not include the dynamics of **change**, progress and cross-pollination. A fourth category of the definitions on culture should therefore include culture as a strategy that can **adapt to the environment**. It provides for a model according to which the adaptation of culture to its environmental context can be explained and which implies a diversity of sub-systems of meaning such as language, signs and symbols.⁵

More recently, cultural resource managers have also expressed the need to first define the term 'culture' before looking at CRM. Clift quotes M.C Howard and J. Deetz in her article, *The role of museums in cultural resource management*

⁴ J.G. Garbers, Culture conservation in a dynamic multi-cultural South Africa, *in*: I. Coetzee and G.M. van der Waal, (eds.), *The Conservation of culture: changing context and challenges*, p. 10.

⁵ J.G. Garbers, Culture conservation in a dynamic multi-cultural South Africa, *in*: I. Coetzee and G.M. van der Waal, (eds.), *The Conservation of culture: changing context and challenges*, p. 11.

(1993). Howard states that 'culture' can be defined as "the customary manner in which human groups learn to organise their behaviour and thought, in relation to their environment". Deetz states that culture is everything that man thinks and does as a member of society. Material culture refers to the material remains of past societies that have been preserved and includes everything from buildings, tools, clothing, and art to the mundane things like cuts of meat".⁶ Ashworth and Howard regard 'culture' and heritage as being synonymous in that most heritages is culture. It is part of the achievements of the species *Homo sapiens*.⁷

At one of the conferences held by the South African Cultural History Society in Pretoria in 1991 on cultural resources, De Jong quotes the Mexico City Declaration on Cultural Policies, as accepted by the "World Conference on Cultural policies". Here culture was defined as: "That in its widest sense, culture may now be said to be the whole complex of distinctive spiritual, material, intellectual, and emotional features that characterise a society or social group. It includes not only the arts and letters, but also modes of life, the fundamental rights of the human being, value systems, traditions, and beliefs. That it is culture that gives man the ability to reflect upon himself. It is culture that makes us specifically human, rational beings, endowed with a critical judgement and a sense of moral commitment. It is through culture that we discern values and make choices. It is through culture that man expresses himself, becomes aware of himself, recognises his incompleteness, questions his own achievements, seeks untiringly for new meanings and creates works through which he transcends his limitations."⁸

Coetzee also commences her paper at a Cultural History conference in 1994 with a definition on what 'culture' is before explaining what a 'resource' is and then defining what a 'cultural resource is'. She adds an interesting aspect about culture,

⁶ H. Clift, The role of museums in cultural resource management, in: University of Stellenbosch, *The Cultural Historian*, vol. 8 no. 1, June 1993, p. 90.

⁷ G. Ashworth and P. Howard., *European Heritage planning and Management*, p.27.

⁸ R.C. de Jong, *Kultuurhulpbronne*, in: SAVK, *Kultuurhulpbronne*, pp. 3-4.

namely that it is dynamic. She quotes McNeely who stated that: "people move from one culture to another, either physically, for example through migration, or mentally, for example through mass media."⁹

In 1996, the Gauteng Museum Service published and distributed a pamphlet in which the concepts of living culture and oral traditions were explained. Here culture is described as, "all those things created by humankind". Culture may be seen as the creative result of humankind's adaptation to its environment through time. Culture is something exclusive to humankind. Unlike animals that react on instinct alone, humankind's ability to reason, its developed communication skills and ability to change its environment, make it a creator of culture. These features, only present in humans, have evolved through many thousands of years. Distinct cultural features such as language, customs, beliefs, and many others, distinguish one cultural group from another.¹⁰ The South African National Heritage Resources Act, No. 25 of 1999 defines 'living heritage' as the intangible aspects of inherited culture and may include: cultural tradition; oral history; performance; ritual, popular memory; skills and techniques; indigenous knowledge systems and the holistic approach to nature, society and social relationships.¹¹ It is obvious that these definitions of cultural traditions and oral history concentrate on the spiritual processes more than the tangible products of culture.

From the above it is clear that, despite numerous, debates, conferences and discussions and research, not many novel ideas have been added to the original Roman concept of 'culture' through the centuries. There is no doubt that humankind's physical and spiritual characteristics are present when 'cultural heritage' is created. Culture is solely related to humankind's thought processes, related activities and products.

⁹ I. Coetzee, Cultural resources – a tour through our world in one country, in: W. Loots (ed.), *Cultural resources and regional tourism*, p. 23.

¹⁰ Gauteng Museum Service, *Living Culture*, p.1.

¹¹ National Heritage Resources Act, No. 25 of 1999, pp 10 – 12.

1.2. Defining cultural resources

According to Van Vollenhoven, "Cultural Resources are all unique, non-renewable, intangible (spiritual) and tangible (physical / material) phenomena (natural or manmade) which could be associated with human (cultural) activities. These include sites, structures and artefacts to which an individual or group attaches value with regards to historical, archaeological, architectural, spiritual and cultural development."¹²

For the purpose of this chapter it is necessary to make a survey of the different definitions from which Van Vollenhoven compiled his definition mentioned above. The American Anthropologist Don D. Fowler explains that cultural resources are "physical features, both natural and manmade, associated with human (cultural) activity. These would include sites, structures and objects possessing significance, either individually or as groupings in history, architecture, archaeology, or human, cultural development".¹³ Fowler continues and refers to cultural resources as "containers of information, or potential information, about past human activities."¹⁴

The South African, H. Clift quotes Coetzee et. al. stating that: "cultural resources are the material remains of past human activity that have been preserved into the present. Anything natural or man-made that has cultural significance to a certain cultural group or community should be seen as a cultural resource."¹⁵

¹² A. Van Vollenhoven, *Kultuurhulpbronbestuur (KHB) binne die funksionele konteks van museums in Suid-Afrika*, M.A.-verhandeling, U.S., 1998, pp. 11-12.

¹³ I. Coetzee, Cultural resources management defined, in: J. de Klerk (ed.), *Muniviro, newsletter for local and regional authorities*, vol. 8, no. 1, p. 2.

¹⁴ I. Coetzee, Cultural resources management defined, in: J. de Klerk (ed.), *Muniviro, newsletter for local and regional authorities*, vol. 8, no. 1 p. 2.

¹⁵ H. Clift, The role of Museums in Cultural Resource Management, in: University of Stellenbosch, *The Cultural Historian*, vol. 8, no. 1, p. 90.



Coetzee states that a resource is basically anything which is of use to people and, therefore, of some beneficial value to people. Whilst there is apparently no satisfactory definition of a resource, Coetzee quotes O’Riordan as follows: A resource is in essence an abstract concept and not necessarily a tangible object. It is a "functional relationship that exists between three things: human wants, human abilities and human appraisal of the surrounding environment." O’Riordan finally summarises –"a resource is an attribute of the environment appraised by man to be of value over time within the constraints imposed by this social, political, economic, and institutional framework." ¹⁶

Coetzee finally defines ‘cultural resources’ by giving a brief historical overview of its development and then concludes with the definition by Don Fowler. Interesting additions to the list of resources mentioned elsewhere, are the rural and urban, traditional practices, and beliefs, intangible values associated with natural features and human creations in the human living environment, folklore and oral history. In societies in which indigenous and tribal communities are a major component, it has become relevant for cultural resources to reflect both ‘things’ and ‘behaviour patterns’.¹⁷ What is important is that cultural resources such as archaeological sites and historical buildings are **non-renewable**, while others (mostly processes, and more important in African society than the products of culture) are part of a dynamic process.¹⁸

In a paper read at a Cultural History Society conference in 1991, R.C. de Jong very briefly describes cultural resources as "the intangible properties and material products, both natural and man-made, which are associated with human activity and history". He states that there is an endless variety of these resources and lists

¹⁶ I. Coetzee, Cultural resources – a tour through our world in one country, *in*: W. Loots (ed.) *Cultural resources and regional tourism* pp. 24-25.

¹⁷ I. Coetzee, Cultural resources – a tour through our world in one country, *in*: W. Loots (ed.) *Cultural resources and regional tourism*, p. 27.

¹⁸ I. Coetzee, Cultural resources – a tour through our world in one country, *in*: W. Loots (ed.) *Cultural resources and regional tourism*, p. 28.

them as follows: palaeontological, archaeological, historical and architectural, cultural landscapes, submerged cultural resources, burial sites and cemeteries, movable objects and archival materials, sites and areas of spiritual or historical significance, place names and oral histories, language, domesticated plants and animals and cultural events.¹⁹ This opinion is supported by Ashworth et. al. who states that heritage (or cultural resources) is whatever people want to conserve, preserve or collect, with a view to passing it on to others, and it is very difficult to define by listing all the things which people do save.²⁰

De Jong further defines cultural resources as those natural features and human creations in the environment, which are associated with past, and present human cultural activity, and history. They embody a range of values held by people. They can be either movable or immovable on land or under water or in space. Although natural resources did not originate with, and are not dependent on human activities, features like waterfalls, springs, rocks and mountains may also embody human values when they are, for example, associated with events in the past, or have religious and other cultural (human) significance.²¹

In conclusion, cultural resources are those natural elements and human creations in the human living environment that people value and utilise in a sustainable

¹⁹ R.C. de Jong, *Managing cultural resources in nature conservation and forestry areas*, in: W.J. Loots (ed.), *Cultural resources and regional tourism*, pp. 52-53.

²⁰ Ashworth and P.Howard., *European Heritage and management*, p. 11.

²¹ R.C. de Jong, *Cultural Resources and how to manage them: the research factor*, in: J. van den Bos and M. Moolman (eds.), *Methodology in research*, p. 19.

way in order to enrich their existence and retain their identity in time and space.²² Cultural resources can collectively be referred to as heritage.

1.3. Defining heritage

From the various definitions in the literature, it is obvious that there is little difference between 'heritage' and 'cultural resources' and that a detailed discussion of heritage would be a repetition of the discussion in the previous section. According to Ashworth and Howard, heritage is seen to be closely involved with people and their self-identity, as well as the places in which they live. Seven categories of heritage objects are mentioned and include nature; landscape; monuments; artefacts, activities, people and sites.²³ According to Morrow, heritage is a debatable concept, which is difficult to define precisely. One often slips between an emphasis on the material inheritance from the past and the less precise emphasis on particular approaches and attitudes to the past as currently created and utilised. Morrow states that, in the South African context, the concept of 'heritage' overlaps with those of memory, ownership and redress.²⁴

Hewison is also critical of the word heritage and argues that it is attached to anything from national institutions to garage doors. It is not only about memory and creating pasts, but also wanting to associate with the perceived positives and status of a constructed past.²⁵ In the South African National Heritage Resources Act, No. 25 of 1999 heritage (resources) include various places, settlements and townscapes, landscapes, geological sites and natural features of cultural significance, archaeological and palaeontological sites, various graves, sites related to the history of slavery as well as various kinds of objects.²⁶

²² I. Coetzee, Cultural resources - a tour through our world in one country, in: W. Loots (ed.), *Cultural resources and regional tourism*, p. 30.

²³ G. Ashworth and P. Howard., *European Heritage Planning and Management*, p. 7.

²⁴ S. Morrow, Heritage and historically Black Universities: the view from Fort Hare, in: J. Tempelhoff (ed.), *Historia* 42(2), p. 446.

²⁵ G. Rithchie, The culture of collecting: the National Library as a memory institution, in: J. Tempelhoff, (ed.), *Historia* 42(2), pp. 514-515.

²⁶ National Heritage Resources Act, No. 25 of 1999, pp. 12-14.

1.4. Related terms

Before defining the word management, as in cultural heritage management, it is necessary to briefly look at terms related to cultural resources. It is clear from the above-mentioned definitions that the word 'culture' includes all the activities, products, thoughts, and processes with which man involves himself within a specific environment. It is, however, very broad, and some authors need to define their specific focus more clearly.

Archaeological resources

The development of CRM is closely associated with Archaeology. In the USA, as in many other countries – also in Africa – CRM refers to the management of archaeological resources. The study of CRM would therefore inevitably include the study of archaeological resource management.²⁷

Archaeological resources within the South African context refer to: 'material remains resulting from human activity which are in a state of disuse and are in or on land and which are older than 100 years, including artefacts, human and hominid remains and artificial features and structures, rock art, wrecks and features, structures and artefacts associated with military history, older than 75 years, and the sites on which they are found'.²⁸

According to Cleere, archaeological heritage management may be deemed to have begun with the Swedish Royal proclamation of 1666, declaring all objects from antiquity, to be the property of the Crown.²⁹

²⁷ A. Van Vollenhoven, *Kultuurhulpbronbestuur (KHB) binne die funksionele konteks van museums in Suid-Afrika*, M.A.-verhandeling, U.S., 1998, p. 14.

²⁸ National Heritage Resources Act, No. 25 of 1999, pp. 6-8.

²⁹ H. F. Cleere, Introduction: the rationale of archaeological heritage management, in: H.F. Cleere, (ed.), *Archaeological heritage Management in the Modern World*, p. 1.

Obviously archaeological resources would exclude a large range of other processes and products and therefore only refers to one section of 'cultural resources'.

Heritage (resources)

As stated before, heritage as a cultural resource has much to do with people and with activities. It is best considered either a process that happens to things, or as a marketing device. To define heritage in terms of objects is only useful in describing the enormous range of things which people think are worth preserving.³⁰ In the broader sense of the word heritage includes the things of value, which are inherited. If the value is personal, we speak of family or personal heritage; if the value is communal or national we speak of 'our' heritage. Heritage is a network of interrelated elements – tangible and intangible, natural and cultural (human), personal and collective.³¹ According to South Africa's National Heritage Resources Act, No. 25 of 1999, heritage resource means any place or object of cultural significance, whilst living heritage, as mentioned previously, means the intangible aspects of inherited culture.³²

It is clear that the term 'cultural resource' could easily be (and is often) replaced by the term 'heritage resource', collectively referred to as 'heritage'. Heritage resources could, and has for many years, included those natural resources, which we inherited, and could be seen as a much broader term than cultural resources. The importance of cultural heritage within the environment – and as part of the natural environment was only realised in the late 1960s.³³

³⁰ Ashworth and P. Howard, *European Heritage...*, p. 11.

³¹ C.M. Hall and S. McArthur, *Heritage management in Australia and New Zealand – the human dimension* p. 297.

³² National Heritage Resources Act, No. 25 of 1999, pp. 8-10.

³³ R.C. de Jong, *Kultuurhulpbronne*, in: SAVK, *Kultuurhulpbronne*, p. 2.

For the purpose of this dissertation, the term 'heritage resources' is used when referring to the South African situation, to coincide with the South African National Heritage Resources Act, No. 25 of 1999.

Heritage objects

Although 'objects' are implied in most of the definitions of heritage, the National Heritage Resources Act makes special provision for the conservation of 'heritage objects'. These include objects whose export might be necessary to control and include archaeological and palaeontological objects, meteorites, rare geological specimens, visual art, military and numismatic objects, objects of cultural and historical significance, objects attached to or associated with living heritage, technological and scientific objects, books records, photographs, films videos and sound recordings.³⁴

Heritage site

A site according to the National Heritage Resources Act means any area of land, including land covered by water, together with any structures or objects thereon.³⁵ A heritage site means a **place** declared to be a national heritage site by the South African Heritage Resources Agency (SAHRA), or a place declared to be a provincial heritage site by a provincial heritage resources authority.³⁶

The Act further describes a '**place**' to be one, or a combination of the following:

- A site, area or region;
- A building or other structure which may include equipment, furniture, fittings, and articles associated with or connected with such building or other structure;
- A group of buildings or other structures which may include equipment,

³⁴ National Heritage Resources Act, No. 25 of 1999, pp. 50-52.

³⁵ National Heritage Resources Act, No. 25 of 1999, p. 12.

³⁶ National Heritage Resources Act, No. 25 of 1999, p. 8.

furniture, fittings and articles associated with or connected with such group of buildings or other structures;

- An open space, including a public square, street, or park;
- In relation to the management of a place, includes the immediate surroundings of a place.³⁷

In the Australian Burra Charter a place is described as “a site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views”.³⁸ It goes further to describe a *related place* as a “place that contributes to the *cultural significance* of another place”.³⁹

Industrial resources

Industrial Archaeology, as it is known in Britain, became of increasing interest in the 1960s in the country of the first industrial revolution. This happened at a time when de-industrialisation first became evident and soon spread to the United States of America and Western Europe. It often stresses the hardships of the working class as opposed to the monuments and museums displaying the life and times of the rich and powerful.⁴⁰

Industrial resources (or industrial heritage resources) refer to potentially the whole life and works of industrial civilisation. Industrial civilisation simply means, one which, however diverse and complex its course and contents, has industrial culture at its heart. Managing the industrial heritage includes:

- Piecing together the remnants of lost industry to understand how it functioned;
- Protecting and caring for buildings, sites and machinery because of their technical, historical or aesthetic interest;

³⁷ National Heritage Resources Act, No. 25 of 1999, p. 10.

³⁸ Australia ICOMOS, *The Burra Charter, Final draft*, p. 1.

³⁹ Australia ICOMOS, *The Burra Charter, Final draft*, p. 2.

⁴⁰ G. Ashworth and P. Howard. *European Heritage*, p. 48.

- Finding new uses for redundant but irreplaceable elements of the industrial landscape
- Restoring disused machinery and working practices to use;
- Recording the knowledge, skills and experience of industrial populations;
- Using the results of the above to show how past generations lived and worked.

Industrial culture's scope could include medieval workings and the musical preference of a modern adolescent.⁴¹

In South Africa, the industrial heritage includes technological artefacts from the Stone Age, when tools were made from stone to enable humans to perform their daily tasks. Iron Age smelting sites would also classify as part of the industrial heritage.⁴² When referring to industrial resources, other processes and products are excluded and it only refers to a specific section of CRM.

Protected areas

The South African National Heritage Resources Act also provides for the protection of designated areas such as land surrounding a national heritage site that is reasonably necessary to ensure the protection and reasonable enjoyment of such a site, or to protect the view of and from such a site. It also covers an area or piece of land surrounding any wreck, necessary to protect it and an area of land covered by a mine dump.⁴³

World heritage sites or areas

Although culture provides identity to each and every community and nation (volk), culture could also have a universal character, which is known as the common heritage of mankind. This phenomenon is questioned by Ashworth et. al. as they are of the opinion that heritage is an assertion of ownership of

⁴¹ J. Alfrey and J. Putnam, *The industrial heritage – managing resources and uses*, p. 1.

⁴² Personal information: Dr. Wally Serote, C.E.O., Freedom Park project, 2002-04-13.

⁴³ National Heritage Resources Act, No. 25 of 1999, p. 44

the past and until that ownership can be collectivised on a world scale, rather than nationalised or localised, then heritage will be more usually a cause of national and local conflict than of global reconciliation.⁴⁴

The United Nations Education, Science, Culture Organisation (UNESCO) is one of the international organisations attempting to articulate the idea of world heritage, although action seems to be beyond their competence.⁴⁵ Ashworth maintains that the activities of these organisations are no more but useful political encouragement and economic stimuli, both UNESCO and its International Council of Monuments and Sites (ICOMOS) have done much for heritage by means of declarations, and codes of practice. The World Heritage Convention of 1972 (reviewed in 1990) provides for the conservation of this common cultural heritage. On the list of these heritage sites are, for example the Egyptian pyramids, the rock churches of Ethiopia and other places of universal interest.⁴⁶

Hall and McArthur talk about a 'world heritage area' and defines it as land of cultural and natural significance inscribed on the World Heritage List, recognised as places of outstanding universal value.⁴⁷

In 1996, the International Council of Monuments and Sites (ICOMOS) of the United Nations Council for Education, Science and Culture (UNESCO), established more than 30 years previously, had 330 cultural items listed to be World Heritage Monuments. ICOMOS had, at that stage more than 6 000 members and 84 member states – all providing professional, dedicated

⁴⁴ Ashworth and P. Howard, *European Heritage...*, p. 73.

⁴⁵ Ashworth and P. Howard., *European Heritage...*, p. 73.

⁴⁶ R. De Jong, *Kultuurhulpbronne*, in: SAVK, *Kultuurhulpbronne*, 1991, p. 4 ; Ashworth and P. Howard. *European Heritage...*, p. 73.

⁴⁷ C.M. Hall and S. MacArthur, *Heritage Management in Australia and new Zealand, the human dimension*, p. 299.

guidance to each nation to safeguard their monumental heritage for generations to come.⁴⁸

By February 1998 there were 522 'properties' inscribed on the World Heritage list, of which 418 are cultural and 114 natural. The other twenty are mixed sites in the sense that they are inscribed on the basis of both cultural and natural criteria. The number of member states had risen to 151 – the largest support for any UNESCO convention.⁴⁹

The World Heritage Convention (adopted on 16 November 1972) concerns the protection of the world's cultural and natural heritage. Article 1 of the World Heritage Convention defines three broad categories of cultural property considered to be eligible for inclusion on the World Heritage List:

- **Monuments:** architectural works, works of monumental sculpture and painting, elements and structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science.
- **Groups of buildings:** groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding, universal value from the point of view of history, art or science.
- **Sites:** works of man or the combined works of nature and of man and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological points of view.⁵⁰

⁴⁸ S.D. Bandaranaike, Foreword, *in*: J. Deacon (ed.), *Monuments and sites South Africa*.

⁴⁹ H.F. Cleere, The World Heritage Convention in the Third World, *in*: P. McManamon and A. Hatton, (eds.), *Cultural Resources Management in Contemporary Society*, p. 99.

⁵⁰ H.F. Cleere, The World Heritage Convention..., *in*: P. McManamon and A. Hatton, (eds.), *Cultural Resources Management in Contemporary Society*, pp. 99-100.

In 1999 South Africa incorporated the World Heritage Convention into South African law by means of publishing the World Heritage Convention Act, No. 49 of 1999. The following is stated in the preamble of this act:

“Recognising that the cultural heritage and the natural heritage are among the priceless and irreplaceable possessions, not only of the Republic, but of humankind as a whole;

Acknowledging that the loss, through deterioration, disappearance or damage through inappropriate development of any of these most prized possession, constitutes an impoverishment of the heritage of all peoples of the world and, in particular, the people of South Africa.”⁵¹

Finally, in the words of Myra Shackley: "All World Heritage Sites are national flag carriers, symbols in some way of national culture and character. Most are the major cultural tourism attractions of their country and some (such as Stonehenge, the Pyramids, and the Great Wall of China) are powerfully evocative symbols of national identity, universally recognised. World Heritage is a fragile, non-renewable resource which has to be safeguarded both to maintain its authenticity and to preserve it for future generations."⁵²

1.4. Defining management in terms of cultural resources

Having determined from all the above-mentioned definitions, that cultural resources or heritage resources are basically the manifestations of a people's culture, all that remains, is to define 'management' in terms of these resources. The question as to why it is at all important to manage these resources arises and is briefly addressed in this section. A detailed discussion of the various reasons follows in Chapter IV.

⁵¹ World Heritage Convention Act, No. 49 of 1999, p. 2.

⁵² M. Shackley, *Visitor Management – Case studies from World Heritage Sites*, p.1.

By the end of the 1960s it was realised that it was no longer sufficient for cultural heritage to be part of environmental management, but that it would be better for its continued existence to properly 'manage it'. 'Management' did not merely imply aspects such as conservation and preservation, but also utilisation.⁵³ An increased awareness of the vulnerability of the cultural heritage – natural disasters, war, aging, environmental pollution, modernisation and development and vandalism⁵⁴ – caused concern and resulted in world-wide movements towards their conservation and therefore, better management.

In countries such as South Africa, it was realised that heritage resources play an important role in that it helps us define our cultural identity and therefore lies at the heart of our spiritual well being and has the power to build a nation. It has the potential to affirm our diverse cultures and thus shape our national character. Our heritage celebrates our achievements and contributes to redressing past inequities. It educates, it deepens our understanding of society and encourages us to empathise with the experience of others. It facilitates healing and material and symbolic restitution and it promotes new and previously neglected research into our rich oral traditions and customs.⁵⁵

On a more practical level, some heritage resources are often tourist attractions in their own right while others could be utilised for tourist accommodation and restaurants.⁵⁶ If managed correctly this could play a very important role in the economic development of a region or country.

In an interview, which was published in the newsletter of the Gauteng Provincial Government, Mr Gungubele, Member of the Executive Council for

⁵³ R.C. de Jong, *Kultuurhulpbronne*, in: SAVK, *Kultuurhulpbronne*, 1991, p.2.

⁵⁴ R.C. de Jong, *Kultuurhulpbronne*, in: SAVK, *Kultuurhulpbronne*, 1991, p. 3.

⁵⁵ National Heritage Resources Act, No 25 of 1999, p.2.

⁵⁶ R.C. de Jong, *Managing cultural resources in nature conservation and forestry areas*, in: W. Loots (ed.), *Cultural resources and regional tourism*, p.53.

Sports, Recreation, Arts and Culture gave another reason why management of heritage and culture is so important. He states that: "A country that is able to sustain its uniqueness through the retention of its cultural base, is able to create an environment that produces **products** that are unique to itself. Things produced that were influenced by the culture of the country will become more 'sellable'." ... "Crafts are seen as an entry point into the reduction and alleviation of poverty."⁵⁷

There appears to be no doubt that our cultural and heritage resources are of utmost importance and need to be conserved and managed at all costs.

Don D. Fowler, described the management of cultural resources, as it was practiced in the USA in the early 1970s as: "the application of management skills (planning, organising, directing, controlling and evaluating) to achieve goals set through the political process to preserve important aspects of our cultural heritage for the benefit of the American people".⁵⁸

In 1993, Clift stated that CR management entails the assessment of cultural remains and deciding whether these remains are conservation-worthy and, if they are, deciding how the resource will be conserved and incorporated in to the present and the future. Identification and recording form the basis of CR management.⁵⁹ Two years later Meyer summarised CR management as being largely related to the conservation of cultural resources through application of the law, relevant administrative management techniques and the creation of organisational- and staff structures.⁶⁰

⁵⁷ Anonymous, Celebrating our heritage, *in: Gauteng News*, September 2001, pp. 4-5.

⁵⁸ I. Coetzee, Cultural resources management defined, *in: J. de Klerk (ed.), Muniviro*, vol. 8 no.1, p. 2.

⁵⁹ H. Clift, The role of museum in Cultural Resource Management, *in: University of Stellenbosch, The Cultural Historian*, pp. 90-91.

⁶⁰ A. Meyer, Argeologie en kultuurhulpbronnbestuur: 'n voorgestelde paradigma vir kultuurhulpbronnbestuur, *in: J. van den Bos and M. Moolman, (eds.), Metodologie in navorsing*, p. 2.

In 1998 Van Vollenhoven stated that cultural resources management is the application of management techniques to conserve and develop cultural resources so that they can serve the general public (community) as a cultural heritage with a long-term worth.⁶¹

In relation to heritage resources, **management** includes the **conservation, presentation and improvement** of a place protected in terms of the South African National Heritage Resources Act.⁶²

- **Conservation** includes the protection, maintenance, preservation and sustainable use of places or objects so as to safeguard their cultural significance.
- **Presentation** includes exhibitions and displays, provision of access and guidance, provision, publication or display of relevant information and related performances or oral presentations.
- **Improvement** includes repair, restoration and rehabilitation of a place protected in terms of this act.⁶³

The Australian Burra Charter summarises this clearly when stating that: “Understanding cultural significance comes first, then development of policy and finally **management** of the place in accordance with the policy”⁶⁴

In conclusion, it seems that, despite ALL the attempts at defining cultural resource management over all the years, academics and heritage workers have not been very successful at determining one, universally accepted definition. In the introduction of a very recent publication, it is noted that contributors to the publication had used the terms ‘heritage management’, ‘cultural resource

⁶¹ A. van Vollenhoven, *Kultuurhulpbronbestuur (KHB) binne die funksionele konteks van museums in Suid-Afrika*, ongepubliseerde M.A.-verhandeling, U.S., p. 9.

⁶² National Heritage Resources Act, No. 25 of 1999, p.10.

⁶³ National Heritage Resources Act, No. 25 of 1999, pp 8-10.

⁶⁴ Australia ICOMOS, *Burra Charter, Final draft*, p. 3.

management’, and ‘archaeological resource management’, interchangeably which seems to underline a number of points:

- There is not as yet an undisputed term for this topic of cultural resources;
- All the activities covered by the various terms include both policy making at local, regional, national and international levels of government, as well as the day-to-day business of managing both the organisations that administer ‘heritage’ and the ‘cultural resources’ themselves;
- This merging of policy making and day-to-day management may potentially contain the seeds of mission failure, in that this wide spectrum can give the impression to outside investigators and or potential funders, of a graphic lack of clarity and focus;
- There are key themes that bind this loose amalgam together globally;
- There is commonality shared by those who work on the matters of history, heritage, museums, archaeology etc.⁶⁵

The fact that the South African Government prefers to use ‘heritage resources’ in its Act on this issue, should be a guideline to all workers in related fields that this is the term to be used in future in the South African context.

The role that the world’s cultural and natural heritage could play in creating cultural identity, and improving the economies of regions through attracting tourists and the selling of cultural products, is forcing more and more governments to take cognisance of the importance of heritage and its conservation through effective management.

In the following chapter, a discussion of the development of CRM (or as many call it archaeological or heritage management) in countries across the world includes the development of laws and policies to conserve the, in most cases endangered, heritage.

⁶⁵ P. McManamon and A. Hatton., (eds.), *Cultural Resource Management in Contemporary Society*, p. 3.

CHAPTER II

AN OVERVIEW OF THE DEVELOPMENT OF CULTURAL RESOURCE OR HERITAGE MANAGEMENT IN SELECTED COUNTRIES AROUND THE WORLD

In an attempt to gain a better understanding of heritage management, a discussion of the development of Cultural Resource Management in selected countries around the world, is presented in the first section of this chapter. Cultural resources or 'heritage' became nationalised in the course of the 19th century as national governments became progressively more involved, despite their initial reluctance. Today it is difficult to imagine "heritage" without national museums, archives, libraries, agencies, laws, policies and financial subsidies.¹

It is therefore not surprising that, in most cases, legislation plays an important role in the development and management of cultural resources or heritage, and in the first section of this chapter, reference is often made to important acts promulgated in different countries. In the second section, the development of CRM or heritage management in South Africa is the focus of the discussion. Reference to South African legislation is only briefly touched on, as the following chapter is dedicated to a detailed discussion on this aspect.

1. Cultural Resource Management in countries other than South Africa

Most publications on CRM include case studies of a variety of cultural, heritage and archaeological sites in many countries. A discussion on all of them would result in an unnecessary lengthy debate, and a choice had to be made. The following countries or regions, discussed in alphabetical order, were selected for reasons stated:

- Australia: There are many similarities between the development of the South African and the Australian heritage management. The Australian Burra

¹ Ashworth and P. Howard, *European Heritage...*, p. 64.

Charter is utilised by South African government departments. Judging by the number of recent publications, CRM has ‘exploded’ in Australia.

- Canada: As in the case of Australia and South Africa, Canada was also colonised by Great Britain and is a member of the Commonwealth. Citizens of Canada are diverse, have two official languages and many other unofficial ones and boasts with a cultural richness that they want to showcase to the world.²
- Great Britain: South Africa was under British rule for many years and the development of museums as cultural resources in South Africa was greatly influenced by this fact. Although there appear to be few contemporary similarities, it is interesting to take note of CRM developments in that country.
- Sub-Saharan Africa: South Africa is very much part of Africa and is increasingly experiencing the heritage problems which other African states encounter. By consulting case studies of heritage development and management in other African countries, South Africa might be in a position to solve, and even prevent some of these problems.
- The United States of America: This country has played a leading role in CRM in the world and it is necessary to take cognisance of the developments there.

1.1 CRM in Australia

In 1945 there developed a non-governmental movement amongst the Australian people to conserve the Australian heritage. This movement expanded and today there is a National Trust in every state, with a total membership of 85 000. In the 1970’s the people’s efforts were strengthened when they were joined by the ‘green bans’, which were developed by the trade unions. These bans spread between the unions and the states, arousing public

² Department of Canadian Heritage, Minister’s page (Sheila Copps)
< http://www.canadianheritage.gc.ca/pc-ch/min/index_e.cfm >

concerns over heritage issues, and leading, eventually, to both State and Federal Government reviews and legislation.³

In 1975 the Australian Heritage Commission was established and they compiled a Register of National Estate which includes places of natural significance as well as historic sites, structures, buildings and gardens, shipwrecks, Aboriginal sites and places of archaeological value, both Aboriginal and historic.⁴

Legislation to protect both the Aboriginal and the European heritage developed in the 1960's, although the protection of Aboriginal sites received priority. The initial legislation consisted of a great many state laws governing heritage matters, overlaid by five Federal Acts. Shortcomings in these acts were addressed by adding more laws, the first being the Western Australia Aboriginal Heritage Act, 1972, which recognises the different needs of the people in different regions. In 1978 this was followed by the Western Australia Aboriginal Sacred Sites Act that recognised the existence of sacred sites. The most recent legislation relating to Aboriginal sites is the Federal Aboriginal and Torres Strait Islanders Heritage Protection Act of 1986.⁵

There are no specific laws providing for consultation between archaeologists and Aborigines in Australia. The National Aboriginal Site Authorities Committee has, however, circulated certain principles for consultation, and for consideration of appropriate legislative and administrative procedure.⁶

³ J. Flood, 'Tread softly for you tread on my bones': the development of cultural resource management in Australia, *in:* H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 79.

⁴ J. Flood, 'Tread softly...', *in:* H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, pp.79-80.

⁵ J. Flood, 'Tread softly...' *in:* H. F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, pp. 80-82.

⁶ J. Flood, 'Tread softly...' *in:* H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 86.

In conclusion, it seems that, although the Australian people are very aware of the need to protect their heritage, the legal system is lacking. By 1989 legislation to protect the National Estate only existed in New South Wales, South Australia, Victoria and in the Commonwealth Territories so far as the Australian Heritage Commission Act is applicable. Even existing legislation was not necessarily the best that could be achieved. To address the problem, the Australia International Council of Monuments and Sites (ICOMOS), who believes that it is the duty of each State and Territory Government to introduce new or amended legislation, which will, in that State or Territory achieve certain objectives, listed seven objectives for legislation to protect the national estate. They also drafted a Charter for the Conservation of Places of Cultural Significance, called the 'Burra Charter'.⁷ The final draft of this charter was circulated in 1999 and finally provides guidance for the conservation and management of cultural heritage places. It sets a standard of practice - from those who provide advice, make decisions about, or undertake work, to places of cultural significance, including owners, managers and custodians.⁸

1.2 Canada

Very little has been published on the development of cultural resource- or heritage management in Canada in the sources consulted for this dissertation. In a case study of CRM in Ontario, it is however mentioned that an increase in public and governmental awareness for native heritage has had various consequences in that country over the past ten years, including the introduction of new government legislation, and revisions to existing legislation, to deal with native heritage.⁹ There are 30 Acts related to

⁷ J. Flood, 'Tread softly...' in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, pp. 90-91.

⁸ Australia ICOMOS, *The Burra Charter, Final draft*, p.1.

⁹ R.J. Pearce, Cultural resources management at the federal, provincial, municipal and corporate levels in southern Ontario, Canada, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 149.

Canadian Heritage listed on the Canadian Government web page, of which the most applicable to this dissertation is probably the Department of Canadian Heritage Act.¹⁰

This Act was assented to in June 1995 and was promulgated to establish the Department of Canadian Heritage and repeal certain others. According to this act the Minister's powers, duties and functions include, amongst many others: cultural heritage and industries, including performing arts, visual and audio-visual arts; national parks, national historic sites, historic canals, national battlefields, national marine conservation areas, heritage railway stations and federal heritage buildings.¹¹

In April 2002 the Department of Canadian Heritage stated that their mission is, "Towards a more cohesive and creative Canada" while the four strategic objectives of this Department is:

- **Canadian Content:** Promoting the creation, dissemination and preservation of diverse Canadian cultural works, stories and symbols reflective of our past and expressive of our values and aspirations.
- **Cultural Participation and engagement:** Fostering access to and participation in Canada's cultural life.
- **Connections:** Fostering and strengthening connections among Canadians and deepening understanding across diverse communities.
- **Active Citizenship and Civic participation:** Promoting understanding of the rights and responsibilities of shared citizenship and fostering opportunities to participate in Canada's civic life.

As part of the Minister's duties, some policies, projects and programmes have been initiated and include for example a museum support program, export /

¹⁰ Canadian Government, Legislation related to Canadian Heritage, <http://www.canadianheritage.gc.ca/pc-ch/legislation/index_e.cfm.>

¹¹ Canadian Government, Legislation related to Canadian Heritage, <http://www.canadianheritage.gc.ca/pc-ch/legislation/index_e.cfm.>

import watch, youth internships a movable cultural property program and a Canadian Arts and heritage sustainability program.¹²

On a Federal level there are mainly two agents, Parks Canada and the Archaeological Survey of Canada who enter into CRM contracts. Parks Canada manages a system of national parks, national historic sites and other heritage places, ensuring their long-term integrity, while encouraging public understanding and appreciation of Canada's heritage and history.¹³ They are responsible for managing all aspects of Canada's 29 National Parks and more than 100 monuments and forts. An inventory of heritage resources was completed on commission by the Museum of Indian Archaeology (MIA), to provide data for park interpretation and management, an assessment of heritage resources potentially impacted by the proposed construction of park facilities and the expert analysis of specific artefact classes from archaeological and historic sites under their jurisdiction.¹⁴

The Archaeological Survey of Canada (ASC), a branch of the National Museum of Man, National Museums of Canada, operates an Archaeological Salvage Programme to minimise the loss of these resources and information resulting from federal construction projects such as international harbours and airports. Due to the Parks' limited budget, the departments responsible for the construction programmes funded most of these salvage programmes.¹⁵

The largest archaeological survey and salvage project so far, was however, undertaken by the MIA, arranged by the ASC for land expropriated by

¹² Canadian Government, <http://www.canadianheritage.gc.ca/progs/pcapc-cahsp/index_e.cfm>

¹³ Canadian Government, Parks Canada, <http://www.canadianheritage.gc.ca/pc-ch/ac-os/pc_e.cfm>

¹⁴ R.J. Pearce, Cultural resources management at the federal, provincial, municipal and corporate levels in southern Ontario, Canada, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 147.

¹⁵ R.J. Pearce, Cultural resources management ..., in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 147.

Transport Canada for the New Toronto International Airport in southern Ontario. It involved a survey of 7487 ha expropriated for the airport and a salvage excavation of a large Iroquoian village (c. 1500 AD) situated under one of the proposed runways. The survey documented 113 previously unknown archaeological sites.¹⁶

On a provincial level, there are many legislative acts and guidelines relating to CRM. In the province of Ontario these have for example, resulted in the creation of the Archaeology and Heritage Units within the Ontario Ministry of Citizenship and Culture. It deals with heritage matters at a provincial level and the creation of full time jobs for two archaeologists within the Ministry of Transportation and Communications and one heritage planner within Ontario Hydro.¹⁷

Other ramifications of the renewed interest in native heritage in this province includes the creation of private CRM firms, the expansion of the Museum of Indian Archaeology's facilities and staff, arising in part from external CRM contracts and mitigation projects (as discussed above), as well as the inclusion of archaeological sites as sensitive areas in municipal plans and on lands controlled by the Niagara Escarpment Commission. The appointment of a Provincial ministry archaeologist to the Ontario Energy Board's Pipeline Coordinating Committee is yet another positive step.¹⁸

¹⁶ R.J. Pearce, Cultural resources management at the federal, provincial, municipal and corporate levels in southern Ontario, Canada, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, pp. 146-147.

¹⁷ R.J. Pearce, Cultural resources management at the federal, provincial, municipal and corporate levels in southern Ontario, Canada, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 149.

¹⁸ R.J. Pearce, Cultural resources management at the federal, provincial, municipal and corporate levels in southern Ontario, Canada, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 149.

In this province there are mainly two acts and a set of guidelines by the Ontario Energy Board that deal with CRM. The first act is the Ontario Heritage Act of 1974. Its main implication is a Stop Order, authorising the Minister of Citizenship and Culture to shut down a construction project for 180 days should it pose a threat to a significant archaeological or historic site. This could obviously be avoided if a qualified Archaeologist does an assessment first. The second Act is the Environmental Assessment Act of 1975, which includes in its definition of 'environment' any building, structure, machine or other device or thing made by man. Projects falling under the jurisdiction of this Act include any undertaking by any public body (provincial ministries, development corporations, colleges and universities, conservation authorities). If any significant heritage sites are discovered during the assessment, the proponent of the undertaking must provide for the mitigation of that site through avoidance or excavation.¹⁹

On a municipal level, the most important legislation includes the Planning Act of 1983 which stipulates that the Minister of Municipal Affairs and Housing will have regard to, among other matters, matters of provincial interest such as the protection of features of significant natural, architectural, historic or archaeological interest.²⁰

1.3 CRM in Great Britain

Although somewhat toothless, Great Britain passed its first heritage conservation act, the Ancient Monuments Protection Act in 1882.²¹ In Britain, where human influence on the landscape spans more than 400 000

¹⁹ R.J. Pearce, Cultural resources management at the federal, provincial, municipal and corporate levels in southern Ontario, Canada, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 148.

²⁰ R.J. Pearce, Cultural resources management at the federal, provincial, municipal and corporate levels in southern Ontario, Canada, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 148.

²¹ H. F. Cleere, Introduction: the rationale of archaeological heritage management, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 1.

years, the natural and manmade environments share a substantial common inheritance.²² This inheritance is commonly referred to as 'heritage', despite the fact that the phrase 'cultural resource management' was first heard in 1975 in Dallas at the Conference of the Society for American Archaeology.²³

The Ancient Monuments Protection Act of 1882 was the first framework for the management of the British cultural heritage or man-made environment and finally led to the Ancient Monuments and Archaeological Areas Act of 1979. Ancient monuments are defined as any structures or the remains thereof that is not in residential or ecclesiastical use. Secondly, the powers for the protection of inhabited buildings of special architectural and historic interest came into being in 1947. These powers are embodied in the Town and Country Planning Act of 1971. In 1983 the National Heritage Act provided for the government to transfer many of its heritage management functions to an agency called the 'Historic Buildings and Monuments Commission', or 'English Heritage'. Its duties can be grouped under two main headings:

- a. Management of some 400 monuments in the care of the Secretary of State for the Environment, and
- b. General responsibility to help to preserve ancient monuments, historic buildings and conservation throughout England.²⁴

Apart from central government, other official bodies and agencies have heritage management responsibilities that mainly lie with local government and these governments have a crucial role in heritage management. There also exists a wide spectrum of organisations concerned with the protection and maintenance of cultural resources. These vary from the largest private landowner, the National Trust which is over a hundred years old and has

²² A. Streeten, The legislation and institutional context: the built environment, *in*: R. Harrison (ed.), *Manual of Heritage Management*, p.148.

²³ A. Saunders, Heritage management and training in England, *in*: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 152.

²⁴ A. Saunders, Heritage management and training in England, *in*: H.F. Cleere (ed.), *Archaeological Heritage in the Modern World*, pp. 152-154.



nearly two million members,²⁵ English Heritage that look after buildings and monuments,²⁶ to small, often voluntary preservation organisations often concerned with the management of a single object or site such as a windmill. Professional archaeological teams known as ‘units’, try to survey, investigate and record archaeological sites and monuments before damage and destruction.²⁷

The limited legislative base, from which Great Britain’s heritage management operates, is protective rather than prohibitive. The scheduling or listing of an ancient monument or historic building does not deny the owner to do with his property as he deems fit, but official consent must be obtained. This strong position of the landowner calls for education, persuasion and collaboration with owners and developers, and influences the whole approach to heritage management in the British Isles. Partnerships are of the utmost importance.²⁸

1.4 CRM in Sub-Saharan Africa

As in the USA, most African states use the term “archaeological resources” most commonly, and more often than not it includes cultural resources. The problem of conserving these archaeological resources in Africa dates back to the developments that took place in the colonial era (construction, mining, and road construction). Many objects were found by accident during developments – the earliest example being that of the discovery of a piece of terra cotta in 1928, that was assigned to the ‘Nok’ traditions from the Jos plateau. Numerous such examples can be mentioned, and it was only in the 1960s that consideration for archaeological monuments were included as part

²⁵ G. Ashworth, et. al. *European Heritage...*, p. 153.

²⁶ G. Ashworth et. al., *European Heritage...*, p. 153.

²⁷ A. Saunders, Heritage management and training in England, *in:* H.F. Cleere (ed.), *Archaeological Heritage in the modern world*, pp. 155-156.

²⁸ A. Saunders, Heritage management.... *in:* H.F. Cleere (ed.), *Archaeological Heritage in the Modern World*, p. 156.

of the procedures for developmental projects in Africa under the aegis of (UNESCO). The developments under colonial governments, however, were not all negative. Some developments were drastically needed. In drought stricken Africa, construction of dams play an important role in the economic development of countries, but these were mostly built without any environmental impact assessments, or at least archaeological surveys being done. Other construction projects such as airports and highways and even a new capital for Nigeria, Abuja, were embarked upon without much archaeological work or surveys.²⁹

Folorunso's view is echoed by Myles when he summarises some of the conservation problems encountered by African states. According to Myles, the concept of the conservation of monuments is new (as recent as 1989) and counters current practice. The building industry does not take time to investigate and examine indigenous forms of architecture and continues to destroy these forms of architecture and technology. Some communities see preservation as the opposite to progress.³⁰

Despite the fact that legislation relating to the conservation of archaeological and cultural resources has existed in some African states for some years (for example Nigeria since 1953, Ghana since 1957³¹ and Cameroon since 1963),³² most encounter huge problems that differ from country to country. Apart from the problem where conservation is seen as the opposite of progress, there

²⁹ C.A. Folorunso, Third World development and the threat to resources conservation: the case of Africa, in: P. McManamon and A. Hatton, (eds.), *Cultural resource management...*, pp. 32-35.

³⁰ K. Myles, Cultural resource management in sub-Saharan Africa: Nigeria, Togo and Ghana, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 118.

³¹ K. Myles, Cultural resource management in sub-Saharan Africa: Nigeria, Togo and Ghana, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, pp. 122-125.

³² R.N. Asombang, The future of Cameroon's past, in: P. McManamon and A. Hatton, (eds.), *Cultural resource management...*, p.21.

are problems with employing sufficient staff that is well trained and providing them with sufficient funds to execute their duties.³³

According to Folorunso these are problems typical of third world countries and not solely an African one. Third World countries face political, organisational and financial problems and they often have little option but to accord a very low priority to the conservation of their cultural resources.³⁴

1.5 CRM in the United States of America (USA)

As mentioned previously, cultural resource management developed in the USA in the early 1970s. This was the culmination of a long history of concern of the federal government to preserve archaeological remains. The Bureau of Ethnology of the Smithsonian Institution, which was founded in 1879, focused, among others, on Archaeology.³⁵ In the next 100 hundred years the archaeological protection laws and policies were extended to cover general historical sites,³⁶ commencing in 1906 with the Antiquities Act.

This act determined the responsibilities of the federal governments regarding antiquities. This was followed in 1935 by the Historic Sites Act, which provided the National Park Service with the responsibility to identify, and conserve distinctive historical sites. The Reservoir Salvage Act of 1960 gave archaeologists the right to excavate sites in danger of being destroyed.³⁷

³³ K. Myles, Cultural resource management in sub-Saharan Africa: Nigeria, Togo and Ghana, in: H.F. Cleere, *Archaeological Heritage Management in the Modern World*, pp. 118-119.

³⁴ C.A. Folorunso, Third world development and the threat to resource conservation: the case of Africa, in: P. McManamon and A. Hatton, *Cultural Resource Management in Contemporary Society*, pp. 35-36.

³⁵ P. McManamon, The protection of archaeological resources in the United States: reconciling preservation with contemporary society, in: P. McManamon and A. Hatton, (eds.), *Cultural Resource Management in Contemporary Society*, p.41.

³⁶ P. McManamon, The protection of..., in: P. McManamon and A. Hatton, (eds.), *Cultural Resource Management in Contemporary Society*, pp. 42-45.

³⁷ A. Van Vollenhoven, *Kultuurhulpbronbestuur (KHB) binne die funksionele konteks van museums in Suid-Afrika*, M.A.-verhandeling, U.S., 1998, p. 14.

The National Parks Service first applied CRM and, as in other parts of the world, focus was placed on archaeological resources. It evolved largely as a result of the promulgation of federal historic preservation laws, which require the inventorisation, assessment, and management of cultural resources whenever development occurs on public (federal) land with federal funding, or under federal licensing.

Two important laws, the 1966 Historic Preservation Act, and the 1977 National Environmental Policy Act responded to concerns, which arose in the mid-1960s, about the negative impact of increasing urbanisation, industrialisation and other land-altering activities on the environment – including cultural resources.³⁸

The importance of the 1966 Act in the development of CRM, is that it provides for the placing of significant cultural resources such as districts, sites, buildings, structures and objects significant in American history, architecture, archaeology and culture, on a National Register of Historic places. It obliges federal agencies to take into account the effect of the undertaking on any district, site, building, structure or object that is included in the National Register.³⁹

Further legislation in the USA, which influenced the development of CRM, includes: the National Environment Policy Act of 1969 which formed the basis for cultural resource management by establishing a policy for the use of federal land; the Executive order no 11 593, which made funds available for archaeological surveys, and the Archaeological and Historic Preservation Act of 1974, which enabled federal agents to provide funding, per contract, for the conservation and repair of archaeological and historical resources when

³⁸ I. Coetzee, Cultural resources management defined, *in*: J. de Klerk (ed.), *Muniviro*, vol. 8 no.1, p. 2.

³⁹ I. Coetzee, Cultural resources management defined, *in*: J. de Klerk (ed.), *Muniviro*, vol. 8, no. 1, p.2.

endangered by federal projects. The effects of these new laws and regulations on the development of CRM were:

- the employment of professional archaeologists in public agencies and private firms to do archaeological work;
- attention devoted to archaeological resources as part of the planning of public agency operations and projects.⁴⁰

The 1977 Act guards against the excessive destruction of non-renewable resources – including cultural resources – and general environmental degradation. Coetzee quotes D. Fowler stating that this act attempts to inject a strong element of systematic planning and evaluation into proposed land altering or environmentally damaging projects. The act makes it federal government policy to ask if the policy or development is really needed, and to consider alternatives. Furthermore, through the Environmental Impact Statement process, this act requires that these questions be posed in terms, much broader than simply cost-benefit ratios.⁴¹

2. The development of Cultural Heritage Management in South Africa

Heritage Management was first introduced in South Africa as late as 1989 when it was generally known as Cultural Resource Management.⁴² The first ‘conservation body’ in South Africa was, however, formed in 1905 in Cape Town and although small, it was influential, and soon branches were established in other urban centres in the country. Although concerned about the natural and cultural heritage, one of the major concerns of this society,

⁴⁰ P. McManamon, Protection of Archaeological resources in the US..., in: P. McManamon and A. Hatton, (eds.), *Cultural Resource Management*, ... p. 47.

⁴¹ I. Coetzee, Cultural resources management defined, in: J. de Klerk (ed.), *Muniviro*, vol. 8, no. 1, p.2.

⁴² A. Van Vollenhoven, *Kultuurhulpbronbestuur (KHB) binne die funksionele konteks van museums in Suid-Afrika*, M.A.-verhandeling, U.S., 1998, pp. 25.

was the plundering of Bushmen rock paintings. As a result of this Society's campaign, the first heritage legislation in South Africa, was concerned with the country's archaeological heritage. The Bushman-Relics Act of 1911 protected rock art, the contents of graves, caves, rock shelters, middens or shell-mounds of the South African Bushmen or other aboriginals, from damage and destruction.⁴³

In 1923 the Commission for the Preservation of Natural and Historical Monuments of the Union of South Africa was established in terms of the Natural and Historical Act. The Historical Monuments Commission was called upon to compile a register of all monuments. This Commission also lobbied for improved legislation that led to the Natural and Historical Monuments, Relics and Antiques Act in 1934. As elsewhere in the First World, concern about the pace and scale of development in the 1960s led to the establishment of several influential conservation organisations, and renewed attention was paid to heritage conservation. A new era of cultural management was born with the promulgation of the National Monuments Act, No. 28 of 1969. This provided for the establishment of the National Monuments Council (NMC).⁴⁴

For thirty years the NMC protected South Africa's heritage in its widest sense, recording and declaring sites, buildings, graves, monuments, rock paintings and shipwrecks.⁴⁵ The task of the NMC has, as in other countries, been facilitated by the work of non-governmental organisations and smaller local groups.⁴⁶

⁴³ J. Deacon and P. Pistorius, Introduction and Historical Background to the conservation of Monuments and Sites in South Africa, *in*: J. Deacon (ed.), *Monuments and Sites, South Africa*, p. 1.

⁴⁴ J. Deacon and P. Pistorius, Introduction and Historical Background to the conservation of Monuments and Sites in South Africa, *in*: J. Deacon (ed.), *Monuments and Sites, South Africa*, pp. 2-5.

⁴⁵ National Monuments Act, No. 28 of 1969.

⁴⁶ J. Deacon and P. Pistorius, Introduction and..., *in*: J. Deacon (ed.) *Monuments and Sites, South Africa*, pp. 7-8.

The management of the South African heritage in all its facets was finally addressed in the National Heritage Resources Act, No. 25 of 1999. Similar to the situation in Britain, this act provides for the establishment of an agency called the South African Heritage Resources Agency (SAHRA) which has, since 2001, taken over the largest part of the responsibilities of the National Government's Department of Arts, Culture, Science and Technology with reference to heritage management.⁴⁷

The South African legislation, which deals with one or more aspects of heritage management in its widest sense, is discussed in the following chapter.

⁴⁷ National Heritage Resources Act, No. 25 of 1999, pp. 26-28.

CHAPTER III

A SURVEY OF LEGISLATION RELEVANT TO CULTURAL OR HERITAGE RESOURCES IN SOUTH AFRICA

1. Defining legislation

"Legislation" is the enacting of laws,¹ and refers to rules, and regulations according to which a government of a country administrates its various departments. Since the democratic election in South Africa in 1994, major governmental changes took place. There appears to have been an increasing awareness of environmental conservation issues, and the importance of our heritage and the important role that culture could play in tourism and thus in the South African economy. This awareness can firstly be noted in the Constitution, where the Bill of Rights also provides for people's right to a healthy environment – the government must pass laws to protect the environment - and the people's right to follow and enjoy their own cultures.² This led to the promulgation of various relevant acts by various departments.

The Department of Arts, Culture, Science and Technology (DACST) played a major role in this regard and it proclaimed the majority of the acts covered in the following discussion. The Department of Environmental Affairs and Tourism (DEAT), also proclaimed very important acts, and although it relates more to the conservation of natural resources, cultural resources are covered as well. Government departments responsible for major developments, such as the Department of Mineral Affairs and Energy and the National Department of Public Works, as well as those who could be responsible for major devastation, such as the Department of Defence, have been forced to take cognisance of these acts, and have, themselves, promulgated relevant acts.

¹ J. Coulson et al. (eds.), *Oxford Illustrated Dictionary*, p. 467.

² G. Moran, *You and the constitution*, pp. 15 and 18.

Rules and regulations applied by the nine provincial governments in South Africa are referred to as 'Provincial Ordinances' while local governments such as Tshwane, make use of 'Municipal Regulations'.³

Provincial- and local governments are obviously subject to governmental legislation, but often have the need to enact further rules and regulations within their regions where, and if necessary. The Gauteng Provincial Government's Department of Agriculture, Conservation, Environment and Land affairs has, for example, appointed a private consortium to develop a master plan for the Dinokeng development in the north eastern part of the province. The aim of the project is to use tourism development as a vehicle for sustainable economic development in this area. The report drafted by the consortium covers all aspects, from the involvement of stakeholders, to the climate, settlements, land resources, and very important, a survey of important Archaeological or Cultural or Historical resources in the region. This is an excellent example of Provincial government acting in compliance with the law in so far as providing the environmental information on which the development of a major project will be based.⁴

A number of para-statal organisations such as the national museums and South African National Parks (SAN Parks) have developed their own plans and policies in line with legislation. The latter has for example issued a corporate plan in 1998 in this regard, which provides, amongst others, for a conservation committee, that advises the Board on the identification, acquisition and development of a system of national parks. It also monitors the application of both the science and the ethics of conservation. The committee also assists the Board in the formulation of policy especially with regard to the reconciling conservation with human development needs by assessing and interpreting the significance of scientific and technological considerations.⁵

³ Personal information: Adv. J. le F Pienaar, Council Chambers, Pretorius Street, 2001-07-12.

⁴ G. Breedlove and P. Theron, *Development of Strategies and systems to support the implementation of Dinokeng, State of the environment report*, pp. 1, 68-69.

⁵ SAN Parks, *Corporate plan. A framework for action and transformation*, p. 6.

For the purpose of this dissertation, however, the focus is on legislation enacted by the State.

2. Summaries of acts

The following acts relevant to the management of cultural and natural (heritage) resources in South Africa are summarised, in chronological order, below:

- National Parks Act, No. 57 of 1976
- Environment Conservation Act, No. 73 of 1989
- Tourism Act, No. 72 of 1993
- The Mineral Amendment Act, No. 103 of 1993
- National Environment Management Act (NEMA), No. 107 of 1998
- Cultural Institutions Act, No. 119 of 1998
- The National Heritage Council Act, No. 11 of 1999 and regulations
- The National Heritage Resources Act, No. 25 of 1999
- World Heritage Convention Act, No. 49 of 1999
- Cultural Laws Amendment Bill, No. 46 of 2000

(Sections in certain acts that do not specifically deal with heritage, but that are relevant to the conservation and management of cultural or heritage resources have been emphasised in **bold**.)

2.1. National Parks Act, No. 57 of 1976

This act deals mainly with identifying sites and declaring them as protected areas as well as with their management. It also deals with the conservation of objects such as geological, archaeological, historical, ethnological and other objects of scientific importance as well as objects relating to the history of the park. Conservation of the park in its natural state is important.⁶ Conservation dictates which activities in the parks are allowed, and which are prohibited.

⁶ National Parks Act, No. 57 of 1976, pp. 22 – 22 (1).

Summary

This Act consists of 32 sections and a schedule in which the geographical areas of the twelve various National Parks are described.

In section 1, various terms contained in the act are listed and defined.⁷ Section 2 deals with the existing parks and refers to the parks mentioned in schedule one. The borders of these parks can only be altered by a Parliamentary decision. Sections 2A and 2B deal with all aspects regarding the establishment of parks by the Minister, in collaboration with various Ministers from other Departments. Article 2C deals with the declaration of land as a park, after mineral rights have been obtained whilst 2D deals with the declaration of a park, where mineral rights have not been obtained. Any declaration of new parks or sections of parks must be added to the descriptions in schedule 1.⁸

Ways in which land is obtained to establish a park, is addressed in section 3. Land can be purchased, exchanged or seized, and the Department of Public Works as well as the Department of Mineral Affairs and Energy are involved in the process.⁹

Section 3A deals with the purchasing of land by the National Parks Board, while 4 states the aims of a park. **These aims are not only for the conservation of plant, animal and sea life, but also for objects such as geological, archaeological, historical, ethnological and other objects of scientific importance as well as objects relating to the history of the park.** Conservation of the park in its natural state is important.¹⁰

Sections 5 - 12 deal with the establishment and structure of the National Parks Board, terms of office, vacating of positions, and the powers of the Minister

⁷ National Parks Act, No. 57 of 1976, pp. 16 – 18.

⁸ National Parks Act, No. 57 of 1976, pp. 20 – 24.

⁹ National Parks Act, No. 57 of 1976, p. 22.

¹⁰ National Parks Act, No. 57 of 1976, pp. 22 – 22 (1).

regarding remuneration. The duties and responsibilities of the Board are to manage, control, and maintain parks, and to apply any income for this purpose.¹¹

In accordance with section 12A, a National Parks land acquisition fund is established and the composition, management, and application of the fund is dealt with in detail.¹² Section 13 deals with the production, delivery, sale and selling price of sorghum beer in a park by the Board. This is subject to the approval of the Minister.¹³

Sections 14 – 18 deal with other activities relating to the Board. The appointment of officials, co-operation with persons and bodies and insurance of employees is provided for. The ways in which the Board may generate income and the keeping of accounts and auditing is stated in section 16. The Board must submit an annual report, together with a statement of income and expenditure, as soon as possible after 31 March every year. The Board is exempt from paying any tax or monies or licenses for any land made available for the purpose of a national park.¹⁴

Section 19 states that certain competencies, given to provincial councils, are not applicable in areas, which form part of a national park. **In section 20, prospecting and mining in any part of a national park is also prohibited.**¹⁵

Section 21 deals with the restrictions of the right to enter or live within a park and the restrictions to perform certain activities in a park. **Activities such as hunting, damaging of birds- and bee's nests, damaging of any objects of scientific and / or historical, geological, educational, archaeological objects, amongst others, are prohibited.** Activities that are allowed, are also listed¹⁶

¹¹ National Parks Act, No. 57 of 1976, pp. 22(1) – 22(4).

¹² National Parks Act, No. 57 of 1976, p.22 (5).

¹³ National Parks Act, No. 57 of 1976, p. 22(6).

¹⁴ National Parks Act, No. 57 of 1976, pp. 24 – 24(1).

¹⁵ National parks Act No. 57 of 1976, p. 26.

¹⁶ National Parks Act, No. 57 of 1976, pp. 26 – 28.



The rights of certain owners and occupiers of a river bank bordering public streams forming part of a park, is dealt with in section 22. Permission to use water for any activity can be obtained if the owner meets with certain conditions.¹⁷ Section 23 deals with reasons for which permission can be granted to live in a park.¹⁸

Section 24 deals with penal provisions in great detail. **It concerns regulations regarding the fauna and flora and objects of scientific and historical value as listed in article 21.** Regulations pertaining to vehicles, weapons and pets are discussed.¹⁹ Section 25 deals with the competency of magistrate courts regarding penalties.²⁰ Section 26 was repealed by section 8, Act No. 106 of 1998.²¹

Section 27 states that officials or employees appointed by the Board have the right to arrest any transgressor of the act, or to search anybody or properties within the park without a search warrant and seize any evidence.²²

According to section 28 of the Act, neither the Board nor any of its employees are liable for any damage caused by any animal in the park.²³

In section 29, fifteen instances are mentioned whereby the Board can, with the approval of the Minister, issue regulations by which the park can be managed better and more effectively.²⁴ Neither the Beach Act (Act 21 of 1935) nor the Sea Fisheries Act, No. 58 of 1973, is applicable to any area, which forms part of a park.²⁵

¹⁷ National Parks Act, No. 57 of 1976, pp. 28 – 30.

¹⁸ National parks Act, No. 57 of 1976, p. 30.

¹⁹ National Parks Act, No. 57 of 1976, pp. 24 – 32(1).

²⁰ National Parks Act, No. 57 of 1976, p. 32(1).

²¹ National Parks Act, No. 57 of 1976, p. 34.

²² National Parks Act, No. 57 of 1976, p. 34.

²³ National Parks Act, No. 57 of 1976p. 34.

²⁴ National Parks Act, No. 57 of 1976, pp. 34 – 38.

²⁵ National Parks Act, No. 57 of 1976, p. 38

Section 30A deals with the Minister's authority to delegate the powers vested in him according to this act, to the Director General: Environmental Affairs and Tourism and any other official of this department. Any authority delegated by the Minister can also be retracted.²⁶

Section 30B states that control over certain lake districts can be transferred to the Board after notice in the Government Gazette²⁷, whilst 30C deals with the transfer in particular of the Knysna National Lake Districts.²⁸ Section 30D confirms the immediate effect of the Act whilst 31 deal with the repeal of acts. The title of the Act (article 32) is National Parks Act, 1976.²⁹

2.2 Environment Conservation Act, No 73 of 1989

Summary

This Act provides for the effective conservation and controlled use of the environment and of related issues. The Act is divided into eight sections and consists of 46 parts.

Part 1 (sections 1-2): *Policy for environmental conservation* was repealed by Act 107 / 1998.³⁰

Part 2 (sections 4-15): *Council for the environment, committee for environment coordination and an investigations council*. This is the heading (Act no 94 of 1993, article 2), which replaced the original heading. The rest of this section was repealed by Act no 107 of 1998.³¹

²⁶ National Parks Act, No. 57 of 1976, p. 38(1).

²⁷ National Parks Act, No. 57 of 1976, pp.38 – 40.

²⁸ National Parks Act, No. 57 of 1976, p. 40.

²⁹ National Parks Act, No. 57 of 1976, p. 40.

³⁰ Environment Conservation Act No. 73 of 1989, p. 1486.

³¹ Environment Conservation Act No 73 of 1989, pp. 1486-1488

Part 3 (sections 16-18): *Preservation of the natural environment.*

Section 16 deals with the preserved natural environment. This includes steps to be taken when a qualified authority wants to declare a natural environment, or alter the size by taking away certain sections.³²

Section 17 deals with management advisory committees regarding the preserved natural environment. Ways in which to establish advisory committees that can assist in the management and control of that conserved environment are suggested. The number of members in the committees with the relevant competencies is also discussed.³³ Section 18 deals with the establishing and management of special nature reserves.³⁴

Part 4 (sections 19-20): *Control over environmental pollution.*

Section 19 deals with the prohibition of dumping of rubbish and rubbish and waste removal. In section 20, waste management is dealt with. The issue and withdrawal of permits; management prescriptions of waste dumps and procedures to close down a waste dump are described.³⁵

Part 5 (sections 21-23): *Control of actions that could negatively influence the environment.*

In section 21 the actions are identified and categorized in eleven different categories by the Minister, but are not limited to these categories. The Minister acts in consultation with Ministers of other government departments and provincial authorities.³⁶ The Regulations regarding these activities were amended as published in Gazette 19599 and dated 11 December 1998.³⁷

³² Environment Conservation Act, No 73 of 1989, pp. 1488 – 1490.

³³ Environment Conservation Act, No. 73 of 1989, p. 1492.

³⁴ Environment Conservation Act, No. 73 of 1989 pp. 1494 – 1496.

³⁵ Environment Conservation Act, No 73 of 1989, pp. 1496 – 1498.

³⁶ Environment Conservation Act, No. 73 of 1989, p. 1498.

³⁷ Environment Conservation Act, 1989, <<http://www.acts.co.za/environm.htm>>

Section 22 deals with the prohibition of the execution of identified actions.³⁸ The establishment of limited development areas is discussed in section 23. Anybody can declare a specific area as a limited development area, but this can only be done on condition that notification appears in the Government Gazette and at least one other English and one other Afrikaans Newspaper available in a specific region. The Director General has 60 days to comment on the proposed declaration; after all representations have been considered and all relevant Ministers had been consulted.³⁹

Part 6 (sections 24 – 28): *Regulations.*

Regulations pertaining to waste management are discussed in section 24. Application for permits; the classification of various types of waste; ways to reduce waste; recycling; design and locality of dumping sites; control and administrative aspects; import and export of waste. Section 24a deals with regulations pertaining to the dumping of waste. The use, maintenance and placing of waste containers; placing of notices; facilities, programs and methods of preventing the dumping of waste and the powers of authorities to control the dumping of waste is discussed.⁴⁰

Section 25 deals with regulations pertaining to all aspects re noise, vibration and shock.⁴¹ Section 26 deals with environmental impact reports. These reports are important if the Minister is of the opinion that certain activities could impact negatively on the environment (section 21, 1), or when requests are received to develop areas which had been declared as a limited development area (section 23, 2). Matters to be included in such reports as well as procedures to be followed when certain activities are to take place are mentioned.⁴²

³⁸ Environment Conservation Act, No. 73 of 1989, pp. 1496 – 1498.

³⁹ Environment Conservation Act, No. 73 of 1989, pp. 1498 – 1500.

⁴⁰ Environment Conservation Act, No. 73 of 1989, pp. 1500 – 1502.

⁴¹ Environment Conservation Act, No. 73 of 1989, pp. 1502.

⁴² Environment Conservation Act, No. 73 of 1989, pp. 1502 – 1504.



Section 27 deals with regulations pertaining to limited development areas. The nature and extent of developments or activities can be restricted. Certain procedures have to be followed to obtain permission. Repairing damage to such an area is also dealt with.⁴³

Section 28 provides for authorities and regulations. Duties can be transferred to provincial administration and local authorities. It also relates to the qualifications, duties and authority of officials and the authority to seize any book, vehicle or other objects, which an official might deem necessary for the execution of his duties. It deals with transgressions of the law and the fines that could be imposed.⁴⁴

Section 28a deals with the exemption of authorities from the application of certain regulations. This is done by means of a written request stating the reasons, together with additional, detailed information should the Minister require it. Exemptions can also be reviewed or repealed.⁴⁵

Part 7 (sections 29 – 30): *Misdemeanors, penalties and confiscation.*

Section 29 refers to individuals, who ignore a summons to testify; who refuse to take an oath or provide necessary evidence, or who are guilty of some misdeed. Transgression of sections 15, 16, 18, 19, 10, 22, 23 and 31 is punishable with a fine and or imprisonment. Fines and terms of imprisonment vary. The court can also instruct that any damages caused to the environment, be repaired.⁴⁶

⁴³ Environment Conservation Act, No. 73 of 1989, p. 1504.

⁴⁴ Environment Conservation Act, No. 73 of 1989, p. 1506.

⁴⁵ Environment Conservation Act, No. 73 of 1989, pp.1506 – 1508.

⁴⁶ Environment Conservation Act, No 73 of 1989, pp. 1508 – 1510.



Section 30 declares that any vehicle or other object used in some offence may be confiscated. This does not affect third parties who can prove that their property was used without their knowledge or consent.⁴⁷

Part 8 (sections 31 – 46): *General regulations*

All aspects regarding the authority of the Minister and other authorities in the event of negligence on the part of the local authority are dealt with in article 31.⁴⁸ Section 31A also deals with the authority of the Minister, but in this case only in instances where the environment is damaged, endangered or harmed.⁴⁹

Section 32 deals with the publication of any other regulations, declarations or policy in the Government Gazette by the Minister.⁵⁰ Section 33 deals with the Minister or the Minister of Water affair's ability to delegate authority to any other provincial or local authority or employee of the Department.⁵¹

Section 34 provides for compensation for damage, section 35 with appeal to the Minister or competent authority, 36 with the revision by the court and 37 with the restriction of accountability. Sections 38 and 39 were repealed and replaced by article 50 (10) of Act 107 of 1998 and proclamation No R 29 of 1995 respectively.⁵²

Section 40 states that the regulations within this act bind the State except where criminal liability is concerned. Section 41 states that this act is also applicable to the Prince Edward Islands, 1948 (Act no 43 of 1948). Section 41A deals with the right of access to land. Anybody with permission from any authority may gain

⁴⁷ Environment Conservation Act, No. 73 of 1989, p. 1510.

⁴⁸ Environment Conservation Act, No. 73 of 1989 p. 1510.

⁴⁹ Environment Conservation Act, No 73 of 1989, p. 1512.

⁵⁰ Environment Conservation Act, No 73 of 1989, p. 1512.

⁵¹ Environment Conservation Act, No 73 of 1989, p. 1514.

⁵² Environment Conservation Act, No 73 of 1989, pp. 1514 – 1514(1).

access to an area to investigate whether any aspects of the act had been transgressed and whether any further actions are necessary.⁵³

Sections 42 – 45 deal with the amendments of certain articles whilst article 46 states the abbreviated name for the act, i.e. Environment Conservation Act 1989.⁵⁴

2.3 Tourism Act, No. 72 of 1993.

This act deals mainly with the organisation of the tourism industry, with particular reference to the standardisation, grading, and identification of accommodation. Of particular relevance to the heritage industry, are the sections on the training and evaluating of tour guides. Much of the interpretation of heritage sites often depends on the input of the guides – especially in the absence of any interpretative panels. The standard of these guides could make or break a heritage site, and it is in the interest of the management of any heritage site, to ensure that guides are adequately trained and duly registered.

Two sets of regulations have been added to this Act. These are the Regulations regarding Tourist Guides, as published in Gazette 15607 and dated 8 April 1994 and the Regulations regarding Tourism Travel Insurance as published in Gazette 15808, dated 24 June 1994.⁵⁵

The Tourism Second Amendment Act, 2000 as published in Gazette 21886, Notice No 1360, 13 December 2000 has not been applied to the Tourism Act. It will be applied on the commencement date to be announced.⁵⁶

Summary

This law is enacted to provide for the promotion of tourism to and within the Republic, to organise and further rationalise the tourism industry and to establish

⁵³ Environment Conservation Act, No 73 of 1989, p. 1514(1)

⁵⁴ Environment Conservation Act, No 73 of 1989, pp. 1514 (1) – 1514 (2)

⁵⁵ Tourism Act, 1993, <http://www.acts.co.za/tourism_.htm>

⁵⁶ Tourism Act, 1993, <http://www.acts.co.za/tourism_.htm>



measures aimed at maintaining and promoting the standards of facilities and services provided for tourists. Also to provide for the co-ordination and rationalising as far as possible of the duties of persons active in the tourism industry and to establish a council as a legal entity with jurisdiction to perform certain duties and responsibilities. To empower the Minister to establish a grading and classification system regarding accommodation - the membership of which should be voluntary. Further to empower the Minister to establish schemes regarding prescribed sections of the tourism industry – the membership of which should be voluntary; and to **provide for the registration of tour guides. To prohibit anybody from receiving payments as a tour guide unless such person is, in accordance with the law, registered as a tour guide, and finally to** empower the Minister to issue regulations and provide for any related issues.⁵⁷

In section 1 various words are defined.⁵⁸ Sections 2 to 17A deal with various aspects related to the Council. Matters such as the establishment, aims and structure of the Council, how to deal with incompetent members, the length of the term of office of members, meetings and decisions of the Council, the establishment of committees, delegating of responsibilities and duties, remuneration and other service benefits for members of the Council, committees or employees of the Council, as well as powers and qualifications of the Council are all dealt with up to article 13.⁵⁹

From sections 13A to 17A, the relationship of the Council with the Department and the provinces, the accountability of the Council, the annual report, the submission of a balance sheet as well as an income statement and a source and application of fund statement. The Council may also, in consultation with the

⁵⁷ Tourism Act, No. 72 of 1993, p. 252.

⁵⁸ Tourism Act, No. 72 of 1993, pp. 256 – 256(1).

⁵⁹ Tourism Act, No 72 of 1993, pp. 256(1) – 258.



Minister, and the Minister of Finance, transfer assets to bodies responsible for tourism in the provinces.⁶⁰

According to section 18, the Minister can establish a grading and classification scheme regarding accommodation to maintain or improve standards, and the quality of facilities. Accommodation can be classified according to a variety of criteria and the regulations of such a scheme can be altered from time to time. Membership of the scheme is determined by the regulations. Participating members can exhibit prescribed insignia, while lists of all members and their grades / classifications must be kept up to date.⁶¹

Section 19 deals with the right of the Minister to establish certain schemes regarding prescribed sectors of the tourism industry – excluding accommodation. He has to consult with the Council and persons involved in such sectors as well as other relevant Ministers.⁶²

Sections 20 and 21 deal with the procedures regarding registration of tour guides, their classification as well as their competence and qualifications. Procedures include aspects such as application, fees paid, certificates and insignia to be worn, valid period of registration, restrictions of tour guides and the employment of guides.⁶³ Twelve Regulations were made with regard to Section 21.⁶⁴

Section 22 states that it is the duty of a salesman selling traveling facilities to foreign destinations, to include facilities enabling the buyer to purchase insurance. This will enable the buyer to make alternative travel arrangements should the need arise, to return to South Africa. According to section 23 any member of the

⁶⁰ Tourism Act, No 72 of 1993, , p. 260.

⁶¹ Tourism Act, No. 72 of 1993, p. 262.

⁶² Tourism Act, No 72 of 1993, p. 262.

⁶³ Tourism Act, No 72 of 1993, pp. 262 – 264.

⁶⁴ Tourism Act, 1993, <http://www.acts.co.za/tourism/20_Regis.htm>;
http://www.acts.co.za/tourism/TG_Regs1-11.htm>



Council or committee must declare any financial interests that he / she might have in any matter that might be considered.⁶⁵

Section 24 deals with regulations regarding the transfer of various funds, assets, liabilities etc., to the Council.⁶⁶ The Council has the authority to inspect any accommodation and issue a certificate stating that the accommodation complies with the relevant regulations of a scheme.⁶⁷ The Minister can, in consultation with the Council issue regulations regarding any aspect of the act to ensure effective application of the act.⁶⁸

Section 27 deals with the furtherance of legislation regarding tourism. In consultation with the Council, the Minister can further any legislation aimed at improving the standard of any aspect of the tourism industry. Misdemeanors and punishments are dealt with in section 28. The act is applicable to the entire Republic of South Africa. A schedule (section 29) deals with the repeals of the various acts and in section 30 the name by which the act will be known, is stated.⁶⁹

2.4 Minerals Amendment Act, No. 103 of 1993.

What makes this act important for CRM or heritage management, is that **the Director General may, in certain instances require that an environmental impact assessment be made.**⁷⁰ Provision is also made for consultation with each department charged with the administration of any law, which relates to a matter affecting the environment before a decision regarding such a matter is taken. This is very important for the conservation of, what could be, potentially important archaeological sites.

⁶⁵ Tourism Act, No 72 of 1993, p. 266.

⁶⁶ Tourism Act, No. 72 of 1993, p. 266.

⁶⁷ Tourism Act, No. 72 of 1993, p. 266.

⁶⁸ Tourism Act, No. 72 of 1993, p. 266.

⁶⁹ Tourism Act, No. 72 of 1993, p. 268.

⁷⁰ Minerals Amendment Act, No. 103 of 1993, pp. 2 and 16.



Summary

This amendment act repeals the Mining Rights Amendment Act, No. 12 of 1991 as well as the Mines and Works Amendment Act, No. 13 of 1991. Only the sections that were amended appear in the document. Sections that remained unchanged do not appear and one would require the principal Act, which is the Minerals Act, No. 50 of 1991 for the complete picture.

This act was amended in 1993 for the following reasons:

Section 1 of the principal Act was amended so as to insert certain definitions and to replace or delete others. Section 2 of the principal Act was substituted to further regulate the responsibility for the administration of the Act⁷¹ while section 4 was substituted to include the appointment and functions of regional directors.⁷²

Section 6 of the principal Act was amended to **provide for the furnishing of certain particulars about the ability of an applicant to apply for a prospecting permit to rehabilitate surface disturbances that may be caused by his intended prospecting operations and to further regulate the period within which the holder of a prospecting permit may apply for a renewal.**⁷³

Section 14's amendments deal with the empowerment of the regional director to **suspend mining operations pending steps to be taken to rehabilitate the surface or the suspension or cancellation of a permit.** The amendments in section 17 provide for the granting of consent for removing minerals found during prospecting operations on the property of which the owners / shareholders cannot be traced or who has, due to any testamentary disposition, not obtained cession in a period of not less than two years.⁷⁴

⁷¹ Minerals Amendment Act, No. 103 of 1993, pp. 4-6.

⁷² Minerals Amendment Act, No. 103 of 1993, p. 6.

⁷³ Minerals Amendment Act, No. 103 of 1993, pp 2 and 6.

⁷⁴ Minerals Amendment Act, No. 103 of 1993, pp. 2 and 8.



The substitution of section 18 of the principal Act provides for the investigation of geological formations by the State. Section 20 is amended to provide that approval for the division of the right to any mineral or minerals, or an increase in the number of holders of undivided shares in such right, shall only be required if the right concerned has been severed from the ownership of the land or is about to be severed by the registration of a deed.⁷⁵

Section 26 deals with the extending of certain powers of the regional mining engineer regarding safety and health to any officer authorized by the Director-General while the amended sections 27 and 28 further regulates enquiries into the cause of accidents at mines and works.⁷⁶ The amended section 31 further regulates the appointment of a manager at a mine or works, while the substitution of section 33 deals with the issuing of permits for the use of certain machinery and installations at mines and works. Requirements and conditions are set by the regional director and –mining engineer.⁷⁷

The amended section 38 deals with provision being made for the rehabilitation of a mining area within a certain period before mining operations are stopped.⁷⁸ The substitution of section 39 empowers a regional director to grant certain exemption or temporary authorization or to approve or effect amendments to environmental management plans and programmes. Provision is made for consultation with each department charged with the administration of any law, which relates to a matter affecting the environment, before a decision regarding such a matter is taken. **The Director General may, in certain instances require that an environmental impact assessment be made.**⁷⁹

⁷⁵ Minerals Amendment Act, No. 103 of 1993, pp. 2, 8 and 10.

⁷⁶ Minerals Amendment Act, No. 103 of 1993, pp. 2 and 12.

⁷⁷ Minerals Amendment Act, No. 103 of 1993, pp. 2 and 14

⁷⁸ Minerals Amendment Act, No. 103 of 1993, pp. 2 and 14.

⁷⁹ Minerals Amendment Act, No. 103 of 1993, pp. 2 and 16.



The amendment of section 42 provides that the registrar of deeds shall make certain endorsements on a title deed under certain circumstances.⁸⁰ Section 44 inserts a transitional provision in relation to the granting of a mining lease for natural oil, while the amended section 45 provides for the collection and payment by the Mining Commissioner of certain moneys to the owner of land comprising an alluvial digging or proclaimed land in so far as the continuation of mining rights is concerned.⁸¹

The amendment of section 47 of the principal Act provides for cases where the State is the holder of an undivided share in the right to a mineral, in relation to prospecting and digging agreements.⁸²

Section 51 authorizes the Director General to authorize officers of the Department to enter upon land to perform certain functions such as examinations of vehicles and vessels, and launching of inquiries into accidents.⁸³

The amended section 60 criminalises certain actions while section 61 deals with the various fines for various offenses. Section 62 authorizes any Minister who may exercise any power under the mentioned Act, to delegate that power.⁸⁴

The amendment of section 63 deals with the safety and health of all persons concerned, discipline and orderly operations, the conservation of the environment in the vicinity of any mine or works, its rehabilitation, prevention and control of any pollution related to mining, and qualifications for employment. Aspects dealing with the environmental management programmes, licenses, permits, establishment of accounts, establishment of committees and their remuneration and appointments, are provided for.⁸⁵

⁸⁰ Minerals Amendment Act, No. 103 of 1993, pp. 2 and 16.

⁸¹ Minerals Amendment Act, No. 103 of 1993, pp. 2 and 18.

⁸² Minerals Amendment Act, No. 103 of 1993, pp. 2, 18 and 20.

⁸³ Minerals Amendment Act, No. 103 of 1993, pp. 2, 4, 20 and 22.

⁸⁴ Minerals Amendment Act, No. 103 of 1993, pp. 4, 22 and 24.

⁸⁵ Minerals Amendment Act, No. 103 of 1993, pp. 26 and 28.



Section 25 of the Amendment Act substitutes the expression “rehabilitation programme” with “environmental management programme” articles 26 and 27 repeal Acts 12 and 13 of 1991 and article 28 deals with the title of the Amendment Act.⁸⁶

2.5. National Environmental Management Act, (NEMA) No. 107 of 1998.

In a publication by the International Council on Monuments and Sites (ICOMOS), *Monuments and Sites South Africa*, Coetzee et. al. stresses the relevance of the old National Monuments Act, No. 28 of 1969 and the Environment Conservation Act, No. 73 of 1989 to the management of cultural resources.⁸⁷ The National Environmental Management Act of 1998 and the National Heritage Resources Act of 1999 are as important in the CRM and heritage spheres.

Summary

According to Coetzee, the Department of Environmental Affairs and Tourism (DEAT) recognises the importance of South Africa’s rich and diverse cultural heritage as an integral part of the environment.⁸⁸ As such, the Department is responsible for ensuring the integration of heritage management into the environmental management process and tourism.⁸⁹ NEMA stresses this in chapter 1 section 2.2 where it is stated that environment management should place the needs of people first and serve their physical, psychological, developmental, **cultural and social needs.**⁹⁰ **The importance with which cultural resources is regarded, is further stressed by the fact that the Director-General of the Department of Arts, Culture, Science and Technology must serve on the**

⁸⁶ National Environmental Management Act, No. 107 of 1998, p. 452.

⁸⁷ Coetzee et.al., *Cultural Resource Management and the Environment Conservation Act, 1989* in J. Deacon (ed.), *Monuments and Sites South Africa*, p. 25.

⁸⁸ Coetzee et.al., *Cultural Resource Management and the Environment Conservation Act, 1989* in J. Deacon (ed.), *Monuments and Sites South Africa*, p. 25.

⁸⁹ Coetzee et.al., *Cultural Resource Management and the Environment Conservation Act, 1989* in J. Deacon (ed.), *Monuments and Sites South Africa*, p. 26.

⁹⁰ National Environmental Management Act, No. 107 of 1998, p. 461.

Committee for Environment co-ordination.⁹¹

In chapter 5, sections 23 and 24 it is stated “The purpose of this chapter is to promote the application of effective environmental management resources to ensure integrated environmental management. Activities that may, potentially affect the environment, socio-economic conditions and the **cultural heritage**, must be investigated before implementation “⁹²

NEMA provides for co-operational environmental management by providing principles for making decisions about aspects regarding the environment, institutions that will further co-operational management and procedures for the co-ordination of environmental actions performed by government organisations and for related concerns.⁹³

The Act consists of 10 chapters comprising 53 sections. The introduction (section 1) deals with the definitions of certain words that occur frequently.⁹⁴ **Chapter 1 consists of section 2 only and addresses the matter of national environmental management principles and involves ALL government organisations that could affect the environment in one way or another.** The principles serve as a general framework for the formulation of implementation plans. **Environmental management must first and foremost, consider people and their needs.** Development must be socially, environmentally and economically sustainable. Sustainable development demands the consideration of all relevant factors. These factors are listed in section 2.⁹⁵

⁹¹ National Environmental Management Act, No. 107 of 1998, pp. 469 – 471.

⁹² National Environmental Management Act, No. 107 of 1998, p. 487.

⁹³ National Environmental Management Act, No. 107 of 1998, p. 452.

⁹⁴ National Environmental Management Act, No. 107 of 1998, pp. 458 – 462.

⁹⁵ National Environmental Management Act, No. 107 of 1998, pp. 462 – 466.



Chapter 2 (sections 3 - 10) deals with environmental institutions namely, i. The National Environmental Advice Forum, and, ii. The Committee for Environmental Co-ordination. The establishment, aims and responsibilities and operation of these two institutions and the reports that need to be submitted, are discussed.⁹⁶

Chapter 3 (sections 11 – 16) deals with the procedures for co-operation and in this regard, the environmental implementation- and management plans play a very important role. **All national departments and government organisations involved in activities that might affect the environment must submit an environmental development plan within one year of the implementation of this Act and every four years thereafter.** In these articles the aims and purpose, the contents, submission, studying and acceptance of these plans, as well as the execution of these plans are discussed in detail.⁹⁷ The First Edition Consolidated Environmental Implementation and Management Plan was published in Gazette 21562, dated 15 September 2000. The due date for the submission of these plans were extended from 31 August 2000 to 30 March 2001.⁹⁸

2.5.1. Department of Defence Environmental Implementation Plan

According to the above mentioned chapter, NEMA issued instructions to scheduled state departments to develop Environmental Implementation Plans (EIP's) and Environmental Management Plans (EMP). This must be done to co-ordinate and harmonise environmental policies, plans, programmes and decisions of the various national departments, and provincial and local spheres of government who exercise functions that affect the environment.⁹⁹

⁹⁶ National Environmental Management Act, No. 107 of 1998, pp. 466 – 474.

⁹⁷ National Environmental Management Act, No. 107 of 1998, pp. 474 – 482.

⁹⁸ National Environmental Management Act, 1998, <<http://www.acts.co.za/national.htm>>

⁹⁹ Government Gazette, General Notice 249 of 2001. Department of Defence Environmental Implementation Plan. First Edition, p 10.



The Department of Defence (DOD) is one of the National Departments who perform duties that may affect the environment and is listed in schedule 1 of NEMA. This Department has produced an EIP which has been added to the Act as an example EIP¹⁰⁰ and is discussed herewith..

In the executive summary, the DOD poses nine questions. They include issues such as priorities, policies, plans and programmes, functions, implementation, performance monitoring, co-operation. Also included are the objectives of NEMA promoted by the EIP and linking of the EIP with information from the annual national report on sustainable development to the UN Commission for Sustainable Development. This EIP of the DOD seems to have points of contact with the earliest drafts of the EIP of the Departments of Land Affairs and Housing and with the EMP of the Departments of Minerals and Energy. The role of the Department of Public Works is also discussed.¹⁰¹

The rest of the notice consists of four chapters including: mandate and functions; institutional arrangements; policies, plans and programmes and recommendations for environmental management. The two addendums include indicators and key performance indicators. Handy tools are the glossary and the list of acronyms.¹⁰²

In chapter 4 (sections 17 – 22) of NEMA, reasonable decision-making and conflict management is dealt with. Before any rulings are made concerning any difference of opinion, the desirability to refer the matter for reconciliation must be investigated. An arbitrator can be appointed by the Director-General

¹⁰⁰ National Environmental Management Act, 1998, <<http://www.acts.co.za/national.htm>>

¹⁰¹ Government Gazette, General Notice 249 of 2001. Department of Defence Environmental Implementation Plan. First Edition, pp. 8-9.

¹⁰² Government Gazette, General Notice 249 of 2001. Department of Defence EIP.... First Edition, pp. 6-7.

to solve the dispute. Guidelines for conciliation are provided in article 18 and arbitration is dealt with in section 19. The Minister or council can launch an investigation of a matter regarding the environment.¹⁰³ Arbitrators, facilitators and arbiters as well as panels that were appointed can be remunerated. Section 22 deals with relevant considerations, reports and records kept of all reconciliatory actions and appointed officials.¹⁰⁴

Chapter 5 (sections 23 – 24) deals with integrated environmental management. The purpose of this chapter is to promote the application of effective environmental management resources to ensure integrated environmental management. Activities that may, potentially affect the environment, socio-economic conditions and the cultural heritage must be investigated before implementation. Rules and regulations, the authority of the Minister, investigative procedures, public participation, co-ordination between government departments and the investigation and formulating of agreements are discussed in detail.¹⁰⁵

In chapter 6 (sections 25 – 27), international responsibilities and agreements are discussed. The Republic should bind itself to an international environmental document. The Minister reports to Parliament once a year on matters pertaining to international environmental documents for which he is responsible. This chapter is applicable to any international environmental document, irrespective of whether the Republic became party to the document before or after the commencement of this Act.¹⁰⁶

Chapter 7 is divided into two parts and deals with the application and enforcement of the act as well as the protection of employees. Part 1 (section 28) provides for the care and rehabilitation of environmental damage. Pollution must for example,

¹⁰³ National Environmental Management Act, No. 107 of 1998, pp. 484 – 486.

¹⁰⁴ National Environmental Management Act, No. 107 of 1998, pp. 486 – 488.

¹⁰⁵ National Environmental Management Act, No. 107 of 1998, pp. 488 – 494.

¹⁰⁶ National Environmental Management Act, No. 107 of 1998, pp. 496 – 498.



be prevented, not repeated and in the case of damage, rehabilitated. This is the responsibility of the owner, a person managing a site or a person who has the right to use a site. A variety of rules and regulations provide for better management. Punitive actions that could be taken by the Director General or a Provincial Head of Department, underline their responsibility. Rehabilitation costs can be recovered from the responsible person.¹⁰⁷

Section 29 provides for the protection of employees who refuse to perform dangerous environmental duties while section 30 authorizes any authority to take certain (conditional) steps in the control of emergency situations. Steps to be taken in reporting the situation, the clearing up and costs involved are dealt with.¹⁰⁸

Part 2 provides for access to environmental information, enforcement and fulfillment in particular. Section 31 provides for access to information held by the State, which pertains to this Act or any other environmental act, to anybody and vice versa. Provision of information can be denied on certain grounds. Ways in which information should be kept and accessed can be addressed in regulations drafted by the Minister.¹⁰⁹ In sections 32 to 34 of part 2, provision is made for authority to enforce environmental acts. Any person or body has the right to legal aid regarding any matter concerning this act or concerning the environment or the utilization of natural resources.¹¹⁰

Section 33 provides for private prosecution. Anybody can prosecute anyone guilty of transgressing this act – with certain provisions, which are addressed in this article. Section 34 provides for penal proceedings.¹¹¹

¹⁰⁷ National Environmental Management Act, No. 107 of 1998, pp. 498 – 502.

¹⁰⁸ National Environmental Management Act, No. 107 of 1998, pp. 502 – 508.

¹⁰⁹ National Environmental Management Act, No. 107 of 1998, pp. 508 – 510.

¹¹⁰ National Environmental Management Act, No. 107 of 1998, pp. 510 – 512.

¹¹¹ National Environmental Management Act, No. 107 of 1998, pp. 512 - 516.



Chapter 8 provides for environmental management co-operation agreements. In section 35 it is stated that the Minister, or any local authority can enter into agreements with any person or community with the aim of furthering the principles laid down in this act.¹¹²

Sections 36 to 47 are contained in chapter 9 and provide for the effective administration of the act. Aspects such as expropriation; reservation of government-owned land; inclusion of the Minister in lawsuits; agreements, appointment of contractors; execution; delegation of powers; appeals to the Minister and generally any agreements deemed necessary. The Minister can enact certain orders aimed at establishing regulations for the management of developments that will impact on the environment within any municipal jurisdiction. Procedures for the enactment of these regulations are discussed in article 47.¹¹³

Chapter 10 (sections 48 – 53) deals with the general and transitional regulations of the Act. The Act is binding on the State, it limits the liability of the State and provides for the repeal of various articles contained in the Environment Conservation Act, No. 73 of 1989, the short title of the Act, as well as the date of its commencement.¹¹⁴

There are three, very handy schedules included in this act. Schedule 1 is a list of National Departments that perform duties or activities that could affect the environment. Schedule 2 is a list of National Departments that perform activities that involve the management of the environment. Schedule 3 is divided into 2 parts. Part 1 is a list of other acts containing sections applicable to environmental management and part 2 is a list of relevant provincial legislation.¹¹⁵

¹¹² National Environmental Management Act, No. 107 of 1998, pp. 516 – 518.

¹¹³ National Environmental Management Act, No. 107 of 1998, pp. 518 – 524.

¹¹⁴ National Environmental Management Act, No. 107 of 1998, pp. 524 – 526.

¹¹⁵ National Environmental Management Act, No. 107 of 1998, pp. 526 – 530.



2.6 Cultural Institutions Act, No. 119 of 1998.

This act applies primarily to heritage institutions such as national museums, governed by the Department of Arts, Culture, Science and Technology. Section 10 of the act, which deals with the making available of movable property to declared institutions AND with the alienation of cultural objects, is relevant to all heritage workers and it affects heritage management to a great extent.¹¹⁶

Summary

This act consists of 19 sections and two schedules. Section 1 consists of definitions of terms often used in the act. Section 2 provides for the payment of subsidies to certain institutions while section 3 provides for the application and the right of the Minister to establish and / or amalgamate certain declared institutions. Section 4 further defines the nature and rights of declared institutions.¹¹⁷ Sections 5 – 8 provide for the establishment and constitution of councils, the establishment of Flagship institutions. (Two Flagships, a northern and a southern one, were planned), the election and functions of a chairperson of a council and the functions thereof.¹¹⁸

Sections 9 and 10 provide for the placing of immovable property at the disposal of councils and making available movable property to declared institutions. In the first instance this refers to buildings and land and in the second, to specimens and collections or parts thereof.¹¹⁹

Section 11 provides for the auditing of accounts and section 12 for the establishing of a national museum division and section 13 for the functions of this division.¹²⁰

¹¹⁶ Cultural Institutions Act, No. 119 of 1998, p. 8.

¹¹⁷ Cultural Institutions Act, No. 119 of 1998, pp. 2 – 4.

¹¹⁸ Cultural Institutions Act, No. 119 of 1998, pp. 4 – 8.

¹¹⁹ Cultural Institutions Act, No. 119 of 1998, p. 8.

¹²⁰ Cultural Institutions Act, No. 119 of 1998, pp. 8 – 10.



Section 14 deals with the Minister's right to abolish a declared institution and the formalities to do so, while section 15 deals with the delegation of the Minister's powers. Section 16 provides for the making of regulations by the Minister with regard to the councils.¹²¹

'Transitional provisions' are provided for in section 17 and is relevant to the institutions listed in schedule 1. Section 18 deals with the repeal of laws and applies to the acts listed in schedule 2. Finally the short title and effect of the Act is mentioned in section 19.¹²²

2.7 National Heritage Council Act, No 11 of 1999.

This act provides for the establishment of a National Heritage Council. Of particular importance is section 10, which calls for council's advice to the Minister on any aspect of heritage management.¹²³

Summary

This Act consists of 17 sections and provides for the establishment of a corporate body, which will be known as the National Heritage Council.

Section 1 deals with the application and layout of the act while section 2 consists of definitions of terms frequently used. Section 3 provides for the establishment of the Council and 4, for the aims of the Council.¹²⁴

The composition of the Council, the number of members, who should be represented and the manner in which the Council should be composed, are provided for in section 5.¹²⁵

¹²¹ Cultural Institutions Act, No. 119 of 1998, pp. 10 – 12.

¹²² Cultural Institutions Act, No. 119 of 1998 pp. 12 – 18.

¹²³ National Heritage Council Act, No. 11 of 1999, pp. 607 – 609.

¹²⁴ National Heritage Council Act, No. 11 of 1999, pp. 602 – 604.

¹²⁵ National Heritage Council Act, No. 11 of 1999, p. 604.



The term of office of other members of council not mentioned in section 5 as well as the meetings of Council, appointment of committees by Council and the committees' compensation for expenses incurred, are provided for in sections 6 to 9.¹²⁶

According to section 10, the functions, authority and duties of the Council are to advise the Minister on various issues, liaise with institutions concerned with heritage management, investigate possible repatriation of South African heritage objects abroad, co-ordinate the transformation of the heritage sector with the focus on the development of living heritage projects, improve heritage awareness of the broader communities and raise funds for heritage management.¹²⁷

Section 11 provides for the appointment and management of employers by the Council. According to section 12, the Council is funded by means of a grant from parliament, donations, a trust fund, interest accrued from investments and funds obtained from any other source. Ways in which the funds should be used and audited are also provided for in sections 12 and 13.¹²⁸

Council may also support any international heritage activity outside the borders of the Republic and can issue regulations approved by the Minister, regarding procedures, codes of conduct or any other aspect addressed in this act.

The provincial premiers must appoint the members of the executive council.¹²⁹

¹²⁶ National Heritage Council Act, No. 11 of 1999, pp. 604 – 606.

¹²⁷ National Heritage Council Act, No. 11 of 1999, pp. 606 – 608.

¹²⁸ National Heritage Council Act, No. 11 of 1999,, pp. 608 – 610.

¹²⁹ National Heritage Council Act, No 11 of 1999, sections 13 – 16, pp. 610 – 612.

Finally the title of the Act is stated in section 17.¹³⁰

It is noted that, at the time of writing, this Council had not been established.

2.8. National Heritage Resources Act, No. 25 of 1999 and regulations

The Department of Arts, Culture, Science and Technology was responsible for the identification, preservation, protection, development and interpretation of the **cultural heritage** through the National Monuments Council,¹³¹ (now the South African Heritage Resources Agency). The National Heritage Resources Act, No. 25 of 1999, still provides for these and other extended functions. The empowerment of civil society to nurture and conserve their **heritage** resources for future generations and the empowerment of provincial authorities is of special importance.¹³²

As mentioned previously, this is the most important Act concerned with the conservation and management of the South African Heritage to date and should form the basis for any rules, regulations or policies drafted by any heritage institution. It only became functional in April 2000 and its practical implications are not yet clear. The South African Heritage Resources Agency (SAHRA) will remain responsible for the co-ordination and promotion of the management of heritage resources at a national level.¹³³

Summary

The act consists of a table of contents, and three chapters containing a total of 61 sections. This act has a preamble in which its aims are explained. In short,

¹³⁰ National Heritage Council Act, No. 11 of 1999, p. 612.

¹³¹ I. Coetzee, *Cultural resources management...*, p.26.

¹³² National Heritage Resources Act, No. 25 of 1999, p.2.

¹³³ M. Naudé, *Cultural Heritage and the environmental impact assessment process*, in: J. Van Schalkwyk, *Research by the National Cultural History Museum*, vol. 9, p. 46.



the aims are to promote the healthy management of national assets and to enable communities to cherish and conserve their heritage for future generations. The South African heritage is unique and valuable, and cannot be renewed. It helps us to define our identity and forms the basis of our mental welfare and has the power to build a nation. It has the potential to establish our diverse cultures and a national character. Our heritage commemorates our achievements and contributes to rectify the injustices of the past. It educates us, deepens our understanding of society and encourages us to show empathy for the experiences of others. It facilitates healing and material and symbolical restoration and promotes new and previously neglected research on our rich oral history and traditions.¹³⁴

Section 1 state that this Act is binding on the State and section 2 provides definitions for terms regularly used in this act.¹³⁵

Chapter 1 deals with the system for management of national heritage resources and consists of two sections. Part 1 (sections 3 – 10) provides for general principles. Section 3 is a list of nine examples of assets that may be regarded as national assets, which form part of the responsibilities of heritage authorities. Places or objects can be regarded as national assets due to their cultural meaning or other special meanings. A list of these is also provided.¹³⁶

In section 4 a national management system for heritage resources, applicable to Government and local authorities, is established. It serves as a guideline for decision-making and provides for a framework for the performing of functions and making of suggestions for any heritage resource agency on how to manage a resource.¹³⁷

¹³⁴ National Heritage Resources Act, No. 25 of 1999, p. 2.

¹³⁵ National Heritage Resources Act, No. 25 of 1999, pp. 6 – 12.

¹³⁶ National Heritage Resources Act, No. 25 of 1999, pp. 12 – 14.

¹³⁷ National Heritage Resources Act, No. 25 of 1999, pp. 14 – 16.



Section 5 provides for seven general management principles and they are binding on all authorities, bodies and persons managing heritage resources. Section 6 provides for the principles for the management of heritage resources. The Ministers as well as provincial heritage resource authorities can prescribe any principle, prescribe principles in more detail and publish prescribed general information concerning this management, so long as it is not contrary to section 5.¹³⁸

Section 7 provides for the evaluating criteria and grading of heritage resources. SAHRA must, in co-operation with the Minister and the MEC of each province, establish a grading system of places and objects, which form part of the national asset. A distinction between at least three categories must be made.¹³⁹

The responsibilities and competencies of heritage- and local authorities to identify and manage national assets are divided into three levels, according to section 8. Those on national level are the responsibility of SAHRA, those on provincial level is the responsibility of provincial heritage authorities and those on local level that of local authorities. The responsibilities of these authorities are stipulated and their powers must be evaluated regularly¹⁴⁰

Section 9 provides for the rights, duties and exemptions of the State and supporting bodies. All branches of the State and supporting bodies have to support heritage authorities in the execution of their functions. This refers to, amongst others, the provision of information, maintenance of resources, and submitting reports on the maintenance and compiling of inventories. Means of communication between state departments and SAHRA are prescribed in detail. The Registrar of Deeds in particular, has to follow a number of

¹³⁸ National Heritage Resources Act, No. 25 of 1999, pp. 16- 18.

¹³⁹ National Heritage Resources Act, No. 25 of 1999, p. 18.

¹⁴⁰ National Heritage Resources Act, No. 25 of 1999, pp. 18 – 20.

guidelines in its co-operation with SAHRA. Section 10 provides for general procedural principles.¹⁴¹

Part 2 of chapter 1 provides for the composition, functions, competencies and duties of heritage authorities. In section 11, the South African Heritage Resource Agency (SAHRA) is established as a body corporate, capable of suing and being sued in its corporate name and which is governed by a council established in terms of section 14. Section 12 provides for the aim of SAHRA i.e. to co-ordinate the identification and management of national assets. In section 13 the general functions of SAHRA are discussed as well as the levels on which it should advise the council, and in section 14 the establishment and composition of the SAHRA council is discussed.¹⁴²

Section 15 provides for the appointment of the chairman of the council, and section 16 for its functions. Section 17 provides for guidelines for meetings, 18 for committees of the council and 19 for the repayment of members of the council and committees for expenses incurred.¹⁴³

Section 20 provides for the appointment of employers by the council, the compilation of a personnel policy, determining of remuneration, service conditions etc. When the position of chief executive officer (CEO) becomes vacant or when the CEO is absent, one of the employees of SAHRA must be appointed as acting CEO. In section 21 SAHRA's sources of income, the way in which funds are managed and invested and the guidelines for submitting balance sheets and drafting budgets are explained. The financial year ends on 31 March and the Auditor-General must audit all statements. Section 22 provides for the submission of reports.¹⁴⁴ Sections 23 and 24 provide for the

¹⁴¹ National Heritage Resources Act, No. 25 of 1999, pp. 22 – 26.

¹⁴² National Heritage Resources Act, No. 25 of 1999, pp. 26 – 30.

¹⁴³ National Heritage Resources Act, No. 25 of 1999, p. 30.

¹⁴⁴ National Heritage Resources Act, No. 25 of 1999, pp. 30 – 34.



establishment of provincial heritage resource authorities and states their functions, authority and duties.¹⁴⁵

The duties and responsibilities of heritage authorities are numerous and include amongst others, according to section 25, the following: providing information and advice; maintain an updated list of conservation bodies; inspecting resources regularly; supporting local communities to access resources of interest to them; ensure management and protection of resources; undertake or further research; publish information; inspect and document resources; take the necessary steps to investigate the desirability of conserving any place; issue regulations; lend objects to public institutions; create insignia or badges and register them; display such insignia at places under the protection of this act; produce products regarding national property; claim reimbursement for expenses incurred; arrange for insurance coverage; and enter into contracts and employ consultants.¹⁴⁶

Section 26 provides for the delegation of functions or powers of heritage authorities. A list of committees, individuals and authorities to which functions are delegated are mentioned. Functions that may NOT be delegated are also mentioned.¹⁴⁷

Chapter two covers the protection and management of heritage resources and consists of three sections - the first providing for formal protection. Section 27 deals with national and provincial heritage sites. SAHRA must identify sites that could be of national importance and provincial heritage authorities must identify sites in a provincial context. Guidelines as to the reporting of possible sites and the steps to declaring them are provided. Ways in which to deal with objections against declarations is also provided for. Responsible heritage authorities must issue regulations to protect heritage sites; and

¹⁴⁵ National Heritage Resources Act, No. 25 of 1999, pp. 34 – 36.

¹⁴⁶ National Heritage Resources Act, No. 25 of 1999, pp. 36 – 38.

¹⁴⁷ National Heritage Resources Act, No. 25 of 1999, pp. 38 – 40.

minimum maintenance standards must be maintained. Any two or three dimensional reproduction rights pertaining to the site, belong to the state. Other regulations regarding reproductions are also provided for.¹⁴⁸

Section 28 deals with protected areas and are those areas surrounding a national heritage site or shipwreck or a piece of land containing a mine. The same is applicable to areas important in provincial context and includes land surrounding an archaeological or palaeontological site or a fallen meteorite site. Regulations regarding the protection and the future management of such areas are provided for.¹⁴⁹

Provisional protection of protected areas, heritage resources of which conservation is threatened and heritage resources that have to be investigated by SAHRA are provided for in section 29. Heritage registers have to be drafted and maintained by provincial resource authorities in which heritage resources worth protecting are listed. Detailed guidelines and prescriptions of the modus operandi are discussed in section 30. These regulations and others pertaining to the role of local authorities and steps to prevent the destruction of heritage resources are all contained in article 31.¹⁵⁰

The provision for the designation of certain areas within a city, town or specific area, as protected heritage areas (cultural or natural), is discussed in section 31. The role of planning authorities and guidelines to be followed, and regulations are also provided for.¹⁵¹

Section 32 provides for the declaration of certain objects as part of the national estate and under the management of SAHRA. Examples of such objects, declaration procedures and the maintenance of a register of such

¹⁴⁸ National Heritage Resources Act, No. 25 of 1999, pp. 42 – 46.

¹⁴⁹ National Heritage Resources Act, No. 25 of 1999, p. 46.

¹⁵⁰ National Heritage Resources Act, No. 25 of 1999, pp. 46 – 48.

¹⁵¹ National Heritage Resources Act, No. 25 of 1999, pp. 48 – 50.

objects, regulations, responsibilities of the owners of such objects and export and import regulations are further provided for in this article.¹⁵²

Part 2 of this chapter deals with general protections and section 33 commences with the import of objects protected in terms of laws of foreign states. Regulations in respect of the role of customs officers, cultural property agreements as well as the office of the Minister of Foreign affairs contribute to better management.¹⁵³

Regulations pertaining to the protection of structures are provided for in section 34 whilst the protection of archaeology, paleontology and fallen meteorite sites as the responsibility of the provincial heritage resource authorities is provided for in section 35. Regulations and guidelines for obtaining permits and the role of the owner of the land on which the particular resource is situated are also provided.¹⁵⁴

It is the duty of SAHRA to conserve burial grounds and graves and it can make any arrangements and regulations to fulfill this responsibility. The identification of culturally significant graves, rules for the issuing of excavation permits, investigations into newly discovered graves and SAHRA's assistance of other state departments are provided for in section 36. Public monuments and memorials must be protected in the same manner as those entered in the heritage register.¹⁵⁵

Details of any developments as categorised in section 38 (heritage resources management), must be reported to the responsible heritage resource agent.

These developments are categorised as follows:

¹⁵² National Heritage Resources Act, No. 25 of 1999, pp. 50 –56.

¹⁵³ National Heritage Resources Act, No. 25 of 1999, pp. 56 – 58.

¹⁵⁴ National Heritage Resources Act, No. 25 of 1999, pp. 58 – 60.

¹⁵⁵ National Heritage Resources Act, No. 25 of 1999, pp. 60 – 62.



- a. Construction of a road, wall, powerline, pipeline, canal or similar exceeding 300m in length;
- b. Construction of a bridge or similar exceeding 50m in length;
- c. Any development or activity that will change the character of the a site:
 - i. Exceeding 5 000m² in extent; or
 - ii. Involving three or more existing erven or subdivisions thereof; or
 - iii. Involving three or more erven or divisions thereof which had been consolidated within the past five years; or
 - iv. The costs of which will exceed a sum set in terms of regulations by SAHRA or a provincial heritage resources authority;
- d. The re-zoning of a site exceeding 10 000m² in extent; or
- e. any other category of development provided for in regulations by SAHRA or a provincial heritage resources authority.¹⁵⁶

The site of the intended development must be inspected to determine whether there is reason to believe that it might be of cultural and natural importance and if developments will damage such resources. Specifications for reports are provided and guidelines for the submission of such reports are stated. Liaison between provincial authorities and SAHRA is important and any exemptions and reasons for them are also provided.¹⁵⁷

Of great importance in section 38, is the assessment of the significance of the resources in terms of the heritage assessment criteria (as set out in section 6 (2) or prescribed in section 7), and the assessment of the impact of the development.¹⁵⁸ According to an assessment made of Section 38 by Bruwer, the criteria mentioned in this clause have not been developed. In terms of the

¹⁵⁶ National Heritage resources Act, No 25 of 1999, p. 62-64.

¹⁵⁷ National Heritage Resources Act, No. 25 of 1999, pp. 62 – 66.

¹⁵⁸ National Heritage Resources Act, No. 25 of 1999, p. 64.



SAHRA Strategic Plan, a South African Charter for Heritage Resources management and conservation should have been developed by 2002. This has not yet been done and in the absence of such a plan, SAHRA uses the Australian ICOMOS Charter for Places of Cultural Significance (the Burra Charter).¹⁵⁹

2.8.1. The significance of the Australian Burra Charter in South African Heritage Management

According to the Australians, a Charter (and Act) should be aimed at solving a problem and the Burra Charter was based on this principle. The process followed for structuring this charter is in principle similar to the Environmental Impact Assessment process and consists of three basic actions: to understand the problem the significance of a site or artefact needs to be determined and understood; a policy is required to solve any problem and to do the job, a process is required and the process needs to be managed.¹⁶⁰

In South Africa, the Burra Charter is not only used by SAHRA, but also by the Department of Public Works who is responsible for all Government properties as well as embassies and missions abroad, and by the Department of Defence, one of the largest landowners in the country. This charter is very practical and consists of a preamble, definitions, conservation principles, - processes, -practice and a flowchart to demonstrate how these activities link with one another.¹⁶¹

Part 3 of Chapter 2 of the National Heritage Resources Act deals with management, commencing with section 39 – the inventory of the national

¹⁵⁹ M. Naudé, Cultural Heritage and the environmental impact assessment, *in*: J.A. van Schalkwyk (ed.), *Research by the National Cultural History Museum*, vol. 9, p. 48.

¹⁶⁰ M. Naudé, Cultural Heritage and the environmental impact assessment, *in*: J.A. van Schalkwyk (ed.), *Research by the National Cultural History Museum*, vol. 9, p. 39.

¹⁶¹ M. Naudé, Cultural Heritage and the environmental impact assessment, *in*: J.A. van Schalkwyk, (ed.) *Research by the National Cultural History Museum*, vol. 9, p. 53 ; J.S. Kerr, *The Conservation Plan, a guide to the preparation of conservation plans for places of European cultural significance*, pp. 22-29.



estate. SAHRA must compile this inventory and the purpose of this list as well as the kinds of resources to be included are mentioned. Regulations pertaining to the establishing and maintaining of this list as well as the publishing of summaries of the list are provided for.¹⁶²

A further national heritage resources assistance programme is provided for in section 40. SAHRA may provide financial assistance, must prescribe procedures and provide for a fund called the National Resources Heritage Fund. Section 41 discusses the issue of restitution of heritage objects. Groups with a bona fide interest may claim for the restitution of a movable heritage resource, which is part of the national estate held by a publicly funded institution. Negotiations must be entered into. Regulations are described.¹⁶³

The issue of heritage agreements is dealt with in section 42 and states who may enter into agreements, in what format these agreements should be, and the aims and purposes of agreements. A list of what the agreements can provide for, and the rights of the owners of land is also discussed.¹⁶⁴

According to section 43, regulations on financial incentives for the conservation of heritage resources, which is part of the national estate, may be published. The presentation and use of heritage resources, which form part of the national estate, must be co-ordinated and promoted by authorities for public enjoyment, education, research and tourism. A list of the kind of activities is provided. Regulations pertaining to what activities are allowed and what not, are also listed in section 44.¹⁶⁵ Heritage authorities responsible for certain resources have the right to take steps against owners who neglect

¹⁶² National Heritage Resources Act, No. 25 of 1999, p. 66.

¹⁶³ National Heritage Resources Act, No. 25 of 1999, pp. 66 – 68.

¹⁶⁴ National Heritage Resources Act, No. 25 of 1999 pp. 68 – 70.

¹⁶⁵ National Heritage Resources Act, No. 25 of 1999, pp. 70 – 72.



heritage sites. Steps and regulations for the repair of any damage are provided for in section 45.¹⁶⁶

According to section 46 any property can be purchased or expropriated for conservation purposes, if it is in the public interest. Other acts and sections of the constitution must however be considered. Within three years after the adoption of this act, SAHRA and provincial heritage authorities must adopt statements of general policy for all heritage resources and management plans must be in place. Regulations pertaining to these plans are provided for.¹⁶⁷

Part 1 of chapter 3, provides for enforcement, appeals, offences and penalties. Section 48 provides for the application for, and issuing of permits and section 49 for appeals against any action by a heritage authority.¹⁶⁸ The appointment of heritage inspectors (the police is automatically included), and their powers and duties and the use of identity cards is provided for in section 50.¹⁶⁹ The different penalties for the transgression of certain sections of this act, and the role of the Minister or MEC and SAHRA, are laid down in section 51.¹⁷⁰

In part 2, (section 52 – 57), provision is made for the publication of notices by SAHRA, delegation of powers by the Minister or the Member of the Executive Council, by-laws by local authorities, limitation of liability, exercise of powers outside South Africa and applicability of provincial legislation.¹⁷¹

A large number of provisions are made for transition and consequential amendments in section 58. The National Monuments Act, No. 28 of 1969 is hereby abolished. The implications of this, and the transfer to SAHRA, are

¹⁶⁶ National Heritage Resources Act, No. 25 of 1999, p. pp. 70-72.

¹⁶⁷ National Heritage Resources Act, No. 25 of 1999, pp. 72 – 74.

¹⁶⁸ National Heritage Resources Act, No. 25 of 1999, pp. 74 – 76.

¹⁶⁹ National Heritage Resources Act, No. 25 of 1999, pp. 76 – 78.

¹⁷⁰ National Heritage Resources Act, No 25 of 1999, pp. 78 – 82.

¹⁷¹ National Heritage Resources Act, No 25 of 1999, pp. 82 – 84.



dealt with in this section. Sections 59 – 61 provide for regulations made by the Minister, the repeal of the National Monuments Act, the short title, and the date of the commencement of this act.¹⁷² The schedule, which was mentioned in section 51, Penalties for National Heritage Act, is listed at the end of the act.¹⁷³

2.8.2. National Heritage Resources Regulations

In June 2000 Regulations appeared in the Government Gazette No. 21239. These mainly deal with applications procedure and requirements, financial deposits, minimum qualifications and standards of practice, and submission of reports with regard to archaeological and palaeontological excavations and meteorites. The monitoring responsibility of SAHRA, standards of practice for excavation and removal of a permit holder, standards of curation is also addressed.¹⁷⁴

These Regulations also deal with applications for permits for National-, Provincial and provisionally protected places or structure older than 60 years, minimum qualifications, and procedures.¹⁷⁵

At the time of writing, the only province that had established a heritage authority was KwaZulu Natal. No other structures had been put in place. A shortage of financial and human resources has greatly restricted the operations of SAHRA.¹⁷⁶

2.9. World Heritage Convention Act, No. 49 of 1999

At the time of writing, South Africa had four World Heritage sites listed. In 1999 Robben Island, the Cradle of humankind and the Greater St. Lucia Wetland Park were listed, followed by uKhahlamba / Drakensberg in 2000.¹⁷⁷

¹⁷² National Heritage Resources Act, No. 25 of 1999, pp. 84 – 86.

¹⁷³ National Heritage Resources Act, No. 25 of 1999, p. 88.

¹⁷⁴ National Heritage Resources Regulations, <http://www.acts.co.za/ntl_heritage_res?Regs_1_D.htm>

¹⁷⁵ National Heritage Resources Regulations, <http://www.acts.co.za/ntl_heritage_res/Regs_1_D.htm>

¹⁷⁶ Personal Information: Ms P. Madiba, C.E.O., SAHRA, 2002-06-13.

¹⁷⁷ UNESCO World Heritage Sites, <<http://www.unesco.org/whc/nwhc/pages/sites/main/htm>>



Much of the contents of this act deal with making the '*Convention concerning the protection of the world cultural and natural heritage*' a part of South African common law. It creates a framework to ensure that the Convention and the Operational Guidelines are effectively implemented in the Republic, subject to the Constitution and the provisions of this Act.¹⁷⁸

There are many instances where this act is a duplication of what is promulgated in the National Heritage Resources Act (mentioned in 7 above). In many instances the Minister of the Department of Environmental Affairs and Tourism, whose department was responsible for this act, has to liaise with the Minister of the Department of Arts, Culture, Science and Technology. The promulgation of this act, further confirms the increasing co-operation of these two departments in matters relating to cultural and heritage management.

Summary

This act consists of seven chapters and a schedule, which contains the '*Convention concerning the protection of the world cultural and natural heritage*'. part of South African common law and to create a framework to ensure that the Convention and the Operational Guidelines are effectively implemented in the Republic, subject to the Constitution and the provisions of this Act¹⁷⁹.

The first chapter contains definitions, objectives, principles and implementation of the act, whilst chapter 2 deals with existing and newly appointed authorities and their duties. In chapter 3 the establishment of a Board for the new authority, its terms of employment, appointment of executive staff and their powers, staff transfers and terms of employment is discussed.¹⁸⁰

¹⁷⁸ World Heritage Convention Act, No. 49 of 1999, p. 8.

¹⁷⁹ World Heritage Convention Act, No. 49 of 1999, p. 8.

¹⁸⁰ World Heritage Convention Act, No. 49 of 1999, pp. 6-22.



In the subsequent chapter, attention is paid to the preparation and implementation of management plans, their objects and contents, their approval and duration and general guidelines.¹⁸¹

Chapters 5 and 6 deal with the purchase and expropriation and transfer of land and all aspects dealing with the finances and drafting of appropriate reports. Chapter 7 discusses delegation, regulations and the short title and commencement of the act.¹⁸²

2.10. Cultural Laws Amendment Bill, No. 46 of 2000

The Amendments Bill mainly provides for the Minister to declare that any cultural institution be amalgamated with a Flagship Institution and for any declared institution to sell, or otherwise alienate any specimen, collection or other movable property.¹⁸³

Summary

This Bill proposes amendments to the Cultural Institutions Act, No. 119 of 1998 as well as the National Heritage Council Act, No. 11 of 1999 mentioned above.¹⁸⁴ At the time of writing it is uncertain whether this Bill has been passed by Parliament.

The Bill provides for the empowerment of the Minister to declare cultural institutions to be amalgamated with flagship institutions; to provide for declared institutions, to alienate any specimen, collection or other movable property; to further regulate the constitution of a Council; empower the Minister regarding the payment of allowances to Council members, and to appoint a chairman.

¹⁸¹ World Heritage Convention Act, No. 49 of 1999, pp. 22-26.

¹⁸² World Heritage Convention Act, No. 49 of 1999, pp. 26-34.

¹⁸³ Written information: Ms C. Botha, Assistant-Director, Museums, Gauteng Provincial Government, 2001-08-08.

¹⁸⁴ Written information: Ms C. Botha, Assistant-Director, Museums, Gauteng Provincial Government, 2001-08-08.



A definition of a declared institution as well as a list of such institutions is provided. A list of institutions comprising the Northern and Southern flagship institutions are provided and provisions for the establishment of flagships in Natal and the Orange Free State are made.¹⁸⁵

3. Acts indirectly relevant to CRM

There appears to be a number of acts in South Africa that are relevant to cultural resource and heritage management in a more indirect manner and therefore not all are applicable to this dissertation. It is however felt that some of the more relevant ones should be mentioned.

Beach Act, No. 21 of 1935

Is not applicable to any area that is part of a national park.¹⁸⁶

Commission Act, No. 8 of 1947

Assists the Minister in obtaining information with regard to the conservation of the environment.¹⁸⁷

Water Act, No. 54 of 1956

Provides for the fencing off of areas adjacent to a park, bordering a river on private property.¹⁸⁸

Arbitration Act, No. 42 of 1965

Refers to differences of opinion with regard to the conservation of the

¹⁸⁵ Cultural Laws Amendment Bill, No. 46 of 2000.

¹⁸⁶ National Parks Act, No. 57 of 1976, p. 37.

¹⁸⁷ National Environment Management Acts, No. 107 of 1998, p. 485.

¹⁸⁸ National Parks Act, No. 57 of 1976, p. 27.

environment.¹⁸⁹

Sea Fisheries Act, No. 58 of 1973

Is not applicable in cases where any part of the sea forms part of a national park.¹⁹⁰

Lake-district development Act, No. 39 of 1975

Provides for the declaration of national parks, despite the presence of lakes.¹⁹¹

Expropriation Act, No. 63 of 1975

Provides for the exchanging or expropriation of land outside a national park for the purpose of inclusion into such a park.¹⁹²

Land Reform Act, No. 3 of 1996

Provides for the establishment of panels in accordance with this Act may also be accepted by the Minister of DEAT, to perform certain duties.¹⁹³

Naudé also mentions related acts such as the Human Tissue Act, No. 65 of 1983, the Commonwealth War Graves Act, No. 8 of 1991, the Physical Planning Act, No. 125 of 1991, the Maritime Zones Act, No. 15 of 1994, and the National Archives Act, No. 43 of 1996.¹⁹⁴

Having discussed definitions, presented an overview and summarised the most important Acts in South Africa with reference to heritage management, a case study of one of South Africa's larger, privately owned heritage sites is presented in the following chapter.

¹⁸⁹ National Environment Management Act, No 107 of 1998, p. 485.

¹⁹⁰ National Parks Act, No. 57 of 1976, p. 37.

¹⁹¹ National Parks Act, No. 57 of 1976, p 19.

¹⁹² National Parks Act, No. 57 of 1976, p. 21.

¹⁹³ National Environment Management Act, No. 107 of 1998, p. 487.

¹⁹⁴ M. Naudé, Cultural Heritage and the environmental impact assessment process, *in*: J.A. van Schalkwyk (ed.), *Research by the National Cultural History Museum*, vol. 9, p. 39.

CHAPTER IV

MANAGING THE VOORTREKKER MONUMENT HERITAGE SITE, PRETORIA: A CASE STUDY

In this chapter the managing of the Voortrekker Monument Heritage Site (VTMHS), a privately owned heritage site in Pretoria, is discussed in detail. Each section commences with analysis of a particular topic and is followed by an overview discussion of what transpires in practice. Although the site is more than fifty years old, the VTMHS management is very 'young' and in many instances, infrastructure is still being created for it to perform its duties. As the intention is to present an equitable picture in this case study, shortcomings, omissions and lack of aptitude is mentioned and suggestions as to how this could be remedied, is made.

1. The purpose of a management plan

In Chapter I of this dissertation several definitions of what a cultural or heritage resource is, were discussed. Eventually the definition by Fowler, complemented by the one determined by the National Cultural History Museum, was decided on. This definition is as follows: “Cultural resources are physical features, both natural and manmade, associated with human (cultural) activity. These would include sites, structures and objects possessing significance, either individually or as groupings in history, architecture, archaeology, or human, cultural development”.¹

Fowler continues and refers to cultural resources as “containers of information, or potential information, about past human activities”.²

¹ I. Coetzee, Cultural resources management defined, in: J. de Klerk (ed.), *Muniviro, newsletter for local and regional authorities*, vol. 8, no. 1, p. 2.; National Heritage Resources Act, No. 25 of 1999, p. 8 and 14.

² I. Coetzee, Cultural resources..., in: J. de Klerk (ed.), *Muniviro, newsletter...*, vol. 8, no. 1, p. 2.



What is important is that cultural resources such as archaeological sites and historical buildings are **non-renewable**, while others (mostly processes, which are more important in African society than the products of culture), are part of a dynamic process.³ Measured against these definitions and as can be gathered from the following discussion, one can safely say that the Voortrekker Monument Heritage Site (VTMHS) qualifies as a heritage resource with cultural significance, and deserves to be protected. According to all consulted sources including the National Heritage Resources Act, No. 25 of 1999, protecting a resource involves a variety of actions and processes. These actions and processes eventually culminate in the management of the site.

Apart from the fact that conservation is insisted upon by legislation, there are several other reasons why heritage sites in general and the VTMHS in particular should be conserved and managed. The **purpose** of a management plan is explored in the following sections.

1.1. Establishing cultural identity

The role of heritage in establishing cultural identity is stressed by Ashworth and by Cleere and is a field not only studied by cultural historians, but geographers have also increasingly studied the social production of national and cultural identities. Along with work on landscape paintings, heritage sites (monuments), to name but a few, geographers have progressively studied monuments and memorials in discussions of political identity.⁴

Heritage is one of the components of people's identity and perhaps all heritage is concerned with someone's identity. People are part of certain groups, they identify with certain regions and places, and although more complicated, most people also feel some sort of a national identity. These identities are not

³ I. Coetzee, Cultural resources – a tour through our world in one country, *in*: W. Loots (ed.) *Cultural resources and Regional tourism*, p. 28.

⁴ A. Crampton, The Voortrekker Monument, the birth of apartheid, and beyond, *in*: Anon. *Political Geography* 20 (2001), pp. 222-223.

alternatives, but are all those things simultaneously. Individuals resolve those conflicts within themselves, but they are not easily resolved between groups.⁵

This is especially true in countries, such as South Africa, where European and British colonialism not only resulted in the establishment of different cultural groups in one geographical region, but also created a discontinuity in the history of that region. As in many countries that have been colonised, the new democratic South Africa is counteracting colonisation by the use of monuments to demonstrate a continuous cultural identity within which the colonial period was no more than an irrelevant episode.⁶ In South Africa, where for all practical purposes, the indigenous inhabitants experienced two colonial periods (that is, one dominated by European immigrants and another by the British), the National Heritage Resources Act stresses the importance of establishing a [new] cultural identity. “Our heritage is unique and precious and it cannot be renewed. It helps us to define our **cultural identity** and therefore lies at the heart of our spiritual well being and has the power to **build our nation**. It has the potential to affirm our diverse cultures, and in so doing shape our **national character**. Our heritage celebrates our achievements and contributes to redressing past inequities.”⁷

One could only hope that, in the search of an own identity, South Africans as inhabitants of a former European and British colony, will rediscover and re-evaluate this part of their heritage and include it in their heritage as part of their identity. This has happened in East Europe where large parks filled with displaced statues of Marx, Engels and Stalin have shown signs of becoming tourist attractions in their own right.

⁵ G. Ashworth and P. Howard., *European Heritage...*, pp. 8-9.

⁶ H.F. Cleere, Introduction: the rationale of archaeological heritage management, in: H.F. Cleere, (ed.), *Archaeological Heritage Management in the Modern World*, p. 8.

⁷ National Heritage Resources Act, No 25 of 1999, p. 2.; L.P.H.M. Mtshali, Address, in: DACST, *The re-interpretation of the Battle of Blood River / Ncome*, p. 8.



The fact that heritage does play such an important role in the establishing of cultural identity is, more often than not, used by political parties for their own purposes. Ashworth is of the opinion that it is an established fact that there is a political role for heritage. All heritages are actual or potential political instruments whether it was intended or not.⁸ The preamble to the South African Heritage Resources Act mentioned above, is a case in point.

The destruction of heritage or places of cultural importance [physically] by bombarding the buildings or demolishing monuments⁹, or more subtly [mentally] by verbally attacking and criticising the monuments erected by other cultural groups, is an important way of displacing people and destroying their identity, to break the link binding an ethnic group with a particular place.¹⁰

The role of the VTM in establishing cultural identity in South Africa

The 340 hectare VTMH site, contains various cultural and heritage resources, including a Nederlands Zuid Afrikaansche Spoorweg Maatschappij (NZASM) bridge ca 1890's, Fort Schanskop (1897), a stone cairn (1938), and the most important, the Voortrekker Monument (1949), (VTM). According to Botha, the term 'monument' has two meanings. Firstly, it can refer to artefacts from the past that have a historical meaning,¹¹ such as an old Anglo-Boer War Fort south of Pretoria or the mine dumps around Johannesburg. Secondly, a monument can be a structure, a sculpture or a memorial, which was deliberately erected to commemorate a person or an event.¹² It is usually

⁸ G. Ashworth and P. Howard, *European Heritage...*, p. 86.

⁹ E. Maré, The aesthetics of ideology: the vicissitudes of monuments, in: A.C. van Vollenhoven (ed.) *South African Journal of Cultural History*, 16(11), 2002-11, pp. 17, 18.

¹⁰ G. Ashworth and P. Howard., *European Heritage...*, p. 54.

¹¹ M.C. Botha, Monumente en nasionalisme, in: O.J.O. Ferreira (red.), *Suid-Afrikaanse Tydskrif vir Kultuurgeskiedenis*, 2 (2), p. 31.

¹² M.C. Botha, Monumente en nasionalisme, in: O.J.O. Ferreira, (red.), *Suid-Afrikaanse Tydskrif vir Kultuurgeskiedenis*, 2 (2), p. 31.



displayed in public to remind viewers of these persons or events and thus serves as a memory aid for a specific community or group.¹³

To understand the role that the VTM played in establishing the cultural identity of the Afrikaner in particular in South Africa and in South African politics, it is necessary to briefly look at why it was built, and the socio-economic and political climate in which it was erected.

The VTM south of Pretoria is a perfect example of a monument that was constructed to mark an important historic event, namely the Great Trek of 1835 to 1852. At the same time, the Monument commemorates the approximately 20 000 people who participated in this migration from the Cape Colony into the interior of Southern Africa. This was a successful rebellion against British rule, and is described by Van Jaarsveld as the first anti-colonial deed in Africa.¹⁴ These pioneers referred to themselves as 'emigrants' and the name 'Voortrekkers' was increasingly used to refer to them since the 1870s.¹⁵ Much has been written about this event and its importance in South African history, and it is not the purpose of this discourse to elaborate on its significance. Suffice it to say that, although the Voortrekkers did perhaps not realise the importance of their migration, it has been a great source of inspiration for speeches, historiography, literature, and festivals, and led to the erection of approximately 30 monuments countrywide.¹⁶

¹³ E. Maré, The Aesthetics of ideology; the vicissitudes of monuments, *in:* A.C. van Vollenhoven, (ed.) *South African Journal of Cultural History*, 16(11), p.16.

¹⁴ F.A. van Jaarsveld, Die Groot Trek in die historiese bewussyn van die Afrikaners, *in:* J.S. Bergh (red.), *Herdenkingsjaar 1988*, p. 102.

¹⁵ J.T. du Bruyn, Die Groot Trek, *in:* T. Cameron en S. B. Spies (reds.), *Nuwe Geskiedenis van Suid-Afrika in woord en beeld*, p. 127.

¹⁶ J.T. du Bruyn, Die Groot Trek, *in:* T. Cameron en S.B. Spies (reds.), *Nuwe Geskiedenis van Suid-Afrika in woord en beeld*, p.127; F.A. van Jaarsveld, Die Groot Trek..., *in:* J.S. Bergh. (red.), *Herdenkingsjaar 1988*, p. 107.

According to Botha, it is natural and understandable that ‘monuments’ and ‘nationalism’ are related, as there is an undeniable, natural interaction between these two concepts. Ashworth calls this interaction between nationalism and national heritage an intimate relationship and very difficult to disentangle cause and effect. The nation is an abstraction created by heritage, but nation-states need a national heritage in order to survive and thus create it as a matter of policy.¹⁷ Again the preamble to the South African Heritage Resources Act could serve as a case in point.

Monuments commemorate the deeds and successes of people, who are not only social beings but also national beings – destined to be members of a nation. Nationalism is a love for, pride in, and being true to everything that belongs to the nation or people (volk) that is one’s country, language, heroes, history, and culture. A monument tries to preserve for posterity everything that is beautiful, heroic, honourable and memorable. Manifestations of nationalism call for monuments, and monuments in turn generate nationalism.¹⁸ Monuments are also protests against the succession of generations and the transience of humankind, and present symbols in an attempt to eternalise the past. This can be damaging to the past (and the present), as only heroes from a limited period are selected, while other aspects of history and the ordinary human being are neglected.¹⁹

According to Du Bruyn, most of the Afrikaners see the Great Trek as a heroic period in which many of their heroes came to the fore; it was a period of strife, suffering and sacrifice in exchange for freedom.²⁰ This attitude, however, changed after 1961 when a notable cooling in the historical

¹⁷ G. Ashworth and P. Howard, *European Heritage...*, p. 86.

¹⁸ M.C. Botha, Monumente en nasionalisme, *in:* O.J.O. Ferreira (red.), *Suid-Afrikaanse Tydskrif vir Kultuurgeskiedenis*, 2 (2), p. 32.

¹⁹ F.A. van Jaarsveld, Die Groot Trek..., *in:* J.S. Bergh, *Herdenkingsjaar 1988*, pp. 107-109.

²⁰ J.T. du Bruyn, Die Groot Trek, *in:* T. Cameron en S.B. Spies (reds.), *Die nuwe geskiedenis van Suid-Afrika in woord en beeld*, p. 127.

conscience of the Afrikaner became apparent.²¹ This could probably be ascribed to the fact that the Afrikaner's Republican ideal had been achieved, but, according to Allen, the gradual resurgence of African Nationalism and the death of Dr. H.F. Verwoerd in the 1960s caused turmoil in white Afrikaans South Africa.²²

The VTM was inaugurated on 16 December 1949. This was barely a year after the Nationalist Party, under the leadership of Dr D.F. Malan, came to power.²³ The Nationalist Party was a manifestation of the Afrikaner's long fight for self-rule and independence, free of the oppression of the British Empire. This fight started with the Great Trek and gained momentum during the Anglo-Boer War (1899-1902). Many hardships were endured during these two epic historic events, but no one could foresee the tremendous role that the centenary of the Great Trek and the laying of the cornerstone of the VTM in 1938²⁴ would play in the awakening of this new nation. It was probably one of the most important events in the history of Afrikaner nationalism. The awakening of Afrikaner nationalism called for this monument, and it in turn would generate (Afrikaner) nationalism in the years to come.

The inauguration of the VTM in 1949 was another highlight in Afrikaner history. This is clear from the fact that approximately 250 000 people²⁵ attended the event, which lasted three days. Several VIP speakers at the inauguration voiced the *raison d'être* for this monument. Prime Minister D.F. Malan said in his speech: "With deep respect and thanksgiving we now pay tribute to the Voortrekkers for the tough perseverance and heroism, which

²¹ F.A. van Jaarsveld, Die Groot Trek.... in: J.S. Bergh, *Herdenkingsjaar 1988*, p. 119.

²² G. Allen, The Volkscustodian and the professor, in: J. Tempelhoff (ed.) *Historia* 47(2), pp. 400-401.

²³ D.W. Krüger, Die bondgenootskap tussen Nasionalisme en Arbeid, 1924-1933, in: A.J.H. van der Walt (et. al.), *Geskiedenis van Suid-Afrika*, p.559.

²⁴ A.N. Pelzer, The historical background to the Voortrekker Monument, in: Board of Control of the Voortrekker Monument, *The Voortrekker Monument Pretoria, official guide*, p. 25.

²⁵ B.K. Murray and A.W. Stadler, Van Pakt tot die begin van apartheid, 1924-1947, in: T. Cameron en S.B. Spies (reds.), *Die nuwe geskiedenis...*, p. 259.

enabled them, in spite of the greatest privations, to lay the foundation for a White Christian civilisation in a greater South Africa."²⁶

The realisation of this monument was a dream come true in the history of the developing Afrikaner nation, and played a very important role in establishing its cultural identity. Crampton states that Afrikaner nationalism first emerged in the 1870s and did not gain mass popularity until the 1930s. At that time, new urban-based Afrikaans speaking intellectuals identified and explained a number of structural crises in the South African economy and the threat these caused to the livelihood of Afrikaans speakers, by means of parochial nationalistic discussions.²⁷

Krüger in fact ascribes the large number of people attending the inauguration of the Voortrekker Monument to an already existing and growing Afrikaner solidarity.²⁸ This statement manifests itself in the words of W. Nicol: "The monument should engender pride in the nation of heroes which endured the hardships of the Great Trek. It should not only deepen and arouse a love for the country for which they sacrificed so much, but it should also strengthen faith in the God in whom they trusted. This should serve as an inspiration for self-dedication to the welfare of the nation they founded."²⁹

According to Delmont, however, this identity was fostered and mobilised in a campaign whereby the past was recalled selectively in the Monument – thus creating myths to construct a glorified past.³⁰ Ferreira states that all peoples have myths that are based on their religious outlook and philosophy of life.

²⁶ Dr. D.F. Malan, Opening Speech, in: Anonymous, *Historical record of the opening of the Voortrekker Monument, Pretoria*, p.19.

²⁷ A. Crampton, The Voortrekker Monument..., in: Anon. *Political Geography*, 20, p. 224.

²⁸ D.W. Krüger, Die Bondgenootskap tussen Nasionalisme en Arbeid, 1924-1933, in: A.J.H. van der Walt (et. al.), *Die Geskiedenis van Suid-Afrika*, p.573.

²⁹ W. Nicol, Foreword, in: *The Voortrekker Monument...*, p. 12.

³⁰ E. Delmont, The Voortrekker Monument: Monolith to Myth, in:(ed.), *South African Historical Journal* 29, pp. 76-77.

The contents of and characters in these myths normally embody a peoples cultural ideal or express communal emotions.³¹

The role of the VTM as a cultural resource establishing cultural identity was soon changed into a political symbol. Fired by their ideals and enthused by their newfound identity as an independent nation, the Afrikaners shook off oppressive British colonial rule, and for forty years concentrated on nation building. During these years the Nationalist Party used the VTM, as well as other monuments, as venues for large folk festivals such as the fifth anniversary of the Republic of South Africa in 1966,³² to further their cause. This celebration took on the form of a victory parade that began at the then Voortrekkerhoogte and marched through “the shadow of the commanding Voortrekker Monument – a kind of symbolic genuflection – to the Afrikaner nationalist metanarrative symbolised by the monument”.³³ According to Van Jaarsveld, the establishment of a Republic in 1961 brought to an end the main cause for this nationalism, viz. the battle against the British was won: it was no longer relevant.³⁴ Afrikaner nationalism underwent a shift in focus and broadened to a South African nationalism addressing the issue of colour rather than language.³⁵ Without becoming too involved in politics, suffice it to say that the VTM thus also became the target of opposing forces during those years. The upcoming black nationalists and English liberals saw the VTM as the epitome and symbol of oppressive Afrikaner nationalism.³⁶

Eventually, with the founding of a democratic South Africa in 1994, the Afrikaners had finally lost their political stronghold. The future of ‘Afrikaner’ monuments such as the Voortrekker Monument, also seemed to hang in the

³¹ O.J.O. Ferreira, *Adamastor*, pp. 11, 13.

³² Anonymous, *Official Programme, Republic Day festival, Voortrekker Monument, 31 May 1966*.

³³ G. Allen, The Volkscustodian and the professor, in: J. Tempelhoff (ed.), *Historia* 47(2), p. 401.

³⁴ F.A. van Jaarsveld, Die Groot Trek..., in: J.S. Bergh (red.), *Herdenkingsjaar 1988*, p. 120.

³⁵ F.A. van Jaarsveld, Die Groot Trek..., in: J.S. Bergh (red.), *Herdenkingsjaar 1988*, p. 120.

³⁶ A view held by many Historians such as Delmont and Etherington, Art Historians such as Coetzee and liberals who, in an attempt to correct the imbalances of the past, in stead, constantly discredit the pioneers, the Great Trek and that which the Voortrekker Monument stands (stood) for.

balance. Based on experience gained from countries that had gone through the democratising process, these monuments would either lose their significance, be destroyed and replaced or simply be appropriated. After the 1994 election, there was talk of appropriating the lower level of Cenotaph hall in the Voortrekker Monument for an exhibition to commemorate the ANC struggle against the white minority rule. They thus intended to appropriate for themselves that which they opposed – Afrikaner domination as denoted by a monumental fortress which still draws more visitors than any other monument or museum in South Africa.³⁷

Although this never happened and the Government since decided to construct a separate complex called Freedom Park on an adjacent hill to commemorate their struggle, the VTM had to position itself to play a new role and remain relevant in the new South Africa. The management of the VTMHS would like to see the Monument play a role in creating a new South African cultural identity where the different cultures can find a platform to express themselves in an attempt to better understand one another³⁸. This could be a very difficult task. Aucamp states that monuments and memorials could activate old feelings of hatred towards injustices of the past³⁹ - a statement that is proven by Matshikiza in his article, *An epitaph of smoke and mirrors*. In this article Matshikiza describes his recent visit to the VTM as a “terrible experience.”⁴⁰

To complicate matters, the VTM recently also developed into a subject of debate amongst different Afrikaner political groups.⁴¹ The unveiling of an Anglo-Boer War statue on the VTMHS on 6 March 2002 by Mr. Nelson

³⁷ E. Maré, The aesthetics of ideology: the vicissitudes of monuments, in A.C van Vollenhoven (ed.) *South African Journal for Cultural History*, 2002-11, p. 19. It is not clear on what evidence Maré bases her statement of the numbers of visitors to museums and monuments, and author does not necessarily agree with Maré in this regard.

³⁸ Personal information: Gen. G.N. Opperman, C.E.O., Voortrekker Monument, 2001-06-13.

³⁹ H. Aucamp, Argitektuur ‘n stil gebaar, *Die Burger*, 2002-01-26, s.p.

⁴⁰ J. Matshikiza, *Mail & Guardian*, 2002-06-21-27, p.23.

⁴¹ T. du Plessis, Nie net ANC-seine is verwarrend nie, dis kortsigtig om Mandela af te jak, *Rapport*,



Mandela, was the cause of this debate. The conservative groups perceived the action as a gross injustice to the Afrikaner people,⁴² while the majority on the other hand regarded it as an honour that a person of Mr. Mandela's stature acknowledged an Afrikaner Boer War hero,⁴³ thus acknowledging their history and contribution to the country's development. Mr. Mandela's action would seem to be a major step forward in the reconciliatory process, which the VTMHS hopes to facilitate.⁴⁴ Whether the VTMHS will ever be able to play an important role in creating identity in South Africa, is debatable and remains to be seen as, according to Pretorius, even the Afrikaners will never be a single group again.⁴⁵

1.2. Educational value of a heritage site

A second reason for the protection of monuments and heritage sites, according to Cleere, is because of their **educational** value. Cleere states that the teaching of national history is universal and modern teaching methods demand the use of many aids. Younger children with vivid imaginations find the actual site much more appealing than the formal classroom situation.⁴⁶ The importance of the educational value of South African heritage is also addressed in Act 25 of 1999, but the thrust focuses on education with the aim of understanding each other in a diverse cultural society with diverse backgrounds. The preamble states: "It **educates**, it deepens our **understanding** of society and encourages us to **empathise** with the experience of others."⁴⁷ (Emphasis added).

2002-03-03, p. 16.

⁴² Anoniem, Mandela loop hom vas met onthulling van Danie Theron-beeld, *Die Afrikaner*, 2002-03-7, pp. 1, 2, 11; Y. Grimbeek, Madiba's tribute to Danie Theron, *Pretoria News*, 2002-03-07, p. 4.

⁴³ J.Kilian, ANC moet Mandela se Theron-gebaar opvolg, *Rapport*, 2002-03-10, p.14.

⁴⁴ Nelson Mandela Foundation, *Address by former president Nelson Mandela during the unveiling of the Danie Theron Statue, Fort Schanskop, Thaba Tshwane*, 6 March 2002.

⁴⁵ F. Pretorius, Gee Geskiedenis nog 'n kans, *Rapport Perspektief*, 2001-09-02., Voorblad.

⁴⁶ H.F. Cleere, Introduction: the rationale of archaeological heritage management, in: H.F. Cleere, (ed.), *Archaeological Heritage Management in the Modern World*, p. 9.

⁴⁷ National Heritage Resources Act, No 25 of 1999, p. 2.

Educational value of the VTMHS

As the possible value of heritage sites in the creating of identities and mutual understanding of each other's cultures was addressed in 2.2. above, the role of the VTM in the teaching of history is addressed in this section. More attention is paid to the possible role that the VTM could play as a teaching tool in the new dispensation with a new education system and different values.

A variety of reasons why the position of the VTMHS as an extra-mural education venue is endangered, are examined in this section. If the VTMHS wishes to play an important educational role, the management will have to take cognisance of these reasons in order to address them in an educational policy.

Rewriting of history

Since the 1980s radical approaches in history writing have relegated the Great Trek, which is commemorated in the VTM, to a relatively insignificant event in South African history.⁴⁸ This is in line with international historiography wherein the old type of glorified and self-righteous colonial and imperial representations of history has fallen into disfavour. The 'heroes' of the Great Trek have become selfish oppressors who fought a suppressive war against the indigenous people of southern Africa.⁴⁹ Although contemporary historians are attempting to correct the imbalances of the past, by re-writing history in this manner, they are falling into the same trap as nationalist Afrikaner historians of many years ago. Whether objectivity is humanly possible in a situation such as this remains debatable.⁵⁰

⁴⁸ Etherington quotes C.F.J. Muller when he predicted in 1963 that if white South Africa disappeared as a political factor, the 'Great Trek' would be seen as merely a brief era of white imperialism that moved up from the Cape as far as the Limpopo or Zambesi Rivers. See Etherington, *The Great Trek...* in: *South African Historical Journal* 25, p. 14.

⁴⁹ F.A. van Jaarsveld, *Die Groot Trek...*, in: J.S. Bergh (red.) *Herdenking 1988*, p. 121.

⁵⁰ J. Romein, *In de hof der historie*, p. 28; P.S. Dreyer, *Inleiding tot die filosofie van die geskiedenis*, p. 90.

Modern historians are [or should be] also aware of the fact that there is no such thing as a single, truthful history, and that, in most cases there are many truths. They always interpret the past in the light of the present.⁵¹ It seems that, in an attempt to rectify these imbalances, certain historical events are over-emphasised at the cost of others. Much is done to obliterate the colonial past (both European immigrants and British) by completely omitting or at least marginalising certain events by barely mentioning them. The Great Trek and its influence on the development of southern Africa has obviously been one of these events.

VTMHS management acknowledges the necessity of revisiting South African history. Although it is important to take cognisance of the events leading to the eventual construction of the Monument, the socio-economic and political issues at that time, the education officer, teacher and guide should point out how the different cultural groups have changed since the time of the Great Trek. They could indicate how an event that was once regarded as a great achievement by the Afrikaner, could also be described as 'unsuccessful' in many ways – especially from the point of view of other cultural groups. In a new socio-political environment, we look at history differently and question what was good or bad about events. We ask how different cultural groups gained or lost because of how events transpired.⁵² The solution therefore lies in the presentation of history from various perspectives.⁵³ The history, which is used by the heritage manager, is already one interpretation of many histories and care must be taken in the manner in which that history is portrayed. Heritage scholars must take cognisance of the fact that there are still untruths and they have a duty to avoid these.⁵⁴ Monuments could be utilised to illustrate that they are "unalienable chords" between the past and

⁵¹ G. Ashworth and P. Howard, *European Heritage...*, p. 26.

⁵² D. Thelen, *Memories and monuments*, in: *Myths, Monuments, Museums*, History Workshop, University of the Witwatersrand, 1992, p. 12; J.T du Bruyn, *Die Groot Trek*, in: T. Cameron en S.B. Spies (reds.), *Nuwe Geskiedenis van Suid Afrika*, p. 138-139.

⁵³ F.A. van Jaarsveld, *Die Groot Trek...*, in: J.S Bergh (red.), *Herrinneringsjaar 1988*, p. 122.

⁵⁴ G. Ashworth and P. Howard, *European Heritage...*, p. 26.

the future,⁵⁵ and could, if interpreted skilfully, play an important role in creating a new national pride.

Position of history as a school subject

Since the 1950s, in contrast with the years before 1948, there has been a considerable drop in the number of students who take History as a school subject.⁵⁶ By the 1990s History in the South African education system had reached an all time low. According to Pretorius, this may be ascribed to two reasons in particular: the uninteresting way in which history is presented at school and at university, and the fact that, since 1994, it has become uncertain which is the 'true' South African history. History student numbers at the University of South Africa have shrunk from 3 451 in 1998 to 1 138 in 2001. At the University of the Western Cape, 362 undergraduate students have enrolled for History compared to the 1 915 in 1997.⁵⁷ This is an issue that causes great concern and is a matter of priority for the government. Attempts at addressing it changing the way history is taught and includes the telling of stories, dramatisation of the past, using music and painting in the way that this subject is presented. Even more important is the integration of history and archaeology and some natural sciences to be able to open the past.⁵⁸

In 1994 the democratic elections marked a turning point for education and curriculum development in South Africa. The new education department drafted its first legislative framework for outcomes-based education, Curriculum 2005 (C2005). In 2000, a ministerial review committee was appointed to review progress and it was recommended that C2005 should be strengthened through the production of a revised National Curriculum.⁵⁹

⁵⁵ M.C. Botha, Monumente en nasionalisme, in: O.J.O. Ferreira (red.), *Suid-Afrikaanse tydskrif vir Kultuurgeskiedenis*, 2 (2), p. 35.

⁵⁶ F.A. van Jaarsveld, Die Groot Trek..., in: J.S. Bergh (red.), *Herinneringsjaar 1988*, p. 119.

⁵⁷ F. Pretorius, Gee Geskiedenis nog 'n kans, *Rapport Perspektief*, 2001-09-02, Voorblad.

⁵⁸ J. Tempelhoff, Editorial comment, in: J. Tempelhoff (ed.), *Historia* 42(2), p.397.

⁵⁹ Department of Education, *Draft revised national curriculum statement for grades R-9 (schools), Social Sciences*, p. 5.



Special attention would be paid to 'History' and 'Environmental education'.⁶⁰ The C2005 provides for eight learning areas, of which History and Geography form part of learning area 5, called Social Sciences.⁶¹ A variety of focuses are outlined for each grade and teachers are reasonably free to manipulate learning matter creatively.

The VTMHS could benefit from this. Although *migration* and *settlement* are specifically two topics dealt with in grade 7 and could therefore relate directly to the themes addressed in the VTM,⁶² many of the other topics could be linked to this monument in a creative way. A visit to the VTM could be an experience of a lifetime for learners of all ages.

Until 2000, an information officer led guided, educational tours at the VTM. In March of that year the Council of the VTM appointed, for the first time, an education officer on the staff.⁶³ The major function of this officer is to make contact with schools and provide teachers with outcomes based educational packages that might lure them into visiting the Monument.⁶⁴ If managed in a sensitive manner, the VTM could present educational programmes that do not only teach all children about an important event in the shared South African history, but could possibly instil some pride in young Afrikaners who, in this point in time, feel without direction and identity.⁶⁵ Pretorius states that the Afrikaner has never been a monolithic group – urbanisation being one of the main reasons for this.⁶⁶ Since 1994, the situation of the Afrikaner has worsened. If the history of the Great Trek, as well as that of the VTM and Afrikaner Nationalism is taught in context with topics such as African

⁶⁰ Department of Education, *Draft revised national curriculum statement for grades R-9 (schools), Overview*, p. 1.

⁶¹ Department of Education, *Draft revised national curriculum statement for grades R-9 (schools), Social Sciences*, p. 15.

⁶² Department of Education, *Draft revised national curriculum statement for grades R-9 (schools), Social Sciences*, p. 85.

⁶³ S. Theart-Peddle, Letter of appointment, 2000-03-20.

⁶⁴ S. Theart-Peddle, *Educational Flyer, Voortrekker Monument*, 2001.

⁶⁵ Personal information, H.C. De Wet, Managing Director, F.A.K., 2002-03-09.

⁶⁶ F. Pretorius, *Gee Geskiedenis nog 'n kans, Rapport Perspektief*, 2001-09-02, Voorblad.

Nationalism etc., a period of approximately 150-200 years of South African history can be covered in an educational visit to the VTMHS. Great care will have to be taken that the VTM is not perceived as becoming the exclusive cornerstone of Afrikaner identity once again.

It is clear that the VTM can not only "...contribute to redressing past inequities" but could also serve as a 'handy educational tool' for teachers in the new South Africa. It is the aim of the educational section of the VTM to improve the quality of service in order to, in the short term, substantially increase the number of learners visiting the VTMHS,⁶⁷ and in the long term to inspire students to study 'History' and rediscover this subject's potential in establishing a South African identity.

1.3. Protection of the database for the academic discipline

The third justification for the management of heritage, according to Cleere, is the protection of the database for the academic discipline. Without any form of heritage management the stock of sites and monuments would dwindle rapidly. The availability of funding for the management process plays a very important role. This is especially true in the Third World where a high level of post-colonial development could result in the almost total disappearance of heritage sites and monuments.⁶⁸ In South Africa, section 38 of Act 25 of 1999 provides for the conservation of heritage sites in the face of possible development.⁶⁹

Not only are sites and monuments in danger of disappearing, but in Africa entire collections of cultural objects are endangered because of increased

⁶⁷ Personal information: S. Theart-Peddle, Education Officer, Voortrekker Monument, 2002-03-11.

⁶⁸ H.F. Cleere, Introduction: the rationale of archaeological heritage management, in: H.F. Cleere. (ed.), *Archaeological Heritage Management in the Modern World*, pp. 9-10.

⁶⁹ National Heritage Resources Act No. 25 of 1999, pp. 62-66.

plundering and pillaging, which is ascribed to the continuing exploitation of Africa by Westerners.⁷⁰

In South Africa, section 3 of Act 25 of 1999 provides for the protection of all these cultures and their manifestations by encouraging research (section 5) into these traditions.⁷¹ In this regard, this act also prohibits anybody from exporting any type of object, which the South African Heritage Resources Agency deems necessary to control.⁷² The importing of any foreign cultural property is also strictly regulated.⁷³

Oral traditions and living heritage in Third World countries are two fields of historical research that have increased in popularity during the past few years.⁷⁴ In South Africa, Act 25 of 1999 describes living heritage as: cultural tradition; oral history; performance; ritual; popular memory; skills and techniques; indigenous knowledge systems, and the holistic approach to nature, society and social relationships.⁷⁵ The conservation through research of oral traditions is promoted in section 3 of this act, and many museums, such as the South African National Museum of Military History in Johannesburg, have embarked on programmes of collecting and recording oral history and living heritage.⁷⁶

The role of the VTM in the protection of the database for the academic discipline

In 2001, the VTM Council realised the important role that this monument could play in the protection and development of its database for the academic

⁷⁰ T. Shaw, The contemporary plundering of Africa's past, *in*: T. Shaw (ed.) *African Archaeological Review* 14 (1), p.1.

⁷¹ National Heritage Resources Act, No. 25 of 1999, p. 2.

⁷² National Heritage Resources Act, No. 25 of 1999, pp. 50-56.

⁷³ National Heritage Resources Act, No. 25 of 1999, pp. 56-58.

⁷⁴ P.R. Thompson, *The voice of the past: oral history*, p. 4.

⁷⁵ National Heritage Resources Act, No. 25 of 1999, pp. 8-10.

⁷⁶ A. Sinclair, *Oral history and its importance in the study of pre-literate and literate societies*, pp. 4-6.

discipline. A research department was established and one of the first duties of the head of research was to draft a research policy for the VTMHS.

Although this particular officer is responsible for answering queries and undertakes various research projects, the Council has been obliged to obtain the services of contract researchers from time to time. The new development on the site has, for example, compelled management to employ consultants to do impact assessment studies, and upon the discovery of the Anglo-Boer War midden near Fort Schanskop on the VTMHS,⁷⁷ contract archaeologists were employed. In the latter case, development ceased temporarily, the correct legal procedures were followed and the artefacts that were excavated were analysed. Although four forts were built around Pretoria in the 1890s, the chances of finding the middens of one of the other three Forts are very slim.⁷⁸ The report on the artefacts found at Fort Schanskop and the planned display of these artefacts will be a contribution to the academic, archaeological database.⁷⁹

Regarding the recording of oral history, the VTMHS research department has yet to establish a policy. The history of the Great Trek and of the Monument is well documented, at least from the male Afrikaner viewpoint. The personal experiences of White Afrikaners who attended significant folk festivals at the Monument, for example the laying of the cornerstone in 1938 or the inauguration in 1949, are not well documented and should be included in the research policy. Experiences and viewpoints of members of other cultural groups are also not documented and interviews with such individuals could render interesting material that could, in turn, be used in additional interpretations of the Monument's history.

⁷⁷ Personal experience, VTMHS, Fort Schanskop, March 2001.

⁷⁸ Personal information: A. Van Vollenhoven, Curator, Fort Klapperkop Heritage Site, 2001-03-21.

⁷⁹ W. Steyn (et. al.), *Schanskop militêre ashoop, argeologiese verslag van die opgrawings en artefakte herwin uit die opgrawing van Fort Schanskop se ashoop*, 2002-01-08.

Living heritage research projects should also form part of the VTM research policy as many of the skills and techniques of the emigrant pioneer farmers have been replaced by modern technology. The documentation of these skills and techniques should be a priority, and co-operation with other institutions such as the Cultural History Museum in Pretoria should be obtained.

In the new South Africa, the State determines that research projects in National Museums (as heritage institutions) should address social issues such as poverty, aids, and urbanisation. Few other, smaller museums, have the staff or the funding to embark upon independent research projects. It is in this environment that the VTMHS could play a very important role in adding to the existing body of knowledge through research in various disciplines, and could also provide a service to those independent researchers wishing to do so. The establishment of a library and archives at the VTM is underway at the time of writing, and should be a useful resource for these prospective researchers.

1.4. The importance of heritage sites as economic resources

The most visible and obvious economic use of heritage is in tourism.⁸⁰ Cleere discusses this less elevated, but fast growing need for the management of heritage sites, and that is their role in tourism. Historical monuments and sites form an important element in tourism. Although ‘cultural tourism’ (visiting primarily monuments and art galleries) represents but a small portion of the visitors to these sites, mass tourism should not be underestimated.⁸¹ In fact, according to the World Tourism Organisation, both ‘culture’ and ‘tourism’ have become democratised in the twentieth century and are no longer confined to the élite. According to the speciality Travel Index in 1988,

⁸⁰ G. Ashworth and P. Howard, *European Heritage...*, p. 88.

⁸¹ H.F. Cleere, Introduction: the rationale of archaeological heritage management, *in*: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 9.

cultural expeditions were the second most popular form of travel activity advertised.⁸²

For the sake of clarity, it is necessary to define 'tourism' briefly. According to Bennett, tourism is defined as "... deemed to include any activity concerned with the temporary short-term movement of people to destinations outside the places they normally live and work, and their activities during the stay at these destinations". 'Facilities provided to cater for the needs of tourists' is also added to this definition.⁸³ According to Swarbrooke there are four categories of attractions that visitors (including all visitors - from local residents to foreign tourists) like to visit. These categories are: nature, man-made but not originally designed primarily to attract visitors, man-made and purpose-built to attract tourists, and special events.⁸⁴ According to the definitions of heritage, it is clear that, apart from the first category, heritage actually forms part of all these categories. In managing a heritage site, the **marketing** of the site to tourists, as well as the **needs** of tourists, have to be considered; this is discussed in more detail later.

It is also important to note that there are different categories of 'tourists' – the two main categories being those of domestic tourists who are people who travel within their home country, and international tourists who travel outside their own country, for example, a German travelling in South Africa.⁸⁵ This is also an important factor to consider when managing a heritage site, as is clear from the discussion under 'marketing' a heritage site.

Hall and McArthur maintain that heritage has assumed economic importance, as people increasingly want to visit heritage sites and experience what has been preserved. The economic returns from tourism have become one of the

⁸² S. Thomas, *Opening address*, in: W. Loots, *Cultural resources and regional tourism*, p. 6.

⁸³ J.A. Bennett, *Managing tourism services*, p. 6.

⁸⁴ J. Swarbrooke, *The development and Management of Visitor Attractions*, pp. 4-5.

⁸⁵ J.A. Bennett, *Managing tourism services*, p. 6.

main justifications for the public and private sectors to designate and maintain heritage. Increased visitation and associated flow-on effects have meant that heritage tourism is now big business.⁸⁶

In developing countries such as South Africa, a particular heritage site as well as entire communities could benefit financially from tourism. An excellent example is the effect that the declaration of the Cradle of Humankind as a World Heritage Site in December 1999 has had on the Western Gauteng region.⁸⁷ The Gauteng Provincial Government's Department of Agriculture, Conservation, Environment and Land Affairs has committed itself to invest more than R 3 million towards the improvement of the infrastructure (such as roads) in this area.⁸⁸ It goes without saying that these developments will provide many job opportunities that will benefit the local community.

Although Act 25 of 1999 does not address this issue, other South African Government Departments have realised the potential of heritage sites in the provision of job opportunities. The Department of Environmental Affairs and Tourism has established a Poverty Relief Programme that will fund projects that are divided into five categories: Coastal development; **Tourism infrastructure**; Waste management; Working for water; and Community-based natural resource management. Tourism-related projects that are community based are actively supported.⁸⁹

Heritage sites that are or could potentially be visitor attractions could thus apply for funding from this Department for the development of tourism-related projects. The qualifying factor will, however, be whether the

⁸⁶ C.M. Hall and S. McArthur, The Human dimension of heritage management, different values, different interests, different issues, in: C.M. Hall and S. McArthur (eds.), *Heritage management in Australia and New Zealand, the human dimension*, p. 2.

⁸⁷ P. Gouws, Lushof van kuierplekke, *Beeld Plus*, 2002-03-23, p. 10.

⁸⁸ P. Gouws, R 313 miljoen bestem vir beter infrastruktuur, *Beeld Plus*, 2002-03-23, p. 10.

⁸⁹ Department of Environmental Affairs and Tourism. 'Poverty Relief Programme 2002/03'
<<http://www.thelapa.com/scripts/runisa.dll?DEAT.131500:PGAREQUEST:1239502....:269>>

community benefits by providing jobs during the development phase as well as permanent jobs after completion of the development.⁹⁰

To some extent, this seems to have happened. According to the a quarterly report of the South African Reserve Bank it has only been the Mineral and the Tourism Industries that have shown increases in job opportunities. The Tourism Industry's hospitality market (catering and accommodation) has shown an increase of 1,8% in job opportunities.⁹¹

The importance of the VTMHS in the tourism industry

It is very difficult to determine what the VTMHS's contribution to the South African tourism industry is at present. Compared to other management aspects, management has not done much research into visitor patterns, reasons for visiting the VTMHS, reasons for the rise and fall of visitor numbers and feedback from tour operators on aspects such as satisfactory service. It is also not clear whether the VTMHS plays a significant role in attracting visitors to Gauteng, and more specifically to Pretoria. By 1994, the Pretoria City Council had realised the potential of tourism and had incorporated the utilisation of cultural resources for tourism into its urban planning process. The establishment, in co-operation with the Voortrekker Monument Board, of the Voortrekker Monument Nature reserve which incorporated the Monument and Fort Schanskop as a one stop tourist attraction was one of these examples.⁹² Whether the newly established Tshwane Metro has done any marketing to this effect could not be determined.

At present the VTMHS staff keeps record of visitor numbers and sales and it has been determined that an average of 155 000 tourists have visited the

⁹⁰ Personal information: B. Welchman, Project cost engineering manager, Bruce Welchman & Associates cc. 2001-10-01.

⁹¹ H. Duvenhage, Net minerale en toerisme skep werk in SA, *Sake Rapport*, 2002-03-24, p. 3.

⁹² H. de Wet, Word die benutting van kultuurhulpbronne vir toerisme in ag geneem by stedelike beplanning?, in: W. Loots, *Cultural resources and regional tourism*, p. 96.

VTMHS annually since 1999.⁹³ (See appendix A). Since June 2002 separate figures for local and foreign visitors are recorded and it is clear that between 60% and 70% of all visitors to the site are foreign tourists. The remaining 30% to 40% comprise local school children, as mentioned above and other local visitor groups such as organised senior citizen groups and individuals and families.

The financial contribution of these visitors, either by paying an entrance fee and / or buying cultural products, greatly benefits the site, as 57% of the income of the VTMHS is generated through entrance fees whilst another 5% is generated through sales of booklets, post cards and related memorabilia.⁹⁴ (See appendix B). It is quite clear that the VTMHS relies heavily on its income generated from visitors and greatly benefits from the overseas market. The Monument is a relatively small enterprise and the staff involved in serving the tourists, are only – two cashiers and three tour guides. Three extra volunteer guides are employed by the VTM,⁹⁵ whilst the privatised restaurant and kiosk employ sixteen, and the privatised gift shop employ seven employees.⁹⁶

The international tourism market is very volatile and easily influenced by international events such as the attack on the Twin Towers in New York on 11 September 2001.⁹⁷ In addition, South African heritage sites such as the VTMHS have to compete with other major attractions, such as scenic beauty, wildlife and an excellent climate,⁹⁸ thus the future of these heritage sites seem pretty bleak. On the positive side, however, new technology and the faster

⁹³ P-002, Voortrekker Monument, Visitor figures, March 2000 – February 2002.

⁹⁴ P-002, Voortrekker Monument, Income schedule, 2001/2002.

⁹⁵ P-002, Voortrekker Monument, Organigram, 2002.

⁹⁶ Personal information: Mrs. E. Crous, Owner, Voortrekker Monument Gift Shop, 2002-02-04; Mr C. van Dyk, Owner, Voortrekker Monument Restaurant, 2002-02-04.

⁹⁷ Personal information, Gen. G.N. Opperman, C.E.O., Voortrekker Monument, P.O. Box 1514, Groenkloof, 2002-03-21.

⁹⁸ J.A. Bennett (ed.), *Managing tourism services*, p. 116.

pace of life have led to heightened interest in ‘the past’ and history is a powerful tourist attraction.⁹⁹

The VTMHS must position itself strategically to be able to profit from this tendency. Effective marketing of the site will play a key role in this endeavour. Marketing is one of the strategic elements of management and this will be explained in the following section. Partnerships with other tourist attractions in its immediate vicinity could possibly also benefit the VTMHS.

2. How to manage a heritage site

In this section the various aspects of managing a heritage site is discussed. Special attention is paid to those aspects of management that are of particular significance to a heritage site, and differ greatly from managing, for example, a school, a factory or a business.

2.1 Compiling a mission and a vision for a heritage site

A **mission** is an organisation’s articulation of the reason for its existence. A mission addresses the questions: “Why are we here; what business are we in?” A mission has four essential characteristics:

- it reflects the core purpose
- it is feasible
- it is challenging
- it has larger significance.¹⁰⁰

A mission statement is therefore the operational, ethical and financial guiding light for an organisation.¹⁰¹

⁹⁹ J.A. Bennett (ed.), *Managing tourism services*, p. 91.

¹⁰⁰ A-043, Oak Solutions, *Management glossary of terms*, p. 4.

¹⁰¹ A-043, Oak Solutions, *Management glossary of terms*, p. 5.



A **vision** is a vibrant, energising and specific description of achieving a mission. It can be defined as a mental image of a possible and desirable end.

Three components contribute to the articulation of a vision:

- The core values: these are important to the people in the organisation
- The core purpose: the organisation's reason for being – its *raison d'etre*
- A desired future (or mission):
- a clear, compelling, unifying and enduring statement that
- distinguishes the organisation from others.¹⁰²

Compiling a mission and vision for the VTMHS

In January 2001, the new management decided to hold a workshop during which the VTMHS's mission, vision and strategies were determined. The mission statement of the VTMHS, which was compiled during a working session in January 2001, is as follows: 'To receive the VTM and all relevant facilities and assets professionally, to maintain, develop and utilise them and to conserve them for posterity'.¹⁰³

The VTMHS's vision was compiled during a working session in January 2001, and it states that it is: 'A privately owned, financially independent heritage conservation institution and tourism destination which is acknowledged and supported as a centre of excellence on a local and an international level'.¹⁰⁴

With this as a guideline, the VTMHS management was ready to tackle the ways in which this very special heritage site ought to be managed. The first

¹⁰² A-043, Oak Solutions, *Management glossary of terms*, pp. 12-13, R. Harrison (ed.), *Manual of heritage management*, p. 9.

¹⁰³ A-043, VTMHS Mission Statement, January 2001.

¹⁰⁴ A-043, VTMHS Vision, January 2001.

step was to determine key objectives after which it became necessary to identify and recognise all legislation relevant to management.

2.2 Determining strategic (key) objectives

Strategic objectives are specific and have multiple dimensions. They must relate directly to the mission statement and are typically related to selected aspects of an organisation. They are often expressed in terms of simple quantities and look forward to a desired achievement at least three years ahead. Examples of a strategic objective could be to increase the income from 25 to forty percent of the annual revenue over five years; to complete a particular collection with a specified acquisitions policy or to undertake major refurbishment, or training programmes. It is important that these strategies are activated and measurable and that the objectives relate to particular parts of the organisation.¹⁰⁵

Strategic objectives for the VTMHS

During a working session in January 2001, the following six strategic objectives were identified for this heritage site:

- **Strategic directive:** To establish an effective process according to which strategic guidelines, short, medium and long term aims, as well as strategic commitments and the necessary budgets and related aspects can be planned and managed
- **Personnel empowerment and development:** To develop and utilise the talents and skills of the staff within an affordable, practical and legal framework to such an extent that it will contribute to increased job satisfaction, effectiveness, productivity and promotion opportunities in a normal way.
- **Heritage development:** To conserve and develop the

¹⁰⁵ R. Harrison (ed.), *Manual of heritage management*, p. 9.



Voortrekker Monument and Nature reserve, including Fort Schanskop as a special cultural heritage, to the advantage of all South Africans and for posterity, by accepting museum objects in a professionally accountable manner, to conserve manage, and display them and utilise them for educational purposes and, where necessary, to dispose of them.

- **Management and development of Physical Assets:** To receive, repair, maintain, develop and utilise all moveable and immovable physical assets of the Voortrekker Monument and Nature Reserve, including Fort Schanskop.

- **Marketing and communication:** To professionally market and communicate all the facilities, assets and services of the Voortrekker Monument and Nature Reserve, including Fort Schanskop, to promote the legitimacy, image and attractiveness as a tourist destination in the eyes of the public and target groups, and to ensure optimal and sustainable utilisation of the site as well as to ensure maximum income.

- **Quality control and improvement of productivity:** To develop necessary policies, plans and processes to further healthy management and high service quality and to promote the efficiency and effectiveness of the Voortrekker Monument and Nature Reserve, including Fort Schanskop.¹⁰⁶

Operational strategies for each of these key objectives were also identified. It is interesting to note that the objectives relate to particular parts of the organisation, but that no measurable was included – an omission that should be addressed by management.

¹⁰⁶ A-043, *Voorgestelde strategie vir die Voortrekkermonument en Natuurreservaat (art 21-Maatskappy) m.i.v. Februarie 2001*, pp. 8-11.

2.3 Legislative framework

The status of the 'owner' of a heritage site, be it national, provincial, or local government, or a private company or individual, determines the legislation to be followed and policies drafted to manage such a site. Although all managers of heritage sites should adhere to the constitution and relevant legislation in the management of their sites, it is probably easier for management of a privately owned site such as the VTMHS, due to less red tape, rules and regulations. Decisions are more easily made and the process of approval for new developments and projects are much shorter than that followed by government departments.

It is of the utmost importance that the management of the VTMHS, as an example of a privately owned heritage site, abide by legislation in all aspects in order to gain and maintain credibility in the heritage sector. As mentioned in Chapter III, the two most important acts, which serve as guidelines in the management of a heritage site in South Africa, are the National Environmental Management Act, No. 107 of 1998 and the National Heritage Resources Act, No. 25 of 1999.¹⁰⁷ A responsible management team should adhere to these acts very closely.

Acts relevant to the VTMHS

The following is a list of Acts, Regulations and Ordinances, which should be adhered to in the managing of the VTMHS:

With regard to the company:

- The Companies Act of 1983

¹⁰⁷ National Environment Management Act, No. 107 of 1998; National Heritage Resources Act, No. 25 of 1999.



- Voortrekker Monument and Nature Reserve, Memorandum of Association of a non-profit company [Section 54(1); regulation 17(1) and 17(3). 1993-11-01.

With regard to conservation management:

- Administrator's Notice 270, Nature Conservation Ordinance, (No 12 of 1983). Declaration to be a Nature Reserve of the Voortrekker Monument Nature Reserve.
- National Environmental Management Act, No 107 of 1998;
- National Heritage Resources Act, No. 25 of 1999;
- Cultural Laws Amendment Bill, No. 46 of 2000.;

With regard to site interpretation:

- Tourism Act, No. 72 of 1993

With regard to personnel matters:

- Basic Conditions of Service Act, No. 75 of 1997.
- Employment Equity Act No. 55 of 1998.
- Skills Development Levies Act, No. 9 of 1999.

Management policies for the VTMHS

Within the parameters of these acts, the VTM has developed different policies to govern the everyday management of the site. These policies are by no means complete and only two are briefly discussed in the following section.

2.4. Resources management

According to Act No. 25 of 1999 and many other sources on cultural- and heritage resource management, the conservation of a heritage site is the most important function that management should perform. After determining the cultural significance of a site (why a site must be conserved), the next step is to



draft a conservation policy¹⁰⁸. The VTM does not as yet have a conservation policy, and the following detailed discussion will serve as a guideline in the drafting of such a policy.

There are a variety of **definitions** of ‘conservation’ that cover a wide variety of activities. According to the definitions in Act 25 of 1999, “conservation” in relation to heritage resources, includes **protection, maintenance, preservation and sustainable use** of places or objects so as to safeguard their cultural significance.¹⁰⁹ According to the Australian Burra Charter, ‘conservation’ means all the processes of looking after a place so as to retain its cultural significance. Conservation should be an integral part of good management of places of cultural significance. Actions mentioned in this Charter correspond with those listed in the South African Act, but the Charter further distinguishes between **maintenance and repair**. Maintenance involves the continuous **protective care** of the fabric and setting of a place, and repair involves **restoration or reconstruction**.¹¹⁰ Act 25 of 1999 regards the repair, restoration and rehabilitation of a place as part of the ‘improvement’ of that place.¹¹¹

Once the cultural significance of an identified heritage resource has been assessed and it has been documented, and it is clearly understood what is meant by ‘conservation’, the next step in the process can be addressed.

¹⁰⁸ Australia ICOMOS, *Burra Charter, Final draft*, p. 3.

¹⁰⁹ National Heritage Resources Act, No. 25 of 1999, p. 8.

¹¹⁰ Australia ICOMOS, *Burra Charter, Final draft*, pp. 2-3.

¹¹¹ National Heritage Resources Act, No. 25 of 1999, p. 8.

2.4.1 Identification and assessment of significance of a heritage site

The basis for *archaeological* heritage management is the identification and recording of that heritage site. This is also true of cultural heritage sites,¹¹² and objects, although the process probably differs greatly from archaeological identification owing to the difference in the approach of the disciplines. The VTMHS serves as an example of a cultural heritage site rather than an archaeological site. The emphasis is therefore more on the description of the site than on its identification, owing to the fact that the architect already identified the site, before designing the monument.

What seems to be much more difficult than the mere identification of a site, is assessing its **significance**. In the final draft of the Australian Burra Charter, it is stated that the term *cultural significance* means aesthetic, historic, scientific, social or spiritual value for past present or future generations. *Cultural significance* is synonymous with *heritage significance* and *cultural heritage value*. Cultural significance may change as a result of the continuing history of the place and the understanding of cultural significance may change as a result of new information.¹¹³

Fowler also refers to the importance of the **value** of cultural resources. The **significance** (value) of these resources has to be determined. Although Fowler refers to four types of significance, that is historical, architectural, archaeological and cultural, this is scientific categorisation and does not take subjectivity, especially present in South Africa, into consideration.¹¹⁴ The value of a resource is directly related to some end or use and not inherent. Thus value is dependent upon the particular cultural, intellectual, historical and

¹¹² H.F. Cleere, Introduction: the rationale of archaeological heritage management, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 11; National Heritage Resources Act, No. 25 of 1999, pp. 40-44.

¹¹³ Australia ICOMOS, *The Burra Charter, Final draft*, p.2.

¹¹⁴ I. Coetzee, Cultural resources - a tour through our world in one country, in: W. Loots (ed.), *Cultural resources and regional tourism*, p. 28.

psychological frames of reference held by the particular individuals or groups involved.

The Bushmen (San) created rock art, which had religious value for them. For the present day Western society, the value of rock art is informational, educational and aesthetic and not necessarily religious. Different cultural groups may also attach different nuances or values to the same cultural resource.¹¹⁵

Finally section 38 of the National Heritage Resources Act 25 of 1999, which was discussed in the previous chapter, can be referred to in this regard. According to this act, 'cultural significance' means aesthetic, architectural, historical, scientific, social, spiritual, linguistic, or technological value or significance. According to Naudé, it would be ideal if one could combine these categories of cultural significance with Herskovits' model of eleven cultural universals. These are religious, political, judicial, social, education, economic, knowledge and philosophy systems as well as language, technology and art and a system of play.¹¹⁶

Identifying and assessing the significance of the VTMHS

To 'identify' the VTMHS it is necessary to discuss the reasons for its location. The selection of a suitable area in 1936 to build the VTM was a lengthy process and for a variety of reasons Pretoria was chosen.¹¹⁷ The selection of the exact site south of Pretoria was yet another lengthy process. The Pretoria City Council made available several different sites, which included amongst others Wonderboomkop, Schanskop and Klapperkop.

¹¹⁵ I. Coetzee, Cultural resources..., in: W. Loots (ed.), *Cultural resources and regional tourism*, p.30.

¹¹⁶ M. Naudé, Cultural heritage and the environmental impact assessment process, in: J.A. van Schalkwyk (ed.), *Research by the National Cultural History Museum*, vol. 9, pp. 42 ; 47.

¹¹⁷ I.M. Lombard, The choice of a site for the Voortrekker Monument, in: Board of Control of the Voortrekker Monument, *The Voortrekker Monument Pretoria, official guide*, p. 27.



The architect of the VTM, Gerard Moerdijk (1890 - 1958) was very particular in his selection and chose a small koppie (hill) to the south of Pretoria which was situated adjacent to the Anglo-Boer War Fort Schanskop site. This was in order to create the impression that the monument was the crown of the koppie and thus to appear larger and more imposing. The hill would also serve as a kind of pedestal for the Monument.¹¹⁸ A larger hill would diminish the majesty of the monument and this would dishonour the memory of the Voortrekkers.¹¹⁹

The Schanskop site's historical importance was further accentuated when this particular Fort, together with the other three Anglo-Boer War forts around Pretoria, was declared a national monument in 1938.¹²⁰ In the same year, on 16 December, the symbolic ox-wagon trek from Cape Town to Pretoria, and the laying of the foundation stone of the VTM, which was attended by approximately 100,000 Afrikaners,¹²¹ and discussed earlier, drew further attention to this site. Important political and cultural events would, through the years, render this area as one of the best-known heritage sites in the country.

In 1949, portions 1 and 5 of the farm Groenkloof, the property of the then City Council of Pretoria and valued at £ 3 700, were donated to the Government of the Union of South Africa.¹²² The Government showed interest in the Voortrekker Monument and regarded it of such great national importance that it sought representation on the Central National Monuments Committee (CNMC), which was formed to oversee all matters pertaining to the final completion of this monument. Government also finally approved the design,

¹¹⁸ I. Vermeulen, *Man en Monument, die lewe en werk van Gerard Moerdijk*, p. 129.

¹¹⁹ O.J.O. Ferreira, *Die Geskiedenis van die Sentrale Volksmonumentekomitee*, p. 68.

¹²⁰ A. van Vollenhoven, *Die militêre fortifikasies van Pretoria 1880-1902: 'n studie in die historiese argeologie*, p. 137.

¹²¹ E.G. Jansen, *The Centenary and laying of the foundation stone*, in: Board of Control of the Voortrekker Monument, *The Voortrekker Monument Pretoria, official guide*, p. 69.

¹²² Deed of transfer, No 17686 of 1949, pp. 1-3

which was more imposing than that originally intended by the CNMC, and offered to meet any deficit in cost that might arise.¹²³

After the inauguration of the VTM in December 1949, it was decided that the CNMC had served its purpose and that the VTM would, in future, be managed by a Management Council (Beheerraad). In 1951 procedural rules were established which described the purpose of the council, its constitution and funding.¹²⁴ In 1992 the site, which is bordered by the old Johannesburg Road to the north and west, the Ben Schoeman Freeway in the east and Eeufees Avenue in the south was declared a nature reserve.¹²⁵ In 1993 it was decided to form a section 21, non-profit company, which became known as the 'Voortrekkermonument en Natuurreservaat', registration number 93 06713/08.¹²⁶ The Council (Beheerraad) would in future be known as the Board of Directors (Direksie). It was only in 1999 that the Board appointed a chief executive officer (CEO) and staff members to manage the site.

Measured against the criteria for assessing significance of heritage as set out in legislation, the following is noted: According to the regulations in the National Monuments Act of 1969 and amended in 1986, structures of fifty years and older could be protected and declared as National Monuments.¹²⁷ The VTM did not qualify. This act was replaced in 1999, (the same year as the VTM's fiftieth anniversary) by Act No. 25 of 1999 which stipulates that structures have to be at least sixty years old to qualify for protection. This means that the VTM still does not qualify. The new Act further provides for the South African Heritage Resources Agency (SAHRA), in consultation with the Minister and Members of the Executive Chambers of every province, to establish a system of grading

¹²³ E.G. Jansen, *The Growth of an idea*, in: Board of Control of the Voortrekker Monument, *The Voortrekker Monument...*, pp. 24-25.

¹²⁴ AB-001, Beheerraad van die Voortrekkermonument, Reglement, 1951, pp. 1-3

¹²⁵ Official Gazette No 4839, Administrator's notice 270 of 24 June 1992, Nature Conservation Ordinance No. 12 of 1983, p. 9.

¹²⁶ A-019, Akte van oprigting van 'n maatskappy sonder 'n aandeelkapitaal [Artikel 54(1); regulasie 17 (1) en 17(3), 1973, p. 1.



of places and objects according to their 'significance'.¹²⁸ According to the CEO of SAHRA, Ms. P. Madiba, the shortage of funds and staff make it very difficult to implement most of the duties of SAHRA including the implementation of the grading system.¹²⁹ With this in mind it is doubtful that the VTM will soon be graded as a Grade I (heritage resource with qualities so exceptional that they are of special national significance), Grade II (heritage resource.....significant within context of a province or a region), or Grade III (other heritage resources worthy of conservation).¹³⁰ In the absence of a grading system, declared buildings such as Fort Schanskop are regarded as Provincial heritage sites.¹³¹

The Voortrekker Monument's significance is basically associative or symbolic and ranges from 'holy ground' and symbol of Afrikaner Nationalism for many, to an obsolete, monolithic monument for many others.¹³² For certain groups within the Afrikaner culture, the entire Monument is a symbol of independence and achievement. Many other South African cultural groups have however, until recently, seen it as a symbol of oppression and denial during the 'Apartheid' years.¹³³

Diverse opinions on other criteria of significance such as the aesthetic and architectural significance of the Monument abound. Some regard it as an Architectural work of art whilst others describe it as a 'concrete toaster' or a piece of fascist architecture.¹³⁴

¹²⁷ P.Pistorius, Legislation and the National Monuments Act, in: J. Deacon (ed.), *Monuments and Sites, South Africa*, p. 10.

¹²⁸ National Heritage Resources Act, No 25 of 1999, p. 18.

¹²⁹ Personal information: Ms P. Madiba, C.E.O., SAHRA, P.O. Box 4637, Cape Town, 8000. 2001-06-13.

¹³⁰ National Heritage Resources Act, No 25 of 1999, p. 18.

¹³¹ Personal information: Ms C. Botha, Director Museum Services, Gauteng Provincial Government, Private Bag X83, Marshalltown, 2107, 2002-05-09.

¹³² J. Joubert & J de Villiers, Die Monument word 50 jaar in nuwe land, *Rapport Perspektief*, 1999-12-12, pp. 1; 3.

¹³³ I. Coetzee, Cultural resources..., in: W. Loots (ed.), *Cultural resources and regional tourism*, , p.30

¹³⁴ Joubert & J. de Villiers, Die Monument word 50 jaar in nuwe land, *Rapport Perspektief*, 1999-12-12, p. 1.

The Council has identified certain ‘zones’ or areas within the Monument that they deem more significant than others. The Cenotaph hall is, for example the most significant as it houses the cenotaph (empty grave), representative of all the pioneers who paid the highest sacrifice for their country – hence the words “Ons vir jou Suid-Afrika” (We for thee South Africa) inscribed on the Cenotaph. The Heroes hall above the Cenotaph where different events of the Great Trek are told in relief on a marble frieze is less significant, but still very important. The lookout point at the top as well as the museum in the basement is not part of the symbolism of the Monument and therefore less significant.

The 21st century seems to have brought about many changes. As early as 1992 Mr Mewa Ramgobin, cultural leader of the ANC in KwaZulu Natal, stated that the monument must be conserved as part of the country’s heritage.¹³⁵ More and more South Africans from different cultural backgrounds seem to accept the Voortrekker Monument as part of their common heritage.¹³⁶

The fact of the matter is that this Monument has, since its completion in 1949 been the source of debate and has managed to evoke strong emotions. The question is whether this is sufficient reason to grade it as a Grade I heritage. (A heritage resource with qualities so exceptional that they are of special national significance), or whether it is necessary to grade it at all.

2.4.2 Documenting a heritage site

The second step in the conservation process is the documenting of a heritage site. Cleere states that the basis for all archaeological heritage management, after identification, is the recording (documenting) of that heritage.¹³⁷

¹³⁵ J. Joubert & J. de Villiers, Die Monument word 50 jaar in nuwe land, *Rapport Perspektief*, 1999-12-12, p. 3.

¹³⁶ Personal information: Gen. G.N. Opperman. C.E.O., Voortrekker Monument, 2001-10-08.

¹³⁷ H.F. Cleere, Introduction: the rationale of archaeological heritage management, in: H.F. Cleere, *Archaeological Heritage Management...* p. 11.



The documenting of a site is also of extreme importance in the field of Cultural History. Not only should heritage sites be listed in heritage registers in South Africa,¹³⁸ but the management of each site should also document the particular site, as well as objects in its collection, in detail. The purpose of recording or documenting any heritage site or object is for security and research purposes and involves firstly, the recording of physical, inherent information, and secondly the recording of all accompanying information.¹³⁹

Documenting the VTMHS

In the case of the VTMHS, the physical documenting involves the description of the **site**, its borders, aerial photographs and contour maps. Detailed descriptions of all the historically important **structures**, namely the Nederlands Zuid-Afrikaansche Spoorweg Maatschappij (NZASM) culvert, the Anglo-Boer War Fort Schanskop, and the Monument will include materials (fabrics), styles, colours and sizes. Documentation of the Anglo Boer War midden discovered to the north of the fort has already been completed. The documentation of the nature reserve will include aspects such as topography, geology, flora and fauna.

Documentation of heritage **objects** such as those on loan from other heritage institutions, as well as those donated to the VTM by institutions and individuals, is essential. This can only be done once the objects are **collected**. In this regard the VTMHS has compiled a collection policy that was implemented in 2000.

The VTMHS collection policy

It was found that, many of the objects of cultural historical value that had been donated to the Council of the VTM over the years, were actually acquired by the Cultural History Museum, which managed a satellite museum on the

¹³⁸ National Heritage Resources Act, No 25 of 1999, pp. 46-48.

¹³⁹ C. Kruger, *Documentation*, Unpublished class notes, Post Graduate Diploma in museum and heritage studies, pp. 3-4.

premises of the VTM from 1964 to 1999.¹⁴⁰ This was a result of the fact that the VTM never had a curator on the premises or proper storage facilities on the site. According to section 41 of Act No 25 of 1999,¹⁴¹ an attempt may be made to recover these items from the Cultural History Museum. The importance of regaining these objects would have to be weighed against the importance of maintaining a good relationship with this museum. Should there be any doubt, it would be in the best interest of the VTM to rather maintain a good relationship with the Cultural History Museum and possibly obtain some of the items in question on a long-term loan basis for display purposes.

To prevent a repetition of these unfortunate events, the Collection Policy clearly stipulates the parameters within which the VTMHS will collect cultural historical objects and works of art.¹⁴² An acquisition book was acquired and acquisitioning and numbering procedures according to the International Council of Museum's minimum museum standards¹⁴³ are followed closely, thus preventing the matter of ownership ever becoming an issue again.

Reports on the actual condition and state of disrepair of structures and objects on the site should be included in the documentation of the site. This is important for prioritising future conservation projects. Photographic documentation will enhance these descriptions and is always advisable.

Documentation of accompanying information will include the history of the site, conservation reports, minutes of meetings, deeds, impact assessment studies, correspondence, newspaper articles, architectural plans and

¹⁴⁰ E. Pretorius, *Lys van items aan Beheerraad van die VTM geskenk*, Pretoria, 2000.

¹⁴¹ National Heritage Resources Act, No. 25 of 1999, p. 68.

¹⁴² VD 001- C. Kruger, *Voortrekkermonument Erfenisterrein, versamelbeleid*, VMWP 6..

¹⁴³ ICOM, 'ICOM code of professional ethics' <<http://www.icom.org/ethics.html>>



publications.¹⁴⁴ All records associated with the history and the conservation of the site or place should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.¹⁴⁵ The VTM library and archives should be more than suitable for this purpose.

At the end of this process the heritage manag(er)(ment) should understand how the resource(s) on the site were created AND used.¹⁴⁶ It should be remembered at all times that conservation is based on respect for the existing fabric, use, associations and significance. It requires a cautious approach of changing as much as necessary but as little as possible.¹⁴⁷

2.4.3. Selecting appropriate conservation techniques

Once it has been determined that certain resources require conservation to ensure survival, the specific conservation techniques need to be identified. Applying correct conservation techniques implies specialist knowledge.

Without going into the details of different conservation techniques, a mere glossary of terms of conservation processes as defined in the Australian Burra Charter and the South African Act 25 of 1999 is given here and should serve as a point of departure for further investigation into applicable conservation techniques.

- **Improvement:** designating the repair, restoration and rehabilitation of a place.¹⁴⁸

¹⁴⁴ C. Kruger, *Documentation*, Unpublished class notes, Post Graduate Diploma in museum and heritage studies, pp. 3-4.

¹⁴⁵ Australia ICOMOS, *Burra Charter, Final draft*, p. 7.

¹⁴⁶ M. Stratton and G. Taylor, *Conserving the natural and man-made heritage in*: R. Harrison (ed.), *Manual of Heritage Management*, p. 57.

¹⁴⁷ Australia ICOMOS, *Burra Charter, Final draft*, p. 3.

¹⁴⁸ National Heritage Resources Act, No 25 of 1999, p. 8.



- **Maintenance:** involves the continuous protective care of the *fabric* and *setting* of a place. Maintenance is fundamental to conservation and should be undertaken where the fabric is of cultural significance and where its maintenance is necessary to retain that cultural significance. Maintenance would, for example, be the regular inspection and cleaning of gutters.¹⁴⁹

- **Preservation:** involves maintaining the fabric of a place in its existing state and retarding deterioration. Preservation is appropriate where the existing fabric or its condition constitute evidence of cultural significance, or where insufficient evidence is available to allow alternative conservation processes to be carried out.¹⁵⁰

- **Reconstruction:** implies returning a place to a known earlier state by introducing new material. It is only appropriate where a place is incomplete due to damage or alteration, and only where there is sufficient evidence to reproduce the earlier state of the fabric. In rare cases reconstruction may also be appropriate as part of a use or practice that retains the cultural significance of the place. Reconstruction should be identifiable on close inspection or additional interpretation.¹⁵¹

- **Repair:** involves restoration and reconstruction. The fixing of, for example a dislodged gutter would be considered restoration, whereas the replacing of a decayed gutter would be deemed reconstruction. Both restoration and reconstruction should reveal culturally significant aspects of the place.

¹⁴⁹ Australia ICOMOS, *Burra Charter, Final draft*, pp. 2 and 4.

¹⁵⁰ Australia ICOMOS, *Burra Charter, Final draft*, pp. 2 and 5.

¹⁵¹ Australia ICOMOS, *Burra Charter, Final draft*, pp. 5 and 6.

- **Restoration:** involves returning the existing fabric of a place or an object to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material into the fabric. It is only appropriate if there is sufficient evidence of an earlier state of the fabric.¹⁵²

Conservation techniques applied at the VTMHS

Managing a heritage site such as the VTMHS, which contains a variety of diverse heritage resources consisting of various fabrics (material) is very demanding. It demands different conservation techniques and could result in the appointment of specialists on contract basis to apply conservation as required. Specialist services are extremely expensive. To illustrate this point, the example of the water leakage problem at the VTMHS can be mentioned. Constant leakage over the past forty years has led to various, costly waterproofing attempts – to no avail. A recent survey by international waterproofing specialists showed that they could solve the problem at a cost of approximately R 3,6 million.¹⁵³ (See appendix C). The Monument structure, as the section 21 company's most valuable asset, should be conserved at all cost and this sum will have to be raised.

A maintenance team carries out **maintenance** at the VTMHS. At present, their work consists of finding and fixing 50-year-old, leaking underground water pipes on the site, which is costing the company approximately R 28 000,00 per month (at the time of writing).¹⁵⁴ Other maintenance tasks include the repair of lights and painting.

The **cleaning** of the site is regarded as a very important maintenance task, and is performed by a private company. The VTM management concluded that

¹⁵² National Heritage Resources Act, No 25 of 1999, p. 8; Australian Burra Charter, final draft, pp. 2-5.

¹⁵³ Personal information: Mr C. Conradie, Manager physical assets, Voortrekker Monument, P.O. Box 1514, Groenkloof, 2002-03-20.

¹⁵⁴ Cash Payments, Tshwane Metro, Water and electricity bills, Voortrekker Monument, 2001-2002.



the cleaning of the Monument, the Fort, the administrative buildings, display areas, ablution facilities and gardens was not core business and that privatising the cleaning and gardening services would be more effective. A contract was entered into between the VTM and IWESCO (PTY) Ltd. with effect from 1 March 2002.¹⁵⁵

Part of the maintenance function of the VTM is the continued **protective care** of the site, its employees and its visitors. Towards the end of 2001, the management decided that the physical security of the premises and the staff and visitors were not core business and that it would be more effective to appoint a security company on a contract basis to perform this function. A contract was entered into between the VTM and the COIN Security Group (Pty) Ltd on 27 January 2002 with effect from 1 March 2002. The contract includes 24-hour patrol of the premises, guard duty at the main gate, as well as the use of three hand held radios and a cell phone.¹⁵⁶

Preservation is practised at the VTM in the museum, as well as in the art gallery. Climatic conditions are controlled in order to preserve the cultural historical- and fine art objects. When required and where possible, curators from the Cultural History Museum, attend to their museum objects which is on loan to the VTM.¹⁵⁷

The VTMHS will address the water leakage problem by applying modern techniques that did not exist 40 years ago, in order to stop damage to the physical structure of the Monument.. According to the definitions given in this section, this would imply a process of **reconstruction**, as new material would be introduced into the structure of the building. The treatment will, however, not be visible and should prevent further structural damage.

¹⁵⁵ IWESCO Cleaning Services Contractor agreement, 2002-01-30.

¹⁵⁶ COIN Security Group (Pty) Ltd, Service Schedule & Agreement, 2002-01-23.

¹⁵⁷ VD-003, Loan agreement, Cultural History Museum of the NFI, 2000-04-01

Since curators at the Cultural History Museum are not *au fait* with certain preservation techniques, the VTMHS has had to employ specialists to perform the task. An example is the preservation of the wooden chassis of an old naval gun, which was executed by Prof. E. Holm, a well-known wagon builder.¹⁵⁸ In accordance with the loan agreement between the National Flagship Institute, of which the Cultural History Museum forms part, and the VTMHS, the latter will be responsible for any expenses incurred.¹⁵⁹

From the above it is clear that, apart from the leaking water pipes and the water leakage problem inside the VTM itself, none of the structures on the site require restoration or reconstruction. The VTM consists mainly of granite and marble and extremely thick, reinforced concrete walls. Fort Schanskop has equally thick stonewalls and requires very little maintenance.

2.4.4 Research

Research underpins all activities on a heritage site or in a museum. Research is required when a heritage site is identified or before objects are collected.¹⁶⁰ Documenting a site or objects requires further research whilst the assessment of significance requires detailed study of correspondence, reports, sketches, photographs and all other documents and material available.¹⁶¹

Without adequate and accurate research for example, irrelevant objects could be collected, cluttering stores whilst public programmes could, at worst be misleading or completely incorrect.¹⁶²

¹⁵⁸ VD-002, Preservation report, E. Holm. 2001-03-14.

¹⁵⁹ Loan Agreement, Cultural History Museum, NFI, 2000-04-01.

¹⁶⁰ VMWP 6, C.Kruger, *Voortrekkermonument Erfenisterrein versamelbeleid*; J.S. Kerr, *The conservation plan. A guide to the preparation of conservation plans for places of European cultural significance*, p.3.

¹⁶¹ J.S. Kerr, *The conservation plan. A guide to the preparation of conservation plans for places of European cultural significance*, pp.3 - 6.

¹⁶² G.D. Lord and B Lord, *The manual of museum management*, p. 64.

Heritage workers, professional staff or curators are often dragged from one research topic to another. Much time is devoted to research for displays and public programmes, leaving little time for research on acquisitions. This scenario could be avoided by establishing a research policy. Such a policy should establish the museum or heritage site's commitment to research and provide for personnel, time, library access, a travel budget and any other resources required. Research done by other staff members such as educators and marketers should also be included.

The policy should provide for use of facilities by outside researchers, copyright, and last but not least it should state that all research sponsored by the institution, should relate to collections and programmes and for part of the execution of a research plan.¹⁶³

Research at the VTMHS

One of the two policies drafted at the VTMHS was the research policy. According to this policy, research projects have to meet with the following requirements:

- they have to be undertaken in co-operation with the manager: professional services;
- they must be relevant to and connected with the thematic approach of the VTMHS;
- they must contribute to the existing body of knowledge, or reinterpret existing knowledge;
- they must strengthen the position of the VTMHS, that is, accentuate its relevance within the demands of the times; and
- they must be scientifically justifiable.¹⁶⁴

¹⁶³ G.D. Lord and B. Lord, *The manual of museum management*, pp. 64; 65.

¹⁶⁴ VD-001, E. Pretorius, *Voortrekkermonument Erfenisterrein navorsingsbeleid*, VMWP 5, p. 1.



The parameters within which research should be done and the basis on which contract research may be done are clearly set out in this policy. Other aspects such as policy regarding outside researchers, copyright and the availability of resources for research are not addressed. This is becoming increasingly necessary, and will have to be attended to by the professional staff as well as Management.

Other professional policies that need to be completed include an educational policy and a site interpretation policy. A nature conservation policy will have to be devised by the nature conservation committee which was established in 2001.¹⁶⁵

2.4.5. Sustainable use and development of a heritage site

Sustainable development is the integration of social, economical and environmental factors in planning, implementing and decision making in order to ensure that development serves current and future generations.¹⁶⁶ Because of the cultural significance of a heritage site (aesthetic, architectural, historical, scientific, spiritual, linguistic or technological value),¹⁶⁷ the conservation plan should include ways and means of utilising the site in such a way that it will be conserved in the long term.

Ongoing utilisation of cultural resources implies a variety of activities aimed at providing a sustainable means of conservation. It involves scientific uses, educational presentation, which includes interpretation, recreation and 'creating a sense of the past', as well as utility and adaptive use such as accommodation, and management, and commercial facilities.¹⁶⁸

¹⁶⁵ Personal information: C. Conradie, manager physical assets, Voortrekker Monument Heritage Site, P.O. Box 1514, Groenkloof, 0027, 2002-03-20.

¹⁶⁶ National Environmental Management Act, No 107 of 1998, p. a.1.

¹⁶⁷ National Heritage Resources Act, No. 25 of 1999, p.8.

¹⁶⁸ R.C. de Jong, *Managing cultural resources in nature conservation and forestry areas*, in: W. Loots (ed.), *Cultural resources and regional tourism*, p. 56.

All these activities involve people and most are aimed at providing visitors to the site with a memorable experience. As visitors are, and could be, a great source of income, visitor management plays an important role in the conservation and sustainable use of the heritage site. This is discussed under 2.5.

2.5. Visitor experience management

Visitor management is an important aspect of the sustainable use of a heritage site to be considered when compiling a conservation plan. Visitors and heritage have a symbiotic relationship. People need heritage to add perspective and meaning to their lives. On the other hand, it is rarely possible for visitors to directly experience heritage without causing some sort of impact – physical, biological, chemical, social or cultural.¹⁶⁹ In the heritage context, visitor management is the practice of ensuring that visitors achieve a quality experience. It is the management of visitors in a manner that maximises the quality of the visitor experience while assisting the achievements of the area's overall management objectives.¹⁷⁰

As visitor management is a field of study of its own and is covered in great detail by Hall and McArthur, and Shackley, their case studies could serve as a reference on which the VTMHS could base its visitor management programme. In brief, Shackley lists visitor management issues such as entry charges, local tourism business development, potential damage to the heritage resource, congestion, reduction of visitors at peak times, and dealing with specific types of visitors and their specific needs, in relation to world heritage sites. These, as well as issues pertaining to the site itself, such as the removal of litter, provision of facilities such as clean ablution facilities, and controlled,

¹⁶⁹ S. McArthur and C.M. Hall, *Visitor Management, principles and practice*, in: C.M. Hall and S. McArthur (eds.), *Heritage management in Australia and new Zealand, the human dimension*, p. 37.

¹⁷⁰ S. McArthur and C.M. Hall, *Visitor Management, principles and practice*, in: C.M. Hall and S. McArthur (eds.), *Heritage management...*, p. 37.

safe parking,¹⁷¹ are as relevant to world heritage sites as they are to national or regional and local heritage sites such as the VTMHS.

Managing visitors at the VTMHS

Access and control

Visitor access is an important aspect to consider when considering sustainable development and visitor management. As mentioned previously, the VTM was built on a hill south of Pretoria and is visible for miles around. The VTM is easily accessible from all the major routes between Johannesburg and Pretoria and Johannesburg International airport. Negotiations with local authorities resulted in the erection of more signage on the freeway and other access roads. There is normally ample, safe parking for large tour coaches and private vehicles at the VTMHS and elements such as vagrants are not a problem as the VTMHS is situated inside a controlled, private, nature reserve. Access to the Monument entails the climbing of a number of steps and, as many of the visitors are senior citizens, a winding garden path was constructed in 1999, for the convenience of disabled visitors or mothers pushing children in prams. An elevator was also installed inside the Monument, providing visitors with easy access to the lookout point on top of the Monument.

All visitors to the site pass through a main gate where entrance fees are paid. This gate also serves as a security checkpoint. A cashier inside the Monument also receives entrance fees and monies for the sale of memorabilia. Entrance fees are adapted annually by the Council and depend on factors such as the value of the Rand, and the exchange rates as well as inflation. Entrance fees for adults, school groups,

¹⁷¹ M. Shackley, *Visitor management, case studies form world heritage sites*, pp. 6-8.



senior citizens differ and different fees are also charged for vehicles according to size.¹⁷²

Although a security officer mans the main entrance, his principal duty is to assist the cashier at the gate. There is no control over vehicles entering and exiting through this gate. Contractors and visitors to staff members are not controlled. From a security point of view this arrangement is not satisfactory and should be addressed by Management.

Interpretation

The provision of adequate, relevant information about the site and its chronological development in an easily understood format, is another 'facility' that should be provided by management. The 'interpretation' of a heritage site warrants a study of its own as 'interpretation' has been classified as a profession and has been practised for more than a century.¹⁷³ Hall and McArthur cover different definitions and forms of interpretation as well as the planning and evaluating of interpretation. According to them, 'interpretation' has not advanced much beyond the simplistic nineteenth century approach focusing on cultural and natural wonders, and does not include the wide range of perspectives that have developed since then.¹⁷⁴ While this may be the case of heritage sites in Australia and New Zealand, Uzzell states that interpretation of museum displays in England has undergone radical changes over the past four decades. Emphasis is placed on interpretative media and visitor interaction. There are various reasons

¹⁷² Voortrekker Monument, Entrance fee schedule, 2002.

¹⁷³ S. McArthur and C.M. Hall, Interpretation, principles and practice, *in:* C.M. Hall and S. McArthur (eds.), *Heritage management in Australian and New Zealand, the human dimension*, p.89.

¹⁷⁴ S. McArthur and C. M. Hall, Interpretation....., *in:* C.M. Hall and S. McArthur (eds.), *Heritage management in Australian and New Zealand, the human dimension* p. 89.



for this, such as reaching wider audiences and competition from other tourism and leisure attractions.¹⁷⁵

As this is not the place to indulge in 'interpretation' as a discipline, suffice it to say that the interpretation methods at the VTMHS do not involve visitors (since they are not interactive) nor is the interpretation of the site by any means complete. The displays, which consist of information panels, dioramas and museum objects, cover the history of the Great Trek. Introductory panels deal with migrations in general and are meant to place the Great Trek in context with these migrations. A time-line at the top of these panels puts the Great Trek in context with other events around the world. Three languages, Afrikaans, English and North Sotho appear on the panels. Owing to time constraints, contract researchers did research for this particular display, but it was decided to utilise the expertise of the professional staff for future displays.

The lack of visitor participation should be addressed in management's conservation plan. If the VTMHS is to remain relevant in the new South Africa, management will have to acknowledge that there are different interpretations¹⁷⁶ of the past. These will have to be incorporated in the existing display panels and guided tours.

Educational facilities

Educational visits to the VTM are at present catered for in various ways. The education officer and trained guides interpret and communicate information by means of educational tours. Other communication tools include information panels and three-dimensional objects in the museum, as well as a guidebook, which is

¹⁷⁵ D. Uzzell, Heritage interpretation in Britain four decades after Tilden, in: R. Harrison (ed.), *Manual of heritage management*, p. 293.

¹⁷⁶ D. Uzzell, Heritage interpretation..., p. 296.

available in eight languages and is on sale in the Monument. This provides individuals or small groups without guides, with the means to undertake a self-guided tour of the Monument.

As mentioned previously, educational tours are presented on demand, and are based on the C2005 curriculum as set by the Education Department. Registered tour guides accompany most of the foreign language groups and address them in their own language. VTMHS guides are always on standby should any of these groups require a guided tour in English or Afrikaans as most Dutch and Belgian groups understand Afrikaans.

Special presentations, dealing not only with the Monument, but also with related topics, are often presented at the VTMHS. It was decided to publicise research undertaken by the professional staff in a series of booklets. The first publication of the series dealing with the Voortrekker gun called 'Ou Grietjie', was completed in October 2001.¹⁷⁷

Entertainment and special events

VTMHS management endeavours to create a pleasant, relaxed, safe environment for its visitors. The peaceful surroundings of the nature reserve within which picnic facilities and horse riding (which has also been privatised) have been established, will hopefully attract more local day visitors to the site. Entertainment in the form of open-air concerts is presented from time to time, whilst plans for the hosting of special events such as traditional games and tournaments such as 'jukskei' and 'kennetjie' are also considered. Facilities on the site as well as the site itself, is often the venue for large sporting events such as cross-country running and cycling organised by event companies.

¹⁷⁷ E. Pretorius, *Ou Grietjie*, Pretoria, 2001.

The Marketing Department, in collaboration with the Chief Executive Officer determines user fees for such events. These fees depend on the size and duration of the event as well as the input expected from Monument staff.¹⁷⁸

Management facilities

Management facilities, which include offices and a conference room, was completed in June 2001 and a library and archive that will not only serve the public, but also the professional staff, was completed in July 2002.¹⁷⁹ Modern technology and the availability of equipment and tools, as well as the maintenance thereof, are expensive but necessary facilities required to enable management to perform its tasks.

Commercial activities (Private sector)

All the commercial activities, except for the selling of post cards, guide-books and some memorabilia, have been privatised, and include a variety of restaurant and function facilities, gift shops and open-air concert facilities. The Cape Riding Horse Association who, like the other private concerns on the site, pays an annual rental and offers horse back rides to the public at certain tariffs.

The majority of these facilities were only established or upgraded in 2000, and whether management has succeeded in satisfying the needs of current and future tourists, is still an open question.

A project which has been planned for 2003, includes the establishment of visitor accommodation and will probably consist of two phases.

¹⁷⁸ Personal information: D. van Onselen, Manager, marketing, Voortrekker Monument Heritage Site, P.O. Box 1514, Groenkloof, 0027, 2002-11-28.

¹⁷⁹ Personal information: C. Conradie, Manager, physical assets, Voortrekker Monument Heritage Site, P.O. Box 1514, Groenkloof, 0027, 2002-03-20.

The first is the restoration of a number of ox wagons and making them available for overnight accommodation for the more adventurous tourists. The second phase will be the construction of a number of structures for accommodation.¹⁸⁰

2.5. Liaison with the community

Community participation in the management of a heritage site has become increasingly important. This participation occurs on different levels and the most important partnership that can be entered into, is with conservation experts.

After the conservation techniques required on a heritage site have been determined, it is necessary to form conservation partners. In the past the different academic disciplines made distinctions between archaeology, historic buildings and decorative art, and between museums and other institutions. It has to be accepted that there are different professional groups who look at objects and sites in justifiably different ways. These groups also approach heritage in different ways. Close links and common policies must be established between the different facets of environmental protection, as well as between the different requirements of museological aspects, such as conservation and display.¹⁸¹

¹⁸⁰ Personal information: C. Conradie: Manager physical assets, Voortrekker Monument Heritage Site, P.O. Box 1514, Groenkloof, 0027, 2002-08-10.

¹⁸¹ M. Stratton and G. Taylor, Conserving the natural and man-made heritage, *in*: R. Harrison, *Manual of heritage management*, p. 57; H.F. Cleere, Introduction: the rationale of archaeological heritage management, *in*: H.F. Cleere (ed.), *Archaeological heritage management...*, p. 13.

On a non-academic level, management of a heritage site is compelled to liaise with other appropriate bodies and ordinary citizens of different cultural groups as well as citizens or businesses located in the immediate vicinity of the site.

The VTMHS and liaison with the community

Different fields of academic interest such as archaeology, historic buildings, museum science, decorative arts, architecture, landscape architecture, as well as nature conservation, are all present on the VTMHS. Thus far the co-operation between these fields of interest has been amicable and close links with professional experts have been established.

Liaison with appropriate bodies have also been very successful so far and fraternal relations have been established with relevant Government departments such as SAHRA and conservation bodies such as other museums like the Northern Flagship Institute (NFI) as well as societies such as the Pretoria Africana Society.¹⁸²

The Voortrekker Monument has a large, unofficial, supporting community – a body of people who identify with the symbolism and changed relevance of the Monument. They are found within South Africa, and since the *diaspora* of South Africans, also internationally. They are not necessarily part of the official supporters club of the Monument and are therefore difficult to identify.

At the time of writing, the only citizens living in the immediate vicinity of the Monument, are members of the informal settlement, Salvokop, to the north of the site. To date there has been no liaison with this community. There are no businesses or other developments in the immediate vicinity. To the east, the site borders the Groenkloof Nature Reserve owned by the Tshwane Metro, to

¹⁸² Personal information: Gen. G.N. Opperman, C.E.O., Voortrekker Monument Heritage Site, 2002-10-28.

the south it borders on large, vacant land owned by the South African National Defence Force, to the east, the Iron and Steel Corporation (ISCOR) headquarters, and to the north, vacant land owned by the Telecommunication Services (Telkom). To date there has been no need to liaise with any of these bodies or institutions on any level.

There are three structures on the site, belonging to the State and private enterprise. These include two towers erected by the cellular Network Company, Vodacom, and a microwave tower, monitored by the South African Defence Force's Air Force on a regular basis. Apart from the annual rental paid by Vodacom to the VTMHS and access provided to both this company and the South African Air Force, there is no official liaison with these bodies.

It is, however, co-operation between the VTMHS Management and the heritage workers and private businesses on the premises that remain a challenge. Co-operation can only be achieved once the mission and vision of the VTMHS are underwritten and supported by the owners and staff of the privately owned restaurant and the gift shop on the premises.

2.6. Environmental- and heritage impact assessment

In order to utilise a heritage site in a sustainable manner, it is important that any new developments be planned carefully. Towards the end of the 1980s, the Integrated Environmental Management procedure (IEM) was developed in South Africa with the purpose of guiding and documenting all development actions. This procedure is designed to ensure that the environmental consequences of development proposals are understood and that all legal and administrative requirements are met.¹⁸³

¹⁸³ R.C. de Jong, Cultural resources and how to manage them: the research factor, in: J. van den Bos en M. Moolman (reds.), *Metodologie in navorsing*, p. 22.



IEM includes cultural considerations during the development process, and thus research dealing with cultural resources and how to manage them is very important. Any form of intervention, which involves one or more cultural resource, has either a positive or a negative impact, or both.¹⁸⁴

Historical research dealing with cultural resources is always focused on two issues namely how to assess the impact of proposed or possible interventions, and how to manage these interventions.¹⁸⁵ The National Heritage Resources Act is very clear on the issue of Heritage Impact Assessment (HIA). In section 38 a set of minimum requirements are called for and in the case of development falling within the scope of this section, SAHRA would have to be notified of such a development. If it is believed that heritage resources will be affected, SAHRA will be obliged to call for the submission of a heritage impact assessment. The body undertaking the proposed development will be responsible for the cost. Experts, approved by SAHRA will have to execute the assessment.¹⁸⁶

Bruwer analysed this section and stated that much will rely on the contents of the report submitted by the approved experts and the significance, according to these experts, of the site. When a developer appeals against the decision made by SAHRA, it is only the contents of the report on which they can rely. Ideally a list of approved experts should be developed by SAHRA, without delay. At the time of writing, this has not materialised.¹⁸⁷

¹⁸⁴ National Environmental Management Act, No 107 of 1998, pp. 488-492.

¹⁸⁵ R.C de Jong, Cultural resources and how to manage them: the research factor, *in*: J. van den Bos en M. Moolman (reds.), *Metodologie in navorsing*, pp. 22-23.

¹⁸⁶ M. Naudé, Cultural heritage and the environmental impact assessment process, *in*: J.A. van Schalkwyk (ed.), *Research by the National Cultural History Museum*, vol. 9, p. 50.

¹⁸⁷ M. Naudé, Cultural heritage and the environmental impact assessment process, *in*: J.A. van Schalkwyk (ed.), *Research by the National Cultural History Museum*, vol. 9, 2000, p. 50.

Heritage impact assessment at the VTMHS

On a site such as the VTMHS, development should be limited to the provision of more and better facilities for the visitors. It is therefore the duty of management, as the developer, to consult widely, also with all the various academic disciplines represented on the site before making final decisions. In this regard the heritage- and cultural resources employees could be utilised to form part of the team that performs the environmental assessments, and thereby provide specialist input.

To date the only new development that required input from SAHRA, was the development of a function centre to the north of the Anglo Boer War Fort Schanskop in 2001. This occurred when the northern slope was levelled and the bulldozer accidentally uncovered what proved to be the only example of an Anglo-Boer War Fort midden in the country. The necessary, legal steps mentioned earlier, were taken to ensure the conservation of the excavated objects.

All other developments on the site have taken place on the locations of existing structures, limiting heritage impact assessment to the absolute minimum. The chapel which was constructed to cater for the need of couples who wished to get married inside the Monument, was built on the foundationn of old staff quarters to the west of the Monument. No new roads were built on the site and staff accommodation is limited to existing accommodation and the alteration and improvement of old ablution facilities to the west of the Fort.¹⁸⁸

Management has established their new quarters in the existing building which previously housed the old museum and the new archive was added as a wing to these quarters.

¹⁸⁸ Personal information: C. Conradie, Manager, physical assets, Voortrekker Monument Heritage Site, P.O. Box 1514, Groenkloof, 0027, 2002-11-08.

2.8. Financial management of a heritage site

Good financial management is crucial to the health and viability of all organisations. In contrast with the importance of profitability, positive cash flow and financial control in the private sector, it has often played a secondary role in the non-profit sector. This has, however, changed over the last twenty years as public institutions (including many museums and heritage sites) are forced to get by with smaller subsidies, and are compelled to apply private sector business principles. A clear financial strategy, in which development and spending requirements, as well as the means for providing the funds required for development, must be drafted to point the way forward.¹⁸⁹

2.8.1. The business plan

A financial strategy can be expressed in the form of a business plan. The purpose of this business plan is to state the reasons for the existence of the business, its role, an evaluation of competition, its marketing strategy, and a justification of its proposals. A SWOT (strengths, weaknesses, opportunities and threats) analysis would provide the company with an assessment of the business and its competitors. It must provide the answers to questions that prospective lenders or grant-aid bodies will ask in connection with financial requirements.

Apart from the SWOT analysis, a cash flow analysis, is an essential part of the business plan. This is usually a projection of expenditure and income on a monthly basis, including an estimate of the next twelve trading months. Every conceivable item of expenditure should be included and realism is of the utmost importance.¹⁹⁰

¹⁸⁹ B. Griffiths, Financial management, in: R. Harrison, (ed.), *Manual of heritage management*, p. 235.

¹⁹⁰ B. Griffiths, Financial management..., p. 235.

A business plan for the VTMHS

Although strategic aims and operational strategies were determined for the VTMHS during a working session in January 2001, no particular business plan was drafted. Several strategic aims and operational strategies were, however, determined. The first strategic aim was identified as ‘Strategies for the way forward’. Thereby an effective process was established according to which strategic guidelines, short, medium and long term aims, and strategic links and the necessary budgets as well as relevant aspects were planned. Seven operational strategies, of which two directly address financial issues, form part of this first strategic aim. These are: “to prepare the annual budget for approval before the start of the new financial year”, and “to establish a financial policy and guidelines to ensure healthy investments, as well as risk management and the optimising of income sources.”¹⁹¹

As with so many non-profit organisations and other heritage sites, the VTMHS finds itself in a position where it has to, increasingly, depend on the goodwill of donors, lenders and grants to add to the income generated by entrance fees and sales. The availability of a well-structured, detailed business plan could only be to the advantage of the fundraisers of the VTMHS.

2.8.2. Compiling a budget

According to Griffiths, the execution of a business plan requires strict and effective financial control to record commitments of expenditure and income.. A budget is an estimate of future spending and income and can be prepared by:

¹⁹¹ A-043, Oak Solutions, ‘n Voorgestelde strategie vir die Voortrekkermonument en natuureservaat (art.21 Maatskappy) m.i.v. Februarie 2001, p.8.



- **Defining** the goals of the entire organisation and each section or facility for the next financial year.
- **Calculating** the anticipated costs of providing the service. Every conceivable need such as salaries, electricity, exhibitions, collections, repayment of loans, including fluctuating interest rates, must be included, as well as estimated cost of planned capital expenditure.
- **Estimating** the likely income over the period from ALL sources. All available information should be used and realistic assessments of income receipts are essential.¹⁹²

Compiling a budget for the VTMHS

The Chief Executive Officer, financial officer and management are responsible for drafting the annual budget wherein a list of goals is prioritised. As can be seen from the final concept of the capital budget 2002 / 2003 (See appendix D), the first priority is to address a number of major maintenance requirements. This is not done in great detail, and realistic estimates should be allocated to the list of projects.

The estimated incomes budgeted for in 2002 / 2003 are:

- entrance fees 57%,
- income from rental 15% ,
- government subsidy 10%,
- fund raising 8%,
- interest and dividends 4%,
- net profit from sales 4%
- antennae contracts 2%.¹⁹³

¹⁹² B. Griffiths, Financial management, in: R. Harrison, (ed.), *Manual of heritage management*, pp. 235-237.

¹⁹³ P-002, Voortrekker Monument, Income budget, 2002 / 2003.



A monthly cash flow forecast in which all possible expenses and incomes are listed, is drafted and adapted on a monthly basis to monitor and control expenditure. It is clear from the list of expenditures that staff-, administration and maintenance related expenditures are the highest and need to be controlled carefully (See appendix E). The entire financial management system of the VTMHS is subject to an annual audit.

Fund raising at the VTMHS

As can be gathered from the list of capital projects and maintenance requirements, as well as other necessary expenses, the VTM is in dire need of additional income, over and above that received at present. Fund raising has become such an important function of management, that it was decided to appoint someone whose main function is to obtain funds for specific projects. A list of projects for 2002 / 2003 has been compiled, and divided into four categories of importance (See appendix F).

Another, very successful method of raising funds is by means of the Friends of the Voortrekker Monument Supporters Club. In most cases, Friends' organisations raise money for particular projects through organising social events.¹⁹⁴ Individuals who wish to support the VTMHS can become members of the club and pay annual membership or join as life members. In return, discount is given for meals at the restaurant and invitations to special events are sent out regularly.¹⁹⁵

Project planning at the VTMHS

At the beginning of 2000, a number of different projects were planned on the VTMHS. These included the upgrading of ablution facilities, the establishment of a new kiosk and gift shop, an amphitheatre and museum display at Fort Schanskop, and a new museum in the basement of the

¹⁹⁴ C. Zeuner and R. Pailthorpe, Fund-raising in the smaller museum, in: R. Harrison (ed.), *Manual of heritage management*, p. 247.

¹⁹⁵ B 002 Friends of the Voortrekker Monument Supporters Club, application form.

Monument. Because of the large number of projects and the sensitivity of the site, a committee was formed to plan and oversee these projects. The committee consisted of members of the Board of Directors, an architect, the physical assets manager on the site as well as the different contractors responsible for the various tasks. As these programmes reached completion, it was decided that the Monument would, in future, oversee its own projects and that contractors and builders will be employed on contract basis only for the duration of an assignment. The necessity for a project committee seems to have disappeared.¹⁹⁶

2.8.3. Asset control

In South Africa, according to the Companies Act No. 61 of 1973, section 284(b), every company is required to keep a register of all fixed and other assets. Date of acquisition, price, rate of annual depreciation and value at the end of the financial year must be shown for each item. Date of sale, selling price and profit or loss on sale is also, when relevant, required.¹⁹⁷

Fixed assets can be divided into moveable and immovable property and relates to all assets that were purchased or received as a donation. This excludes property such as livestock and items on loan.¹⁹⁸

Asset control at the VTMHS

At the VTMHS, the Manager: Physical Assets and an assistant control the assets register, which was completed early in 2002 and has to be kept updated. Assets on loan from other institutions are listed separately. Stock taking of the assets occurs annually and is subject to an annual audit.

¹⁹⁶ Personal information: Gen G. N. Opperman, C.E.O., VMHS, P.O. Box 1514, Groenkloof, 0027, 2002-05-26.

¹⁹⁷ Written information: P.H. du Plessis, Director, Price Waterhouse Coopers, 2001-05-21.

¹⁹⁸ Written information: P.H. du Plessis, Director, Price Waterhouse Coopers, 2001-05-21.

These assets are not to be confused with museum items that generally appreciate in value and are registered and acquisitioned in a separate register by professional staff according to minimum museum standards, as discussed previously.

2.9. Marketing a heritage site

Marketing of an attraction such as a heritage site is of cardinal importance. Swarbrooke is of the opinion that marketing is perhaps the most crucial aspect of attraction management and often one of the most ignored. Successful attractions are usually those which have a systematic, professional approach to marketing, and characterised by various factors such as adequate attention to market research; longer term strategic views; realising that there are various 'publics'; adequate funding for marketing; the importance of 'word of mouth' promotion and employing specialist staff while training all staff to realise that they are part of the marketing effort.¹⁹⁹

According to Middleton and Clarke, there are literally dozens of definitions and many variations of 'marketing', but the broad marketing concept is both consumer led and profit orientated.²⁰⁰ In the case of heritage attractions, the products are at fixed locations and the customers (potential visitors) must be persuaded to travel to the 'product' and buy it. Success in selling the heritage product is fundamental to most heritage attractions and sites, whether the primary purpose is curatorial or economical.²⁰¹ Hall and McArthur state that marketing is aimed at providing customer satisfaction as the end result of a process that is focused on understanding the wants, needs and expectations of customers and matching them with the nature of the product. In heritage management the customers (visitors) are the stakeholders, and the product is

¹⁹⁹ J. Swarbrooke, *The development and Management of Visitor Attractions*, pp. 117-118.

²⁰⁰ V.T.C. Middleton and J. Clarke, *Marketing in travel and tourism*, p. 23.

²⁰¹ K. Robinson, *Selling the heritage product*, in: R. Harrison (ed.), *Manual of heritage management*, p. 381.



the heritage that we manage and the experience it provides. Marketing involves the effective management of a heritage site's resources in a manner that is mutually beneficial to the site and the visitors.

As in all marketing processes, selling and influencing are part of heritage marketing, but will follow, rather than precede management's desire to create experiences (products) that satisfy its consumers. Therefore, market research must be an integral part of heritage management and planning.²⁰² Market research is about analysing what one does and defining one's skills and goals. It is also concerned with finding out what people (visitors) want and identifying those who might be interested in one's product (the heritage site). Finally, marketing is concerned with ensuring that people know about the site and what it offers.²⁰³

Effective heritage management requires the matching of product with audience – something that can be done through marketing.²⁰⁴ For effective marketing to take place, a marketing strategy or plan needs to be developed.

²⁰² C.M. Hall and S. McArthur, The marketing of heritage, *in*: C.M. Hall and S. McArthur (eds.) *Heritage management in Australia and New Zealand, the human dimension*, p. 74.

²⁰³ S. Dickman, *What's my plan? A guide to developing arts marketing plans*, p. 17.

²⁰⁴ C.M. Hall and S. McArthur, The marketing of heritage, *in*: C.M. Hall and S. McArthur (eds.), *Heritage management...*, p. 85.

2.9.1. The six P's in marketing

Knowledge of the 'marketing mix' namely the six P's provides the basis for such a plan and is discussed briefly:

Product

Product refers to what is offered to the visitors. Although this can often be adapted to suit the 'audience',²⁰⁵ it is not practical in the heritage world. One can, however, interpret and represent the product (product formulation and design)²⁰⁶ in a way to suit the visitor.

Price

Setting the right price for a product is important and is often determined by the product formulation and design.²⁰⁷ If the price (for example the entrance fee) is too high, a heritage site might not be as accessible as one hopes it to be, and if the price is too low, an important source of income could be 'forfeited'.

Place

'Place' normally refers to where the product is made available.²⁰⁸ In heritage management, one has no choice or very little say in the position of archaeological or heritage sites. One can, however, determine where the product (site) can be advertised and marketed. Another factor about 'place' is that it provides the basis for competition between destinations. Many visitor attractions (natural, cultural and built) are created specifically to conserve and celebrate the unique characteristics of places and the local features and character that make them worthwhile to visit.²⁰⁹

²⁰⁵ S. Dickman, *What's my plan?...*, p. 18.

²⁰⁶ V.T.C. Middleton and J. Clarke, *Marketing in travel and tourism*, p. 121.

²⁰⁷ V.T.C. Middleton and J. Clarke, *Marketing in travel and tourism*, p. 121; S. Dickman, *What's my plan...*, p. 18.

²⁰⁸ S. Dickman, *What's my plan?...*, p. 18.

²⁰⁹ V.T.C. Middleton and J. Clarke, *Marketing in travel and tourism*, p. 349.



Positioning

Positioning refers to the image that is created of the heritage site. It is the way products and your work are defined in relation to competition, and in relation to the types of people who will be interested in these.²¹⁰ Positioning can be done by appearance, location, and price and by promotion. What one says about oneself and one's work – the people one associates with, the places one visits, and the messages one sends, – are all ways of positioning the product.²¹¹ Positioning also concerns the positioning of a heritage site in relation to other heritage sites or visitor experiences in the same target markets. Positioning is the art of developing and communicating meaningful differences between a heritage product and competitors serving the same target market – or emphasising similarities.²¹²

Promotion

'Promotion' is the various methods by which the public is made aware of a 'product'. This includes paid and unpaid activities, advertising, personal appearances, competitions, media releases, speeches, demonstrations and teaching. Promotion includes the manner in which one interacts with audiences, sponsors, promoters and peers. It is therefore a very important part of the marketing mix.²¹³

People

This refers to the heritage site or organisation itself. Success is dependent on the commitment, skill and willingness of people to 'walk the extra mile'. Levels of training, professionalism, friendliness, efficiency of staff, and willingness to assist and answer questions are all aspects that will contribute to the success of the organisation.²¹⁴

²¹⁰ S. Dickman, *What's my plan?...*, p. 19.

²¹¹ S. Dickman, *What's my plan?...*, p. 109.

²¹² C.M. Hall and S. McArthur, *Heritage management in Australia and New Zealand, the human dimension*, p. 81.

²¹³ S. Dickman, *What's my plan?...* p. 110.

²¹⁴ S. Dickman, *What's my plan?...*, p. 110.

2.9.2. The SWOT analysis

With a good basic knowledge of the marketing mix, another important element of planning your strategy is analysing your site's Strengths, Weaknesses Opportunities and Threats. The first two focus on the business, whilst the latter two focus on aspects further afield, such as the operating environment and the competition (the world around one).²¹⁵

2.9.3. Goals and objectives

With a clear picture of the marketing mix, as well as a detailed SWOT analysis, goals and objectives must be set. They form a framework of resources required, as well as activities planned to achieve the goals.²¹⁶ The difference between goals and objectives is that goals are the overall result that an organisation or heritage site wishes to achieve (success, fame, wealth, and recognition), whilst objectives are the specific activities that will lead to the ultimate goals.²¹⁷ Goals can range from raising the profile of a site or increasing awareness of a particular endangered species, to bringing income into a park or local community. Goals focus on results, and objectives focus on activity.²¹⁸ Goals and objectives should be formulated through the involvement of all levels of site management, such as Friends associations.²¹⁹

2.9.4. Evaluating marketing

The success of a marketing strategy must be measured against the initial goals and objectives that formed part of the marketing plan. Evaluation costs

²¹⁵ S. Dickman, *What's my plan?....* p. 63.

²¹⁶ V.T.C. Middleton and J. Clarke, *Marketing in travel and tourism*, p. 188.

²¹⁷ S. Dickman, *What's my plan?....*, p. 77.

²¹⁸ S. Dickman, *What's my plan?....*p. 78.

²¹⁹ C.M. Hall and S. McArthur, *Heritage management....*p. 81.



should be included in the budget of any project and should not be an afterthought.²²⁰

Evaluation is basically the making of assessments and decisions, and includes some form of research. Evaluation has been defined as: A systematic, objective assessment of the effectiveness, efficiency, (or) and appropriateness of a program or part of a program. Evaluation tends to be more focused on determining performance for outcomes such as: impact assessment, justification; accountability; planning and resource allocation; improvement; and continued support. Evaluation involves making judgements about the results of some sort of measurement against specific objectives.²²¹

In conclusion Hall and McArthur state that evaluation involves the collecting of information and developing insights that improve the quality of decision-making. Informal evaluations have the capacity to make major contributions, but are, more often than not, poorly practised or avoided. A lack of evaluation often suggests a lack of strategic planning and a tendency for heritage management to be reactive rather than proactive.²²²

Marketing the VTMHS

One of the six strategic aims of the VTMHS determined during a working session in January 2001, deals with marketing and communication and states: "To professionally market all the facilities, assets and services of the Voortrekker Monument and Nature reserve, including Fort Schanskop. To communicate it in such a way that its legitimacy, image and attractiveness as a tourist destination amongst certain communities and target groups is promoted

²²⁰ C.M. Hall and S. McArthur, The marketing of a heritage, *in:* C.M. Hall and S. McArthur, *Heritage management in Australia and New Zealand, the human dimension*, p. 82.

²²¹ S. McArthur and C.M. Hall, Evaluation, *in:* C.M. Hall and S. McArthur, *Heritage management in Australia and New Zealand, the human dimension*, p. 108.

²²² S. McArthur and C. M. Hall, Evaluation, *in:* C.M. Hall and S. McArthur, *Heritage management in Australia and New Zealand, the human dimension*, pp. 123-124.



in order to ensure optimal and sustainable use and maximum income."²²³
Eight operational strategies were identified to achieve the strategic aim.

In a critical analysis of the marketing strategies, a private consultant added another three possible operational strategies to the existing eight. They included: the appointment of a communication company in an advisory capacity, the drafting of a budget equal to 2-4% of the gross income; and focused research and investigations to gain more information that will enable informed decisions about the business to be made. In this regard, it is important to determine the various client profiles; geographical origin, product image and appearance, competitive tariff structure; measurement of service quality; and possibly, partnerships.²²⁴

Unfortunately, due to a shortage of funds, the VTMHS has not been able to implement the first two suggested strategies, and owing to other demands, there has not been much time for market research. One market research initiative was undertaken during February / March 2002. A questionnaire was handed out in the monument with the aim of determining the countries of origin and the age distribution of the visitors, as well as their opinion regarding the standard of the product and any possible competitors.²²⁵ The results have not been analysed yet.

Within the parameters of these strategies, but without any prior research, several plans and concept documents have been drafted. These include a Tour operator promotional plan, a concept document for tour operators, a commission structure, a promotion strategy for the Johannesburg World summit 2002, strategy for Indaba 2002, co-operative marketing strategies,

²²³ A-043, Voortrekkermonument en Natuurreservaat, *Voorgestelde strategie vir die Voortrekkermonument en Natuurreservaat, (art. 21 maatskappy), m.i.v. Februarie 2001*, p. 10.

²²⁴ B-003 E. Duncan, *Kritiese evaluering van die huidige bemarkingsaksies van die Voortrekkermonument en natuurreservaat*, p. 13.

²²⁵ B-036 T. Van der Bijl, *Market research initiative, 12 February – 12 March 2002*

student promotional strategy and a previously disadvantaged communities market promotion strategy.²²⁶

It is clear that, although much groundwork has been done, a proper marketing plan for the VTMHS remains to be drafted. More attention must be paid to market research to collect valuable information that could be utilised in programmes to attract more visitors to the site.

In this section all the various management tasks that need to be performed to effectively manage a heritage site, were discussed in detail. 'Management' is a task that requires 'people' and although discussed in the final section of this chapter, the people are by no means of less importance.

3. Who should manage a heritage site?

In this final section of the VTMHS case study, the 'people' who should be involved in the management of a heritage site, who they are, what they should do and how they should do it, is discussed.

The nature, size, and controlling body of a heritage site are some of the determining factors when it comes to establishing **who** should manage it.

3.1. Human resources

Attractions such as heritage sites are usually successful if they are effectively managed. It is very important that these sites have experienced professional managers in all aspects of the operation.²²⁷ Heritage management, as a relatively new profession, not only requires extensive knowledge²²⁸ of heritage-related

²²⁶ B-003 T. Van der Bijl, *Voortrekker Monument marketing strategies*.

²²⁷ J. Swarbrooke, *The Development and Management of Visitor Attractions*, p. 117.

²²⁸ H.F. Cleere, Introduction: the rationale of archaeological heritage management in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, p. 16.

disciplines such as archaeology, cultural history, anthropology, and museum science, which implies training at a university in those disciplines, but also general management skills. It is rather much to expect an archaeologist or cultural historian to acquire all the specialist skills of conservation, as well as management skills. The latter includes skills such as financial management, communication, marketing and personnel, and knowledge of the legislative framework. It is, however, important that some knowledge in these fields is acquired to facilitate the evaluation of specialist advice.²²⁹

3.2. Management tools

A management team requires various tools with which managing the site and the people are facilitated. Although these tools could depend on the size and nature of the site, there are some basic aspects without which effective management is impossible:

Legislation

There are various acts in South Africa that deal with diverse aspects of employment and the training of employees. The most important are probably the Labour Relations Act, No. 66 of 1995, the Basic Conditions of Service Act, No. 75 of 1997 and the Employment Equity Act, No. 55 of 1998. Sound knowledge of, or at least easy access to this legislation is of paramount importance in any institution.

Policies

With legislation as a basis, a number of policies need to be drafted. These will facilitate the daily management of human resources of a heritage site. A Staff policy for example, in which aspects such as leave, working hours, pension, and disciplinary measures are covered in detail, is a handy management tool.

²²⁹ H.F. Cleere, Introduction: the rationale of archaeological heritage management, in: H.F. Cleere (ed.), *Archaeological Heritage Management in the Modern World*, pp. 16-17.



Financial Resources

Without funding, no management can perform its tasks. Funding allocated to the management of heritage sites, depends on the controlling body. In South Africa, national heritage institutions depend heavily on annual subsidies from the State. Private heritage institutions such as the VTMHS, on the other hand, have to depend on other sources of income.

Training

In-service skills training of previously disadvantaged groups have become very important in South Africa. The government has decided to finance skills development by means of a levy grant scheme and a National Skills Fund. The way this works is explained in two new laws: the Skills Development Act, 1998 and the Skills Development Levies Act, 1999.²³⁰ It is also important that volunteers and professional and management staff should attend refresher courses. A carefully planned training strategy that forms part of the organisation's corporate plan is advantageous to both the organisation and individuals.²³¹

Aspects that should be considered when planning a training strategy include the objectives, scope and responsibility for training, a needs analysis, the development of the plan and the different types of training. These vary from skills training, qualification training, promotion and development, management training, professional and occupational tuition, health and safety, first aid and volunteer training.²³²

²³⁰ Department of Labour, *An employers guide to the skills development levy*, p. 3.

²³¹ R. Scott, Developing a training strategy and plan, *in*: R. Harrison (ed.), *Manual of heritage management*, p. 249.

²³² R. Scott, Developing a training strategy and plan, *in*: R. Harrison, *Manual of heritage management*, pp. 250-254.



The use of volunteers

Views on, or perceptions of the involvement of volunteers in the management of heritage institutions vary from positive to negative. However, if they are managed properly, either by paid staff or without supervision, they offer valuable human resources and constitute a financial asset that extend beyond direct help in the organisation, to influence the community.²³³

Volunteer organisations such as 'Friends of....' organisations bring people with similar interests together; offer cultural enrichment; and involve people in projects that are worthwhile not only for them, but for a community and for the future. If volunteers are involved in the daily management of a heritage site, a volunteer policy should be developed to consider the needs of the site, as well as the pool of volunteers. Aspects such as volunteer organisers, a handbook or manual, recruitment, co- ordination, agreements, recognition and support, as well as legal and financial considerations, should be included in any such policy.²³⁴

Who manages the VTMHS?

As recently as 1998, a supervisor, a cashier, an information officer, a part-time bookkeeper, and several gardening and security staff members took care of the daily tasks at the VTMHS. The Board passed down orders to the supervisor who, in turn, kept the Board informed of events and occurrences by submitting a monthly report.

In 1999, restructuring at the VTMHS involved many aspects, which resulted in the appointment of a Chief Executive Officer in March 2000. He was given

²³³ S. Millar, *Managing volunteers: a partnership approach*, in: R. Harrison, *Manual of heritage management*, p.270.

²³⁴ S. Millar, *Managing volunteers: a partnership approach*, in: R. Harrison, *Manual of heritage management*, pp. 271-279.

carte blanche to appoint the staff he required to meet the demands of the Council. As the management of the site became more complex, owing to expansion and new developments, the need for more specialised staff arose. (See appendix G). A further expansion, the incorporation of the Blood River Battle site in KwaZulu-Natal from 1 April 2002, added eight more staff members to the existing complement.

On a professional level, cultural historians and archaeologists have been used to do research and excavations on a contract basis, whilst a private company, Site Solutions, was contracted to do certain displays and project proposals for interpretation of the site.

The VTMHS makes use of volunteer guides to assist with guided tours from time to time, and also established a Friend's of the Voortrekker Monument Supporter's Club. This club differs from the normal Friends' organisations in the sense that these supporters are not expected to assist with any projects or management.

A large number of contractors are involved in the management of the VTMHS. As mentioned under 'conservation', the cleaning and gardening services, as well as security services have been outsourced. A private company was contracted to establish a personnel policy²³⁵ and assist with the establishment of workplace skills training programme.²³⁶

Further possible developments, such as the addition and management of accommodation, and the construction and management of a wall of remembrance, will be outsourced in order to enable the small permanent staff to concentrate on their core duties.

²³⁵ A-042, Convergence Global, Voortrekker Monument Personnel Policy.

²³⁶ A-030, Convergence Global, Voortrekkermonument, Vaardigheidsopleiding

4. Challenges to the site

In her analysis of the present situation of the VTMHS, Elize Duncan identified the following critical strengths, weaknesses, opportunities and threats with regard to this site:

Strength – A multi-dimensional facility package that undeniably impresses visitors and leaves them with other (new) perceptions.

Weakness - Afrikaner connotation (historically that for which the VTMHS stands) gives rise to excess baggage.

Opportunity – To be part of a liberating process whereby negative historical and political perceptions are discarded and replaced with facts and positive realities.

Threat – An apathetic attitude from within the desired target markets.²³⁷

This summarises the VTMHS's situation and the challenges that it faces. Although these mostly concentrate on identity, changing politics in South Africa and the changing focus in the writing and interpretation of South African history, many more could be identified in the field of education and tourism.

In view of the fact that the VTMHS is a section 21 company with a very unsubstantial annual subsidy from the State (with no guarantee of its continuation), the mere survival of this site is a challenge in itself. In a country with a very unstable economy and a high crime rate, poverty, and AIDS, 'heritage' is not very high on any government department's priority list. The management of the site's ability to successfully apply pure business principles and find the balance between conservation, utilisation, and marketing of the site, will certainly serve as an example for many other endangered heritage sites in South Africa. These are predominantly sites that are of cultural and historical

²³⁷ B-003, E. Duncan, *Kritiese evaluering van die huidige bemarkingsaksies van die Voortrekkermonument en natuurreserveat*, p. 3.



importance to the Afrikaner and are even now involved in a serious battle for survival.

May the most important challenge, however be the fulfilment of the hopes expressed by the editor in the *Pretoria News*, on the evening before the inauguration of the Voortrekker Monument in 1949:

[T]omorrow has every chance of being something more than the inauguration of a monument, of even a monument to the Voortrekkers. It may well turn out to be a beacon on the road to tolerance and so to unity, without which this country will fail under the problems that lie ahead of it.²³⁸

²³⁸ A. Crampton, The Voortrekker Monument, the birth of apartheid, and beyond, in: Anon. *Political Geography*, 20 (2001), p. 237.

SUMMARY

The major focus of this essay is the case study of the Voortrekker Monument Heritage Site in Pretoria, the introduction of a new management team in 1994 and the suggested manner in which the management could be improved. To place this particular case study in perspective, it was necessary in the first place, to look at the meaning of cultural resource- or heritage management and other related terms. It soon became apparent that no single term for this new discipline has been determined and that countries around the world differ greatly on this issue. South Africa uses the term Heritage Resource Management. An overview of cultural resources management (CRM) in other countries such as the U.S.A., Great Britain and some members of the Commonwealth, was also presented.

Cultural resource management is a relatively new discipline in South Africa, and an historical overview, in which most of the relevant legislation was referred to, was undertaken. In comparison to other countries in the world, much less publications have been produced in South Africa. Most of these had been completed as dissertations or as papers for conferences. A detailed summary of all the relevant (directly or indirectly) legislation was compiled.

In the last chapter, a case study of the Voortrekker Monument was undertaken. An attempt was made to provide adequate answers to the questions why?, how?, and who? should manage a heritage site. Answers to the question as to why a site should be managed, include the establishing of a cultural identity, the site's educational value, for research purposes and finally for its important role in the tourism industry. In the section on how to manage a site, aspects such as the identification and cultural significance of a site were discussed. The importance of a mission and a vision and key strategies, as well as policies were stressed. Resource management on the site includes conservation techniques, sustainable use and visitor management as well as heritage impact assessment. The site's financial management and the site's marketing were addressed in the last section.



A heritage site must be managed by ‘someone’ and in the last section the ‘who’ (human resources) behind the management of the site, is discussed.

Finally the hope is expressed that this dissertation will serve as a basis for a conservation management plan for the VTMHS and serve as a manual for other, similar heritage sites.

Key words and phrases

Case Study

Conservation

Cultural Identity

Cultural Resources

Cultural Significance

Heritage Impact Assessment

Heritage Legislation

Heritage Management

Heritage Site

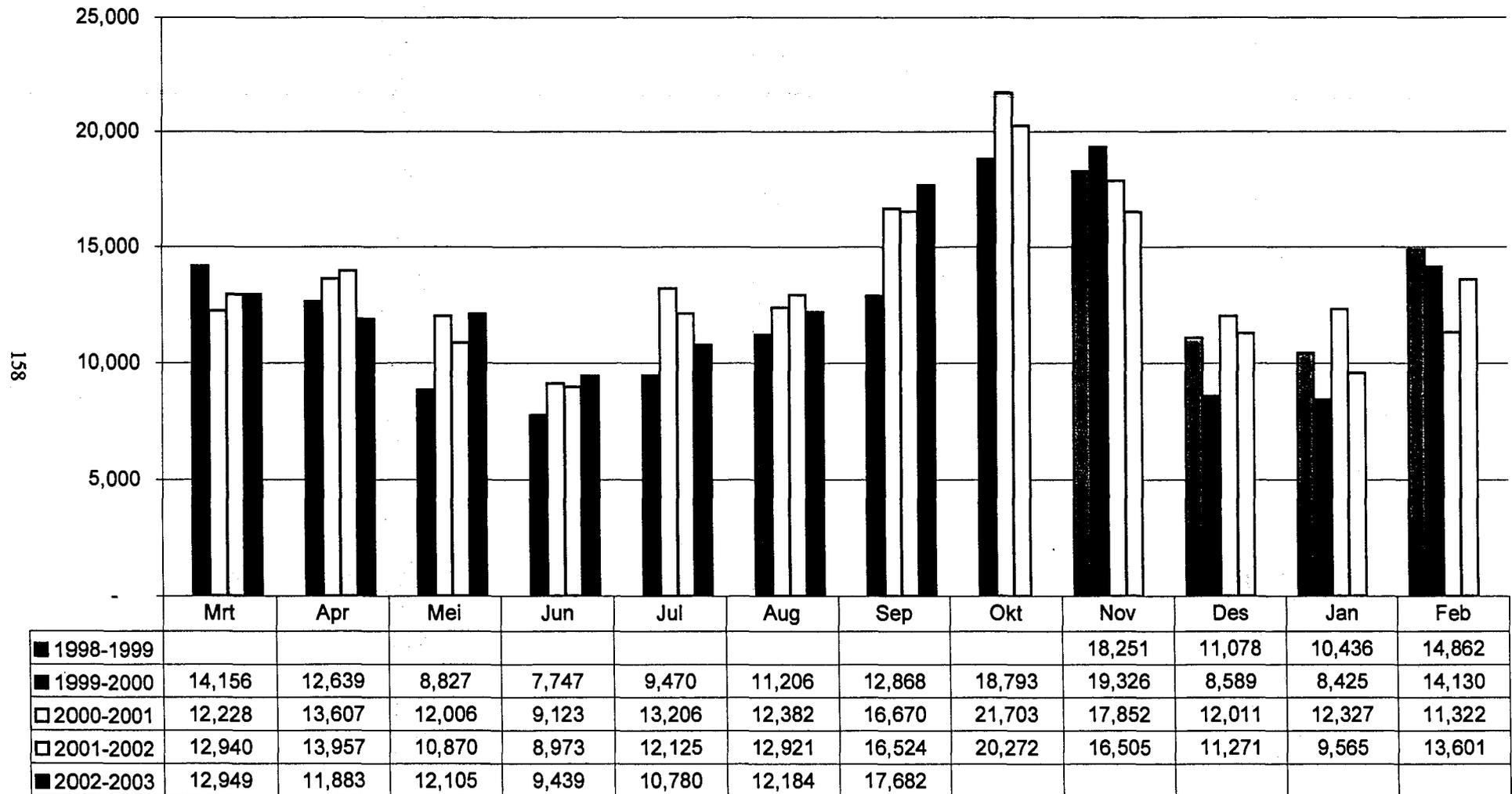
Management Plan

Sustainable Use

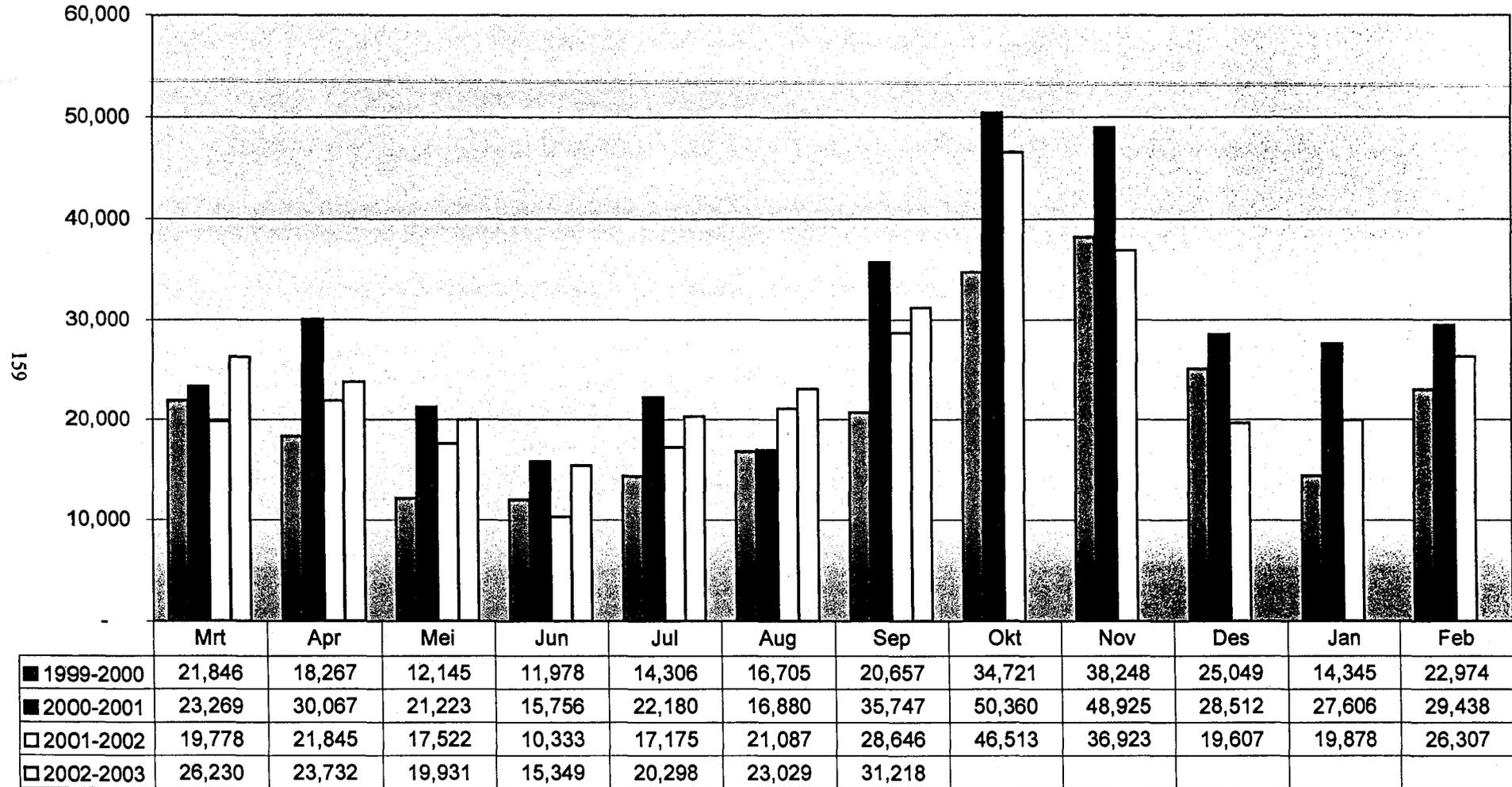
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Voortrekker Monument

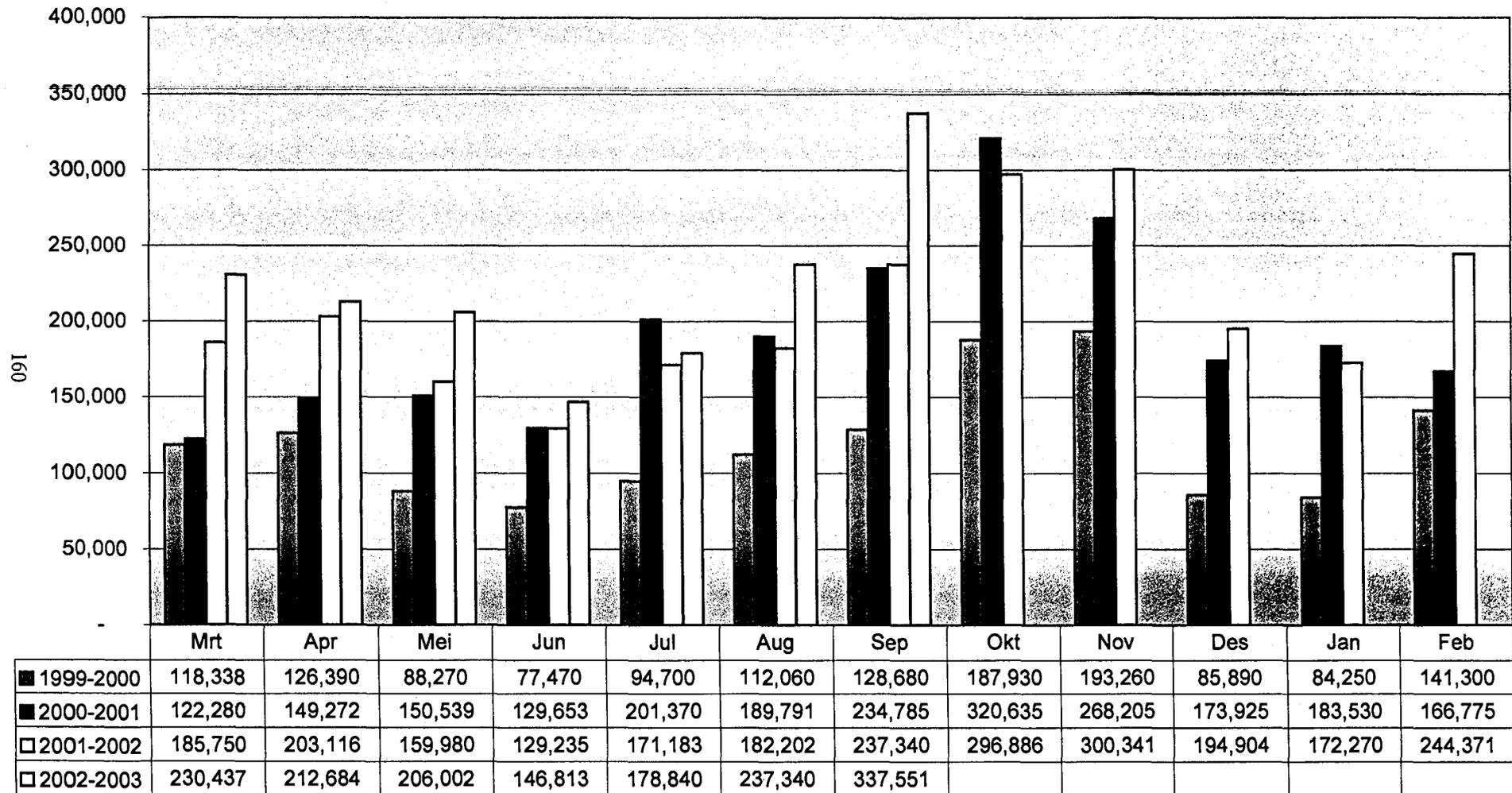
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15 Maart 2002

Die Hoof Uitvoerende Beampte
Artikel 21 Maatskappy
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VIR AANDAG: GENL GERT OPPERMAN

Geagte Generaal Opperman,

VOORGESTELDE KOSTEBERAMING – WATERBEDIGTING

Graag wil ons u bedank vir die geleentheid om toets prosedures uit te voer gedurende die afgelope 3 weke. Ons kan met sekerheid sê dat die watermigrasie probleem suksesvol geïdentifiseer is.

Ons wil ook die personeel van die Nasionale Voortrekker Monument bedank vir die behulpsaamheid tydens die toetsprosedure, in besonder Chris, Hennie en Eddie.

PROJEK IDENTIFIKASIE

Die watermigrasie patroon het die gevolg gehad dat ons 4 verskillende projekte kon identifiseer.

- **PROJEK 1:** Vlak A en B: Verteenwoordig die koepel en dak struktuur.
- **PROJEK 2:** Vlak C: Verteenwoordig die boonste loopvlak en sy-mure.
- **PROJEK 3:** Vlak D: Verteenwoordig die grondloopvlak van noord, oos en wes asook die noordaansig trappe.
- **PROJEK 4:** Vlak E: Verteenwoordig die Museum en die suidelike grondloopvlak van Vlak D.

TOETSRESULTATE

PROJEK 1

VLAK A:

Dit is duidelik dat die lood waterbedigtings proses baie suksesvol is op die horisontale vlakke. Die vertikale vlak met in besonder die keermuur aan die binnekant is ernstig ontbloom aan 'n horisontale en vertikale reënwater aanslag. Die pleisterwerk is in 'n gevorderde stadium van ernstige erosie. Ons aanbeveling is om die pleister te verwyder en nuut aan te wend. Verwys Fig 1.A.1. Dit sal nie prakties wees om die lugholte agter verweerde pleisterwerk waterdig te maak nie.

Vertikale aanslag kan gesien word onder die loopvlak van Vlak A. Verwys Fig 1.A.2., 1.A.3., 1.A.4 en 1.A.5. Let ook op die ernstige staal korrosie van 1.A.5. wat deel uitmaak van loopvlak A (die hoof koepel).

Die 4 loodgeut versamelaars het ook aansienlike lekplekke. Verwys Fig 1.A.6., 1.A.7. en 1.A.8.

Die dienstrappe skag (Fig 1.A.10.) en dak dra moontlik die grootste by tot die sigbare water penetrasie aan die noordwestelike dak area en sy-mure. Die vroeë waterbedigtings metodes is totaal verweer en dien geen nut. Verwys Fig 1.A.9.

VLAK B:

Soos met Vlak A, moet die pleisterwerk verwyder en nuut oorgedoen word. Daar is ook bewys van 'n vertikale aanslag van buite die mure (deur die graniet stene) Verwys Fig 1.B.1. Hierdie luglaag of lugholte tussen die graniet stene en betonwerk, sal moet gevul word met waterbedigtings materiaal.

Die lood waterbedigting op die loopvlak van Vlak B, ontbreek die netheid en effektiwiteit van Vlak A veral waar dit saamgevoeg is met die keermure. Die oorhoofse geuwelmure van Vlak C maak deel uit van Projek 1. Daar is bewys dat 'n horisontale sowel as vertikale reënwater aanslag teenwoordig is. Hierdie geuwels se sement voeë is tot 'n ernstige mate uitgewas en die migrasie van water is duidelik sigbaar by wyse van stalligtiete wat vorm, veral op die 4 hoeke van die hoofstruktuur. (Fig 1.B.2.) Weereens moet die luglaag wat deur erosie veroorsaak is, opgevol word met hoëdruk inspuiting van waterbedigtings materiaal.

PROJEK 2

VLAK C:

Alhoewel daar 'n reënwater sy-aanslag bestaan, is die groot probleem in hierdie projek die horisontale areas en meer spesifiek, Vlak C. Die vlekke in die kwartkoepel dakke van die hoofsaal, is afkomstig van die waterbeweging vanaf loopvlak C. Rooi holblok stene is ingebou onder die plaveisel loopvlak. Hierdie holblokke is geweldig porieus en besit die vermoë om baie water op te neem. Die lood waterbedigting is by menige plekke geskeur en dien geen doel. Waterbeweging vind plaas bo, sowel as onder hierdie lood laag. Die horisontale geute van Vlak C sal moet herbeplan word by die glas dienskamer van die hysbak. Vloedwater vind 'n weg af, in die hysbak skag. Die migrasie van water beweeg vanaf loopvlak C by die 2 hoof traskagte af. Soos reeds vermeld, is daar 'n sy-aanslag teen die graniet mure van 'n mindere aard maar wat volgens ons wel dringende aandag moet geniet, omdat die migrasie en drukking 'n uitwerking het op Vlak D van Projek 3. Die beplanning is om die sy-mure bo grondvlak te isoleer en dreineringsgate in te boor.

PROJEK 3

VLAK D:

Projek 3 sluit in Vlak D se noord, wes en oos loopvlakke asook die totale oppervlak van die noord aansig trappe. (Voor trappe) Die suidelike loopvlak, insluitende 10m van loopvlak oos en wes maak deel uit van Vlak E, Projek 4.

Hierdie loopvlak verteenwoordig seer sekerlik die grootste migrasie veldtog van reënwater in die totale struktuur van die Voortrekker Monument. 'n Loodlaag is teenwoordig, maar stuit geensins die beweging van water nie. Hierdie loodlaag is geskeur en dien geen doel. Sekere toetsgate is geboor, sommige bo die loodlaag en sommige deur die loodlaag.

Hiermee 'n opsomming van die toetsgate. Verwys Toetsgat register soos aangeheg.

- D1** : Gat 18mm x 60mm (bo die loodlaag)
D3 : Gat 18mm x 60mm (bo die loodlaag)
- T1** : Kern monster 18mm x 60mm
T2 : Gat 18mm x 540mm
T3 : Gat 18mm x 450mm

Hiermee 'n opsomming van ultraviolet kleurstof. Verwys Toetsgat register soos aangeheg.

- D1** : 22/02/2002 - 100 L swak mengsel
 24/02/2002 - 50 L sterk mengsel
 26/02/2002 - 50 L swak mengsel
 27/02/2002 - 20 L swak mengsel
- D3** : 22/02/2002 - 6 L swak mengsel

Gevolgtrekking:

- D1** : Die doel van die toetsgat was om die waterbeweging vanaf D1 te volg om sodoende die verspreiding deur die struktuur te bepaal. Die ultraviolet kleurstof het die vermoë om deur die nouste areas te beweeg sonder uitval. Onder 'n swart lig (UV) was dit moontlik om die verspreiding na sonder te volg. In sommige plekke was die migrasie tot 20m ver sigbaar – onder andere in die onderste vlak, verwys Fig 3.D.1. Hierdie 'lugholtes waardeur water migrasie plaasvind moet verseël word met waterbedigtings materiaal. Sien foto's 3.D.2, 3.D.3, 3.D.4 en 3.D.5. Daar is grootskaalse deteriorasie in die betonstruktuur onder die trap meer spesifiek die korrosie van die staalbewapening asook die erosie van die beton samestelling, verwys Fig 3.D.6.
- D3** : Na slegs 6 L (swak mengsel) ultraviolet kleurstof, aangewend bo die loodlaag, kon ons waterbeweging binne-in die dak van die onderste verdieping bespeur, asook ongeveer 3m teen die buitewand af. Sien Fig 3.D.7.

Dit is duidelik, veral uit die kern monster toetse, dat die betonstruktuur permanent deurgaande nat is. Vogmeter bepalings het in die onderste verdieping gelees vanaf 16% tot 22% vog. Onder die trappe was lesings tot en met 50% vog gemeet. Ter opsomming bevestig ons dat geeneen van die vog lesings in Projek 3 struktureel bevredigend was nie.



PROJEK 4

VLAK D & E:

Die resultate van Toetsgat T4 het ons laat besluit dat die suidelike loopvlak van Vlak D en die suidelike keermuur by die agterdeur deel moet vorm van Projek 4. Daar is waterbeweging vanaf hierdie area tot in die dak van die museum, Vlak E.

Hiermee 'n opsomming van die toetsgate. Verwys toetsgat register soos aangeheg.

- D2** : Gat 18mm x 250mm (deur die loodlaag)
- D4** : Gat 18mm x 300mm (deur die loodlaag)
- T4** : Kern monster 18mm x 400mm – graniet klip dikte 330mm / voeg tussen klip en beton 7mm / diepte in beton geboor 60mm.
- T5** : (Sien skets 6) Kern monster 18mm x 220mm (monster getrek om porieusiteit van graniet te toets)
- T6** : (Sien skets 6) Kern monster 18mm x 700mm – graniet klip dikte 330mm beton 370mm (beton het tekens van erosie)

Hiermee 'n opsomming van ultraviolet kleurstof. Verwys toetsgat register soos aangeheg.

- D2** : 22/02/2002 – 6 L swak mengsel
24/02/2002 – 10 L sterk mengsel
8 L swak mengsel (15h00)
- 25/02/2002 - 2 L sterk mengsel
- 27/02/2002 - 5 L swak mengsel
- T4** : 12/03/2002 - 20 L sterk mengsel
13/03/2002 -
- Blombak:** 11/03/2002 - 40 L sterk mengsel (gravitasie)

Gevolgtrekking:

- D2** : Beweging kon vasgestel word na die onderste vlak en buitemure na slegs 5 ure van gravitasie toediening.
- D4** : Die toetsgat het bepaal dat rooi holblok stene weereens soos op Vlak C teenwoordig is.
- T4** : Met hierdie toetsgat kan ons bepaal dat daar 'n definitiewe lugspasie bestaan tussen die granietklip en die betonstruktuur. Hierdie lugarea is die hoofdraer van water na die Museum-dak (Vlak E). Dit is interessant om te sien dat die water toegang het tot die Museum-dak 330mm weg van die rand van die huidige waterbedigting. Onder gravitasie was kleurstof aangewend by T4 en het onmiddellik versprei en uitgeloop by letterlik al die graniet stene se voeë.
- Blombak:** Na slegs 30min gravitasie toediening van ultraviolet kleurstof (sien Fig 4.E.1. en Fig 4.E.4.), was die beweging van water duidelik sigbaar teen die dak van die museum (sien Fig 4.E.3.) en teen die muur (sien Fig 4.E.2.)

Alhoewel die waterbedigting van die dak van Vlak E volgens ons suksesvol gedoen is, was die beweging van water nie bepaal nie. Die lekkasies teen die dak aan die binnekant stem nie noodwendig ooreen met 'n moontlike lekplek direk bo dit nie. Die doel van ons tydsame toetse is juis om die bewegings patroon van die migrerende water te bepaal voordat remediële beplanning kan begin. Vogtoetse se gemiddelde lesing was 22% vog.



VOORGESTELDE BEPLANNING

Dit sal werklik moeilik wees vir ons om te besluit watter projek voorkeur moet geniet. Die Raad mag moontlik meer estetiese waarde bepaal aan een projek, as aan 'n ander. As waterbedigting spesialiste, verkies ons om na wesenlike strukturele risiko's te kyk, dit te isoleer en die super struktuur te beveilig en droog te lê.

Ons voorstel is as volg:

1. Projek 4
2. Projek 3
3. Projek 1
4. Projek 2

TYD VERBONDE

Alhoewel die proses van waterbedigting beteken dat daar geen ekskavasië plaasvind nie, dit nogtans tydsaam mag wees. Die waterbedigtings proses gaan deurentyd gepaard met toetsing om kleiner migrasie roetes te identifiseer en te seël. Daar sal geen of weinig ontwrigting vir uself asook Monument besoekers wees nie. Die aanwendings proses is stil met baie lae geraasvlakke.

Na elke area behandel, word daar deurentyd getoets om te verseker dat die resultate suksesvol was. Dit is belangrik dat dit duidelik moet wees dat ons die water ingres summier afsluit, maar dat die drogingsproses van die huidige nat struktuur tydsaam sal wees. Geen onmiddellike estetiese reparasies (pleister, verf, gunnite, ens) moet oorweeg word voordat die natuurlike drogingsproses voltooi is nie.

Die beoogde reparasie periode per projek sal ongeveer 15 werksdae beslaan.

TOETS INLIGTING

U word hiermee in kennis gestel dat alle inligting, en meer spesifiek die toetsinligting vervat in hierdie dokument, vertroulik is en aan geen ander party geopenbaar mag word nie.

Indien u enige van die inligting sonder skriftelike toestemming van Hennie Breedt Konstruksie sou bekend maak, sal u aanspreeklik gehou word vir alle toetskoste aangegaan deur ons.

TERME

Betaling moet geskied binne 30 dae na datum waarop faktuur gelewer word. Indien u binne 15 dae na datum waarop die faktuur gelewer is betaal, sal 'n 2% korting toegestaan word.

Neem ook kennis dat indien die bedrag nie ten volle vereffen word binne 30 dae na datum waarop faktuur gelewer is nie, u aanspreeklik gehou sal word vir 2% rente bereken op 'n maandelikse basis op uitstaande balans geld wat deur u verskuldig is.



KOSTEBERAMING

PROJEK 1:	R 674 000.00
PROJEK 2:	R 826 000.00
PROJEK 3:	R 845 000.00
PROJEK 4:	R 853 000.00

Neem asseblief kennis dat 14% BTW *uitgesluit* is.

REKLAME

Die Voortrekker Monument is onbetwisbaar die verwesenliking van die Afrikanerdom waarop ons almal trots is. Onder normale omstandighede sou dit net nog 'n werkstuk gewees het, maar die spesifieke projek lê ons na aan die hart. Dit sal met trots wees dat ons graag die projek na voltooiing, mag adverteer.

ALGEMEEN

Verwys Scem66 Addendum. Hierdie is 'n oorsig van ons produk, die aanwending daarvan en vorige projek studies.

Hierdie kwotasie is geldig vir slegs **30 dae**.

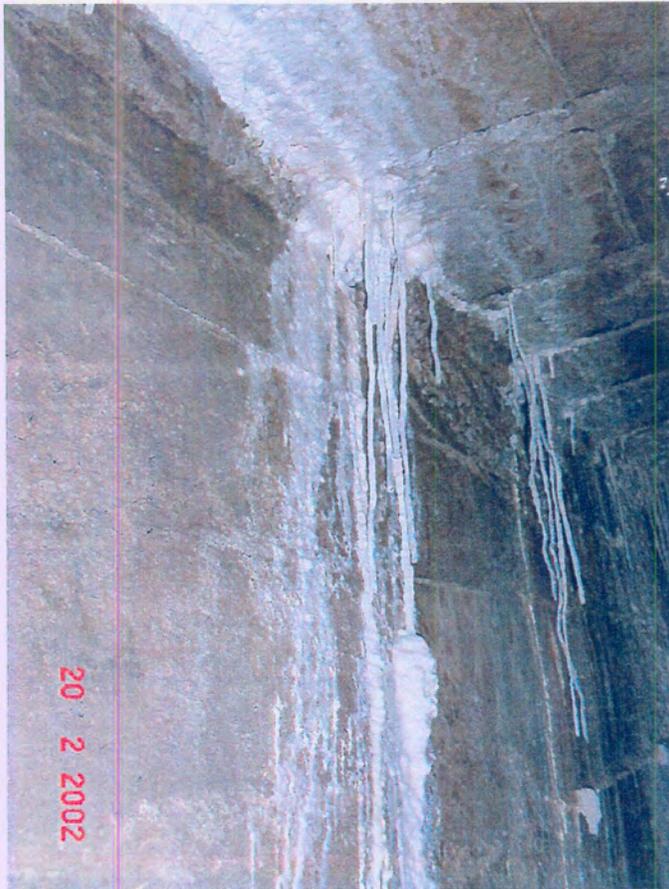
Ons vertrou dat u die bogenoemde in orde vind.

Die uwe



HENNIE BREEDT

kk: Chris Conradie





BEDRYFSBEGROTING 2002 / 2003

(Soos goedgekeur deur Direksie op 20 Februarie 2002 en daarna finaal aangepas nav werklike syfers van 2001 / 2002)

Beskrywing	Begroot 2001 / 02	Werklik 2001 / 02	Begroting 2002 / 03
INKOMSTE			
Huurgeld ontvang			
Restaurant	94,500	97,611	101,333
Kiosk	75,640	57,298	60,885
Winkel en inligtingskantoor	110,000	116,719	123,900
Tantieme	-	-	12,360
Kapel		6,000	28,500
Amfiteater	100,000	86,008	110,000
Schanskop winkel	8,500	9,772	6,060
Schanskop amfiteater	35,000	20,768	20,000
Schanskop konferensielokaal	20,000	12,903	5,000
Schanskop lapa	15,000	6,232	10,000
De Kroon-onthaallokaal	30,000	18,132	37,800
Diverse Inkomste	40,000	54,193	55,000
Kunsmark	-	3,375	-
Kunsgalery	5,000	1,884	3,500
Rapportryers	500	482	900
Perdryklub	24,000	33,158	34,737
Vodacom kontrak	27,500	47,797	67,335
Mwan Wireless		3,508	20,351
Toegangsgeld(BTW uitgesluit)	2,100,000	2,173,547	2,400,000
Bruto wins uit verkope	200,000	166,432	150,000
Fondsinsamelings			
Skenkings	50,000	83,036	250,000

Vriende van die VTM	100,000	113,628	130,000
Historiese Vereniging	-	395	1,000
Navorsing argief	-	-	2,000
Staatssubsidie	425,000	425,000	425,000
Rente en dividende			
SANLAM	150,000	80,043	-
Liberty	120,000	97,718	140,405
ABSA lopend	10,000	1,825	2,000
Spesiale spaar en vaste dep	-	7,851	8,000
Kommissie en kortings	-		
Begrote inkomste	3,740,640	3,725,315	4,206,066
Begrote uitgawes	3,933,644	4,137,325	4,362,057
Surplus/Tekort	-193,004	-412,010	-155,991
Waardevermindering	-164,052	-164,052	-200,000
Minus/Plus Kapitaaldelging	231,000	231,500	230,000
Aanwending van reserwes	220,896	220,896	127,170
Oorskot/Tekort	94,840	-123,666	1,179

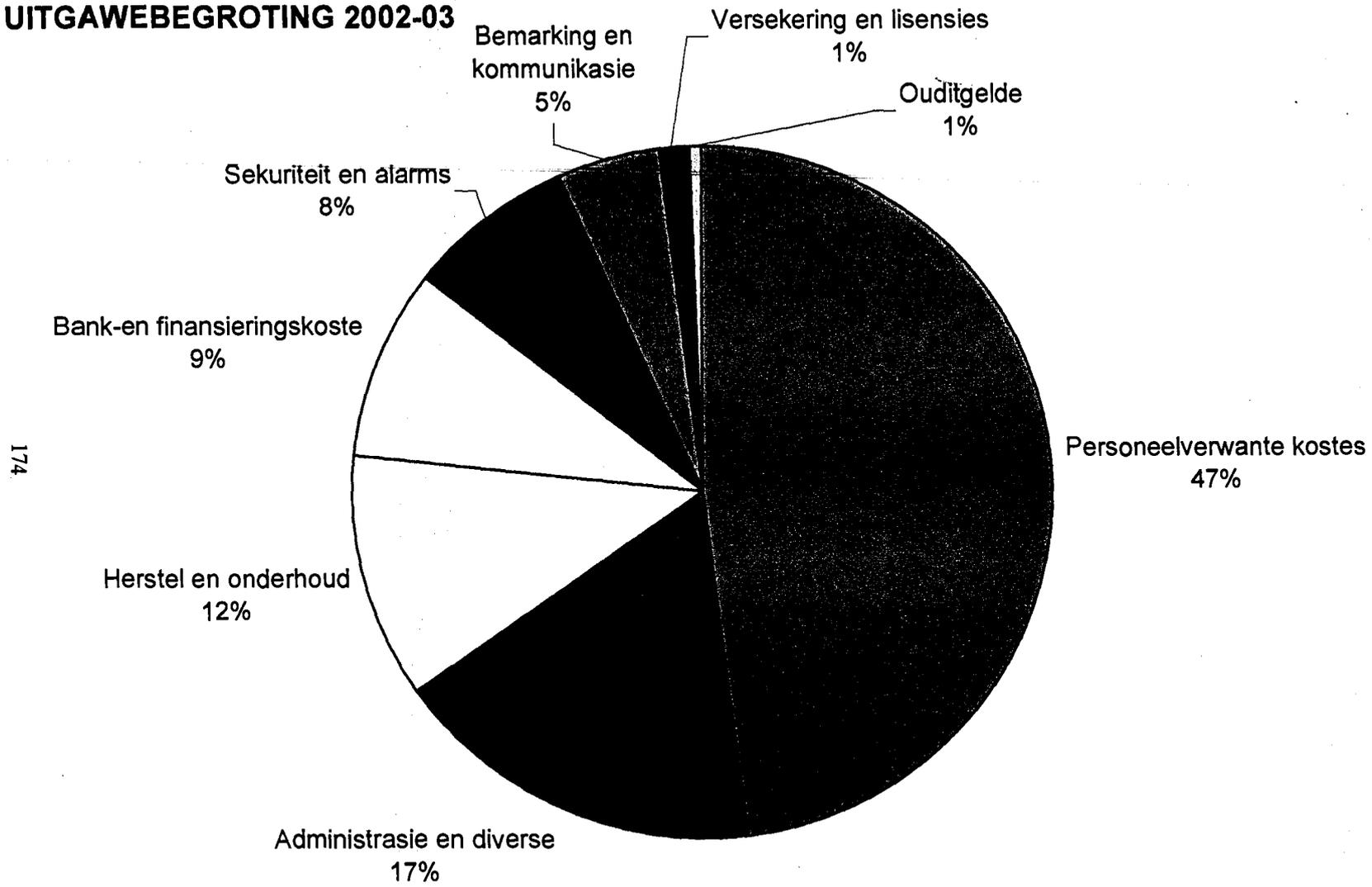
UITGAWES			
Beskrywing	Begroot 2001 / 02	Werklik 2001 / 2002	Begroting 2002 / 03
Administrasie en diverse			

Posgeld	6,000	4,515	4,500	
Skryfbehoeftes en drukwerk	55,000	32,341	32,500	
Water, ligte en riolering	400,000	476,447	492,000	
Vervoer: bedryfskoste	40,000	54,387	44,000	
Grondbelasting	45,000	17,451	18,809	
Rekenaarhuur	3,200	2,940	900	
Opgradering van sagteware	5,000	2,647	5,000	
Noodhulpkas	400	400	400	
Telefoon	60,000	82,335	90,000	
Selfoonkoste	3,600	300	3,600	
Donasies en geskenke	500	100	500	
Reis en verblyfkoste	5,000	5,684	10,000	
Hesstel en onderhoud				
Algemeen	3,500	21,943	20,000	
Tuine	5,000	12,926	5,000	
Elektries	80,000	72,369	20,000	
Geboue	30,000	43,605	25,000	
Toerusting	8,000	23,361	15,000	
Omheining	2,000	2,325	500	
Parkeerterreine en paaie	2,000	2,200	4,000	
Lugversorgers	12,000	8,433	13,920	
Kennisgewingborde	2,000	2,327	2,000	
Tuindienste/Skoonmaakkoste	-	-	350,232	
Skoonmaakmiddels	30,000	63,588	-	
Hysbakke	6,000	20,589	15,000	
Uitstallings	5,000	6,415	5,000	
Waterdigting algemeen	5,000	-	1,000	
Natuurbewaring	-	146	750	
Sekuriteit en alarms				
Bates in transit	50,000	18,718	16,000	Per kontrak
Sekuriteitswagte	-	-	295,452	Per kontrak
Monitering per Radio	-	-	5,368	Per kontrak
Gewapende Reaksie	-	-	1,560	Per kontrak
Brandblussers en -alarms	6,000	500	4,000	

Diefalarms	6,000	4,258	-	Per kontrak
Bank- en finansieringskoste				
Bankkoste	30,000	45,187	44,400	
Finansieringskoste	450,000	382,933	325,000	
Kapitaaldeiging	231,000	231,500	230,000	
Ouditgelde				
Rekenkundige werk	30,000	10,252	25,000	
Sekretariële dienste	500	2,050	500	
Bemaking en Kommunikasie				
Verversings en onthaal	20,000	29,095	25,000	
Advertensies	30,000	56,512	60,000	
Algemene bemaking	50,000	79,346	70,000	
Konserte (konsult en tegnies)	140,000	40,562	10,000	
Opvoedkundige programme	20,000	11,400	10,000	
Ledegelde van organisasies	3,000	6,872	6,000	
Publikasies	-	-	8,000	
Personeelverwante uitgawes				
Salarisse (Basies+13'e tjek)	929,712	976,257	1,084,602	
Lone (Basies+13'e tjek)	574,400	627,137	407,071	
Algemene voorsienings				
Tydlike werkers	88,000	86,911	75,000	
Langdienserkenning	-	-	-	
Skeidingspakket	-	32,741	-	
Beskermende kleredrag	7,200	9,804	7,500	
Regskoste	5,000	-	2,000	
Diverse ondersoeke	10,000	15,252	7,500	
Diverse toelaes				
Motortoelaes	98,004	98,004	98,004	
Telefoontoelaes	16,800	16,800	16,800	

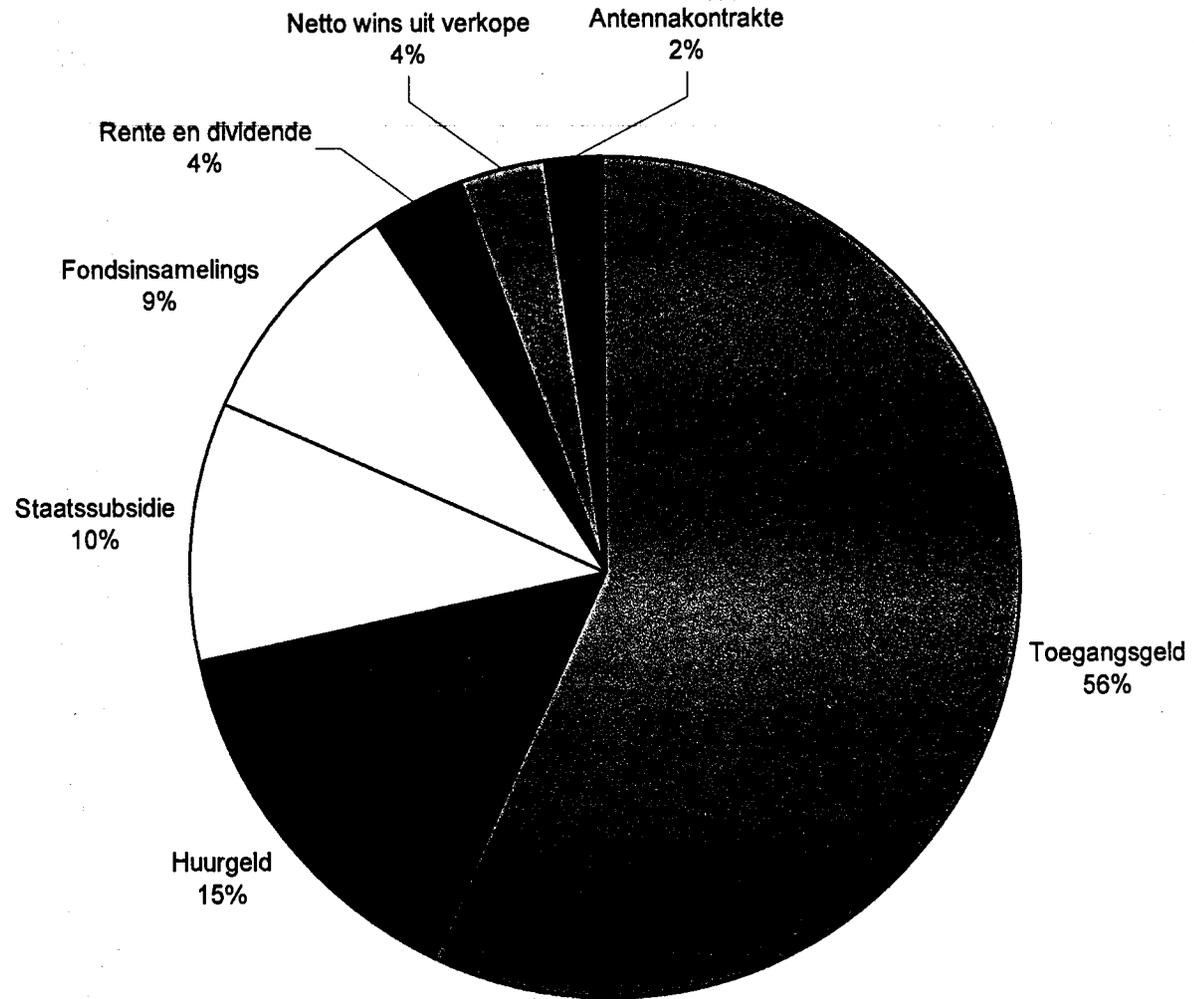
Onthaaltoelaes	7,500	7,488	7,492	
Rekenaartoelaes	15,804	15,804	15,804	
Vervoertoelae Arbeiders	8,000	7,960	4,800	
Oortydvergoeding	35,000	85,488	40,000	
Spesiale NPD toelaes	-	-	2,000	Ingestel vir drywers en toesighouers
Mediesefondstoelaag	-	7,704	7,704	
Mediesefondsbydraes	18,924	9,760	10,786	
Vaardigheidsontw bydrae	10,000	17,224	15,000	
Werkloosheidsversekering	9,000	13,270	9,573	
Pensioenfondsbydraes	165,000	179,997	162,840	
Vergoedingskommissaris	2,600	2,849	3,190	
Kursusse en seminare	5,000	9,572	7,500	
Kommissie op fondswerwing	-	400	-	
Bonusvoorsiening	-	-3,527	-	Oorvoorsienings vorige jaar
Verlofvoorsiening	-	-17,311	-	Oorvoorsienings vorige jaar
Versekering en lisensies				
Voertuiglisensies & VIP	2,000	2,377	3,000	
Versekering	40,000	34,659	50,000	
Musiekregte	-	4,435	2,500	
Totaal	3,933,644	4,137,325	4,362,057	
(Waardevermindering reeds voorsien, maar word eers by jaareinde bereken)				
Motorvrte en implem @ 20%		Grassnyers @ 20%		
Meubels/toerusting @ 20@		Rekenaars @ 33 1/3 %		

UITGAWEBEGROTING 2002-03



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INKOMSTEBEGROTING 2002-03



(Prioriteit 2-4 kan slegs aangepak word as addisionele fondse daarvoor uit ander bronne bekom kan word).

PRIORITEIT 1 (NOODSAAKLIKE, GROOT INSTANDHOUDINGSPROJEKTE)

	Aanvanklik begroot	Reeds verbind	Nog benodig		
1	Herstel van koepel by Vlam van Herinnering en verf van geaffekteerde gedeeltes van Senotaafsaa.	25,000	-	-	Lyk baie onooglik en doen afbreuk aan waardigheid van geleenthede (weens voortgesette waterindringing nie nou kostedoeltreffend nie)
2	Noodherstel van waterdigting van VTM				
	a. Aanbring van geute in aktiwiteitsarea	6,500	-	-	Bakgeutininstallasie, vensters waterdig
	b. Suidwestelike hoek van Senotaafsaa	12,000	-	-	Staan oor vanaf 2001/2002
	c. Herstel werk op boonste uitsigvlak	18,000	-	-	Staan oor vanaf 2001/2002
					(weens voortgesette waterindringing nie nou kostedoeltreffend nie)
3	Outomatisering van pomp en vervanging van waterpype na Schanskop	65,000	10,452	54,548	Kan nie langer uitgestel word nie (installasie van meters en afsluitkrane reeds gedoen)
4	Herinstalleer gasbrandblusapparaat in kunsgalery	12,000	-	12,000	Staan oor van kantooromskeppingsprojek. Kontraktuele verpligting
5	Opgradering van kragtoevoer na Schanskop	10,000	-	-	Stadsraad verleen hulp maar VTM moet self sekere aspekte hanteer (die projek is reeds in Febr2002 afgehandel)
6	Beveiliging en waterdigting van hoofekhuisie	5,000	-	1,000	Sekerheidsbedreiging noodsaak dringende versterkings
7	Tweejaarlikse onderhoud van teerblad op die verhoog van Die Amfi	5,000	-	5,000	Kontraktuele verpligting
8	Opknapping van res van VTM-buitedeure	4,500	-	1,200	Deure by hooftrappe reeds opgeknop (werk sal self gedoen word)
9	Herstel leiklip van trappe voor VTM	2,500	-	2,500	Leiklip is besig om op te breek
10	Voltooi mangate by Die Amfi en vir telefoonkabels	1,500		1,500	Afhandeling van lopende projek
11	Beveiliging van elektriese verbindings binne Walaer	10,000		7,400	Afhandeling van lopende projek nav infrastruktuuroudit wat gedoen is
12	Diverse herstelwerk aan restaurant	10,000	-	-	
13	Versterking van veehek by hoofingang	5,000		350	Verdere werk sal self gedoen word
14	Verbeteringe by piekniekarea				
14.1	Aanlê van 10 x jukskeibane op piekniekterrein	-		2,500	Was vroeër deel van prioriteit #2
14.2	Lewende museum	-			R20 000 uit ander bronne bekom
15	Nuwe navorsingsentrum:				
15.1	Eie bydrae tot aantrede van nuwe navorsingsentrum			42,000	Was vroeër deel van prioriteit #2
15.2	Verskuiwind, opknapping en herinstallasie van				

15	Nuwe navorsingsentrum:				
15.1	Eie bydrae tot aantrede van nuwe navorsingsentrum			42,000	Was vroeër deel van prioriteit #2
15.2	Verskuiwing, opknapping en herinstallasie van kunswerke			17,500	Ander organisasies al versoek word om hiermee te help
16	Verkry gebruiksmagtiging aan hand van opgedateerde makro-plan en OIS, indien benodig			24,000	Was vroeër deel van prioriteit #2
17	Trekker			28,000	Vervang VTM-trekker, herstel bestaande trekker en vervang B-revier
18	Gereedskap & Boutoerusting			8,200	Was vroeër deel van prioriteit #2
	Sub-totaal	202,000	10,452	207,698	
KAPITAAL REEDS UITBETAAL NIE VOOR BEGROOT					
19	Rekenaars ens			4,090	
20	Veiligheidshek (kantore)			860	
21	Kluis			5,153	
22	Kateder			3,000	
	Subtotaal			13,103	
	Totaal Kapitalebegroting soos aangepas 27/5/2002	192,000		231,253	
	Tekort op begroting			39,253	Sal aangevul moet word
23	Boskamp (Fase 1)	100,000		100,000	VT's moet nog R200 000 bydra. Sal begin sodra magtigings bekom is
	Sub-totaal			100,000	

PRIORITEIT 3 (AANKOOP VAN LOS BATES)

24	Meubels en toebehore vir Boskamp	100,000		100,000	Sluit in beddens, matrasse, beddegoed, kombuisbenodighede, yskaste ens
	Sub-totaal			100,000	
	Totaal sover			431,253	

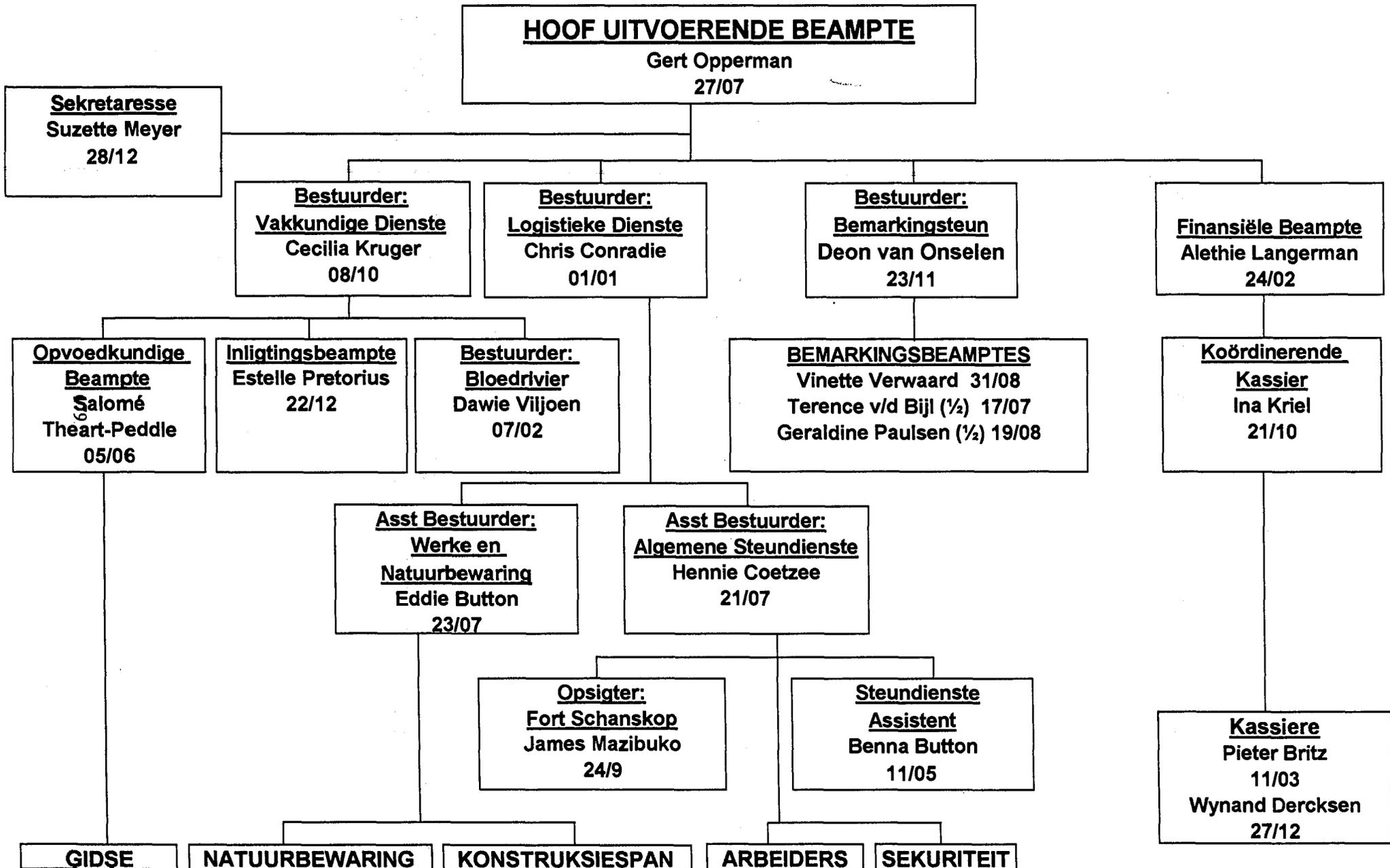
PRIORITEIT 4 (DIVERSE ANDER PROJEKTE)
 (Nie noodwendig in volgorde van belangrikheid nie)

PRIORITEIT 4

25	Omskepping van garage en afdakke in addisionele slaapkwartiere en store	9,000			
26	Aanlê van inheemse tuin by kapél	10,000			Behels Fase 2 van kapélprojek, sluit voltooiing van plaveiselpad in
27	Bou van motorafdakke vir personeel	10,000			Geld kan mettertyd deur verhuring verhaal word
28	Aanbring van toposfeer en panoramiese uitsigpunte	15,000			
29	Opgradering van stormwater- en rioolafvoer vanaf Die Amfi	15,000			Staan oor vanaf 2001/2002

28	Aanbring van toposfeer en panoramiese uitsigpunte	15,000		
29	Opgradering van stormwater- en rioolafvoer vanaf Die Amfi	15,000		Staan oor vanaf 2001/2002
30	Aanbou van werksdepot en store	15,000		Om behoorlike beheer oor uitrusting en gereedskap te kan verseker.
31	Aanbring van addisionele pad- en terreinaanwysingsborde	10,000		Sal gepoog word om owerheidshulp te bekom mbt meer sulke borde langs hooftoegangsweë
32	Vervanging van ligte om Die Amfi se sitplekarea met enkelmas en meer ekonomiese ligte	25,000		Huidige opset baie oud, oneffektief en onbetroubaar
33	Verskuiwing van heining en opgradering van hek aan Noordekant van die terrein (Jan Smutsweg)	35,000		Is noodsaaklik met oog op groter benutting van Die Amfi
34	Vervanging van 1 x bakkie	50,000		Huidige voertuie is in baie swak toestand
35	Aankoop van wild en natuurbewaring algemeen	50,000		Sal intussen maksimaal gebruik maak van ruiltransaksies en hulp deur goedgesinde organisasies
36	Installering van geslote kringbaan TV in VTM museum en maontlik kunsgalery, plus aanbring van valhek by hoofhekuitgang	60,000		Slegs tentatiewe bedrag. Spesifikasies word opgestel en tenders sal ingewin word.
37	Bou van toilette en storte op pieknierterrein	75,000		Groter benutting van pieknierterrein vir sportdoeleindes noodsaak dit
38	Algemene terreinontwikkeling, insluitende nuwe suiping met uitsigpunte, nuwe stortingsplek en ook boorgat	100,000		
39	Aanbou van Kultuursentrum	2,250,000		Indien Erfenisstigting op VTM gebaseer word. Addisionele fasiliteite vir argiewe, biblioteek, inligtingsentrum, asook klimaatbeheerde stoor- en uitstalruimte dringend noodsaaklik (Vraag: Behoort dit nie deur oorkoepelende stigting onderneem te word nie?)
40	Waterdigting van VTM	3,400,000		
	Sub-totaal			6,129,000
	Groototaal			6,560,253

ORGANIGRAM VAN DIE BESTUUR VAN DIE VOORTREKKERMONUMENT EN NATUURRESERVAAT



(Van krag miv 01 Oktober 2002)

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VII PERSONAL INFORMATION

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- DE WET, Mr. H.C., Managing Director, Federasie van Afrikaanse Kultuurvereniginge, Lynnwood Ridge. 2002-03-09.
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- VAN ONSELEN, Mr D., Manager, marketing, Voortrekker Monument Heritage Site, 2002-10-28.
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- WELCHMAN, Mr. B., Consultant, Bruce Welchman & Associates, Project & cost engineering managers, P.O. Box 902, Walkerville. 2001-10-22.
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2. WRITTEN INFORMATION

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VIII MISCELLANEOUS

**SOUTH AFRICAN CULTURAL HISTORY SOCIETY.
Attendance of conferences, regional and national.**