

**A MANAGEMENT PLAN OF THABA BOSIU NATIONAL MONUMENT IN
LESOTHO**

by

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ABSTRACT

Heritage places are valuable, scarce and non-renewable. If they were not truly valuable to society or if they were infinitely available and renewable, management for their conservation would be unimportant or unnecessary. Once a decision has been reached to protect a heritage site, it is important to draw up a management plan for the site to make it easy to conserve the place and to present it to the public. This management plan of Thaba Bosiu as a national heritage resource in Lesotho is compiled as a requirement for Masters Thesis. Thaba Bosiu known as the shrine of Basotho is where Moshoeshe I found his nation after moving there in around 1824. This document will contribute towards the effectiveness and efficiency of managing the site thus it would seek to advice and influence the management of Thaba Bosiu in line with its objective.

In heritage practices like in other professions there are concepts used to describe the processes, it is therefore in chapter one where the introduction of the document as well as definition of concepts is being dealt with.

Chapter two deals with the background information about Thaba Bosiu as a heritage site as well as its description. The values attributed to Thaba Bosiu were also discussed here and the statement of significance which helps to indicate why a place is important and why it should be protected. . Chapter three covers legal framework that is applicable to protection of heritage in Lesotho inclusive of Thaba Bosiu heritage site.

Chapter four deals with heritage management; this is where issues such as the strategic planning, site presentation, marketing, community involvement, visitor management and conservation of the place are discussed. In chapter five looking at the issues discussed in chapter four one focused on Thaba Bosiu heritage site to see how it is being affected by them. These issues are analyzed through the use of SWOT analysis where strengths, weakness, opportunities and threats facing the site are being dealt with. This approach is followed by the development of the action plan which then shows a way of how the threats



can be addressed through different institutions taking into consideration the opportunities and the strengths that the site has.

ABSTRAK

Erfenisterreine is waardevol, skaars en nie hernubaar nie. As hulle geen waarde vir die gemeenskap gehad het nie en altyd beskikbaar en hernubaar was, sou die bestuur vir hulle voortbestaan onnodig en onbelangrik gewees het. Wanneer daar besluit word om 'n erfenisterrein te bewaar, is dit belangrik om 'n bestuursplan vir die terrein op te stel om dit maklik te maak om dit te bewaar en dit vir die publiek aan te bied. Hierdie bestuursplan vir Thaba Bosiu as 'n nasionale erfenishulpbron in Lesotho is saamgestel as 'n vereiste vir 'n meestersgraad verhandeling. Thaba Bosiu is bekend as die aanbiddingsplek van die Basotho. Dit is waar Moshoeshoe I sy volk gestig het nadat hy in 1824 daarheen getrek het. Hierdie dokument sal tot die effektiwiteit en bedrewenheid van die bestuur van die terrein bydrae en strewende daarom om die bestuur van Thaba Bosiu in ooreenstemming met sy doelwitte, te adviseer.

Soos in ander beroepe is daar konsepte in die bewaringspraktyk wat gebruik word om prosesse te beskryf. In hoofstuk een word die inleiding asook die definisies van hierdie konsepte behandel.

In hoofstuk twee word agtergrond inligting oor Thaba Bosiu as 'n erfenisterrein gegee en die terrein word beskryf. Die waardes wat aan Thaba Bosiu geheg word en die kulturele betekenis wat die belangrikheid van die plek aandui en dus die rede vir sy bewaring is, word ook hier bespreek. Hoofstuk drie dek die regsaspekte wat op die bewaring van erfenis in Lesotho (insluitende Thaba Bosiu) van toepassing is.

In hoofstuk vier word erfenisbewaring aangespreek: aspekte soos strategiese beplanning, terrein aanbidding, bemaking, gemeenskapsbetrokkeheid, besoekerbestuur en die bewaring van die plek word hier bespreek. Hoofstuk vyf kyk in meer diepte na Thaba Bosiu en hoe die aspekte wat in hoofstuk vier bespreek is, daardeur geraak word. Hierdie aspekte word d.m.v. 'n SWOT analise bestudeer waar daar na die sterkpunte, swakpunte, geleenthede en bedreigings gekyk word wat die terrein in die gesig staar. Dit word deur



Abbreviations

DCS	District Council Secretary
DDCC	District Development Coordination Committee
LTDC	Lesotho Tourism Development Cooperation
MTEC	Ministry of Tourism Environment and Culture
NES	National Environment Secretariat (Department of Environment)



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CHAPTER 1

INTRODUCTION

1.1 EVALUATION OF KEY TEXTS USED

From the literature, it has been discovered that cultural resource management has been discussed in countries such as Australia, Canada, UK, and USA and in most cases by the archaeologists. It has been found that more research still needs to be done by the heritage managers in Africa. The key texts that have been used for this research are as follows:

Management guidelines for World Heritage Sites by B.M Feilden and J. Jokelehto published in 1998. This book is a very important as it states management guidelines for preserving and protecting the cultural heritage sites. It highlights the management issues which have to be taken into consideration when a site is protected such as conservation of the site; management assessment in terms of visitors needs, site presentation and interpretation, and visitor management. It also focuses on the conventions that need to be understood and implemented when the site is protected. And also it points out on the necessary steps to be taken in order to develop a management plan for the heritage site.

Visitor management: case studies from World Heritage Sites edited by M. Shackley. This book deals with issues pertaining to problems involved with the management of the cultural heritage sites through looking at the case studies from different countries. The book focuses on the visitor management through tackling issues such as guides and interpretation with inclusion of site presentation, the economic impact of the site discussion, the accessibility of the site by transport taking into consideration the vulnerability of the site, the preservation of the sensitive landscape as well as the impact that the visitors have on the site, both the negatively and positively. This book is a good source in the study of cultural resource management.

The book edited by G. Ashworth and P. Howard titled *European heritage planning and management* is also a good or an important source for cultural resource management study. It brings forth issues on heritage. The book provides information on the nature and

scope of heritage, its relationship to history and culture, as well as its political, social and economic uses in contemporary society. Although the book is about the European heritage it has been found to be useful and applicable to all countries in the world. The book gives information among others, on the reasons why heritage is conserved, and the different sectors involved in the conservation of heritage are also highlighted.

Heritage management in Australia and New Zealand: the human dimension edited by C.M. Hall and S. McArthur. The second edition is also a very important source as it focuses on the interests, values and needs of those who want heritage to be conserved. The book gives emphasis on the strategic planning and evaluation as a tool for managing heritage. It also gives details on visitor management practices, interpretation, marketing, visitor monitoring, community involvement, tourism as well as heritage management and also gives a wide range of case studies which include among others indigenous perspective on heritage management. It has been indicated by Hall and McArthur that heritage management requires strategic planning which can identify issues and determine appropriate management responses. The book also points out the importance of community involvement and indicates that they must be considered on an ongoing basis rather than just in the preparation of a management plan, hence their inclusion be reflected in organizational structures and cultures.

McManamon and Hatton in *Cultural Resource Management in contemporary society: perspectives on managing and presenting the past* have pointed out that effective cultural resource management must be supported by a national systems which include those laws, regulations, guidelines and government programs related to legal mandates for the identification, evaluation, inventory and treatment of archaeological and other kinds of cultural resource.

There are invaluable Southern African researches that have been undertaken in cultural resource management and one of them is that one done by C. Kruger in 2002 titled *Heritage resource management in South Africa: a case study of the Voortrekker monument heritage site, Pretoria*. It gives information on the cultural resource management in South

Africa in relation to the developments in this sphere on an international level and also highlights among other things the legal frameworks that protect heritage in South Africa.

In cultural resource management there are different concepts that are used such as tangible and intangible heritage concepts which are believed to be inseparable. This has been confirmed by the study done by Harriet Deacon in 2005 titled; *The Subtle Power of Intangible heritage: legal and financial instruments for safeguarding intangibles*. She indicated that although tangible heritage always has intangible significance, the concept of intangible heritage can provide an important corrective to the focus on heritage places and objects. The intangible heritage consists of the oral traditions, memories, languages, traditional performing arts or rituals, knowledge systems, values and know-how that we want to safeguard and pass on to future generations.. She further indicated that there is no reason why national governments should not seek to safeguard tangible and intangible heritage in the same instrument, and to search for a holistic definition of heritage.

Other important documents on heritage information that one used for this study include Charters and Conventions such as the Burra Charter. One can also highlight the Convention Concerning the Protection of the World Cultural and Natural Heritage also known as the 1972 Convention in which Lesotho is a signatory since 2004. It is items in the Convention such as Article 5 and many others that informed and inspired one to undertake this research.

It is of course important to also highlight that the use of books such as *Survival in two worlds: Moshoeshe of Lesotho, 1786-1870* by L. Thompson cannot be underestimated as they give information on the historical background of Moshoeshe I. This book as it is indicated, is about the biography of Moshoeshe I and without it and many other which are about the history of Moshoeshe it would be difficult to know about him and the importance of Thaba Bosiu as a site where he founded the Basotho nation.

There are many other texts which have been used in this research which are also of great high importance and they also need not be underestimated.



1.2 CONCEPTS DEFINED

Cultural landscapes

A cultural landscape is a geographic area that includes cultural and natural resources associated with an historic event, activity, person, or group of people. They can range from thousands of acres of rural land to homesteads with small front yards. They can be man-made expressions of visual and spatial relationships that include grand estates, farmlands, public gardens and parks, college campuses, cemeteries, scenic highways, and industrial sites. Cultural landscapes are works of art, texts and narratives of cultures, and expressions of regional identity. They also exist in relationship to their ecological contexts.¹

Cultural resource management

CRM is concerned with the identification and evaluation of archaeological sites which have been protected from disturbance or destruction and the investigation of those that cannot be saved, the conservation and selective investigation of prehistoric and historic remains; specifically, the development of ways and means which include legislation to safeguard the past.²

Cultural resource management plan

This is an operational guide for managers, at all levels. This plan is often defined as administrative direction or as the control of the elements that make up the physical and social environment of a site, its physical conditions, land use, human visitors and interpretation. Management of a heritage site might be aimed at preservation or if necessary at minimizing damage or destruction.³

Cultural significance

It means aesthetic, historic, scientific or social value for past, present and future generations⁴.

Heritage

Heritage is an important concept in contemporary society. However, the very notion of heritage is value laden. Heritage is a network of interrelated elements- tangible and

¹ www.tclf.org/whatis.htm

² W. Ashmore and R.J. Sharer, *Discovering our past: a brief introduction to archaeology*, p. 19, 216.

³ J. Deacon and S. Sullivan (eds) *Rock art management training manual*, p.7.

⁴ www.icomos.org/australia/burracharter.html

intangible, natural and cultural (human), personal and collective. Heritage managers therefore need to recognize the values and interests which do not only affect what is identified as heritage, but which also influence the manner in which it is managed.⁵

Heritage Resources

Heritage resource means any place or object of cultural significance⁶.

Monument

Architectural works, works of monumental sculpture and painting, elements or 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.⁷

Site

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 point of view.⁸

CHAPTER 2

THABA BOSIU HERITAGE SITE

2.1 Historical Background

⁵ C. Michael Hall and S. McArthur,(eds.), *Heritage Management in Australia and New Zealand: the Human Dimension (2nd ed)*, p. 297.

⁶ Draft Lesotho Heritage Bill 2006, p.4.

⁷ B. M. Feilden and J. Jokilehto, *Management Guidelines for World Cultural Heritage Sites*, p. 13.

⁸ *ibid.*, p. 13.

Thaba Bosiu formerly known as Qiloane, became famous because this is where the Basotho nation was founded by Moshoeshoe I. Moshoeshoe was born in about 1786, during the era of Mohlomi, at Menkhoaneng in the northern part of present-day Lesotho. He was the first son of Mokhachane, a minor chief of the BaMokoteli branch of the Koena clan. Moshoeshoe was known at that time by the name Lepoqo. According to his own testimony, the name Lepoqo meant that he was born at the time of a domestic dispute.⁹

Lepoqo underwent initiation process and as a result his name changed. It is indicated that he performed very well at the initiation lodge, henceforth, he would no longer be known by his childhood name, because he had left the ways of childhood behind him. He was then a new person with growing understanding of an adult and its responsibilities. As a reflection of his vigorous character, he became known as Letlama (Binder) while others called him Tlaputle (The Busy One).¹⁰

Moshoeshoe's first exploit was to capture the cattle of a neighbouring chief called RaMonaheng, and it was on this occasion that he gave himself the name by which he became most widely known with, Moshoeshoe, 'The Shaver', for he said he had shaved off RaMonaheng's beard, i.e., he had swept off RaMonaheng's cattle. The name itself was onomatopoeic as it reflects the sound 'shoe shoe' representing the sound made by a razor while shaving.¹¹

Moshoeshoe was not born a chief. This is supported by Sanders as he indicated that Mokhachane, Moshoeshoe's father, was merely the leading chief of the BaMokoteli, a very small and junior branch of the Koena.¹² He however achieved the status as he grew up with his fellow men. According to tradition, the overly ambitious Letlama had dreams of becoming a great chief despite his very humble origins. Overcome at times by a terrible temper, he had even killed five young men for refusing to show him the "proper respect". As a result, his father and grandfather took him to Mohlomi, the famous chief, diviner and

⁹ S. J. Gill, *A short History of Lesotho*, p .63.

¹⁰ Ibid, p.63.

¹¹ P. Sanders, *Moshoeshoe Chief of the Sotho*, p.12.

¹² P.Sanders, *Moshoeshoe Chief of the Sotho*, p.5.

healer, who instructed him in the ways of peace and just government.¹³ It can therefore be pointed that the meeting of Mohlomi and Letlama as he was known in those days, brought about his ambition to become a chief, for it is indicated that lengthy discussions and instruction brought more stability and depth to the character of Letlama. He learned how to channel his over-powering ambitions, and began to see that neither charms nor violence can bring lasting power, but rather, the wisdom and goodness of the heart are the source of true power.¹⁴

Mohlomi urged Moshoeshe to deal justly with all; especially the poor, to be generous to his subjects as well as his enemies; to love peace and the profits of hard work rather than war; to share his wealth through the system of loaning cattle to his subjects (*mafisa*); to marry many wives so as to spread his influence; and never to kill anyone accused of witchcraft.¹⁵ It is also pointed out that Mohlomi gave certain gifts to Letlama. He first blessed him by brushing his forehead against his own, and detaching one of his own long earrings, fastened it in the ear of the youth, saying “*Ke lesale la muso*” (“it is the sign of power”). He also presented him with an ox, a shield, and a spear, and to top it all, he even had a beast slaughtered for him.¹⁶

When Moshoeshe first started with his leadership he moved from the Menkhoaneng leaving his parents and grand parents and went to live north of the place on the mountain plateau called Botha Bothe. In 1820, at the age of 34, Moshoeshe moved to Botha-Bothe Mountain with his followers and began his rule as chief.¹⁷ It was while he was there that he heard of the Zulu king, Shaka, and the Mfecane wars that were taking place that he decided to move from Botha Bothe to Thaba Bosiu.

During the latter part of the 18th century, a process of nation building began in northern Natal among the Nguni. This development, which allowed for the creation of larger

¹³ S. J. Gill, *A short History of Lesotho*, p.64.

¹⁴ *ibid*, p.64.

¹⁵ *ibid*, p.64.

¹⁶ Ellenberger and MacGregor in S.J. Gill, *A short history of Lesotho*, p.64.

¹⁷ S. J. Gill, *A short History of Lesotho*, p.65.

political units was due in part to competition for control over the lucrative trade in ivory with the Portuguese which was centered around Deletoa Bay.¹⁸

While Moshoeshoe was living in Botha Bothe it is pointed out that he was attacked and this led him to search for another place to stay since he found the plateau was no longer as protective as he had thought. Moshoeshoe's people were attacked by the Tlokoa of 'Manthatisi in 1824, a Sotho group from the area of modern day Harrismith which had been displaced by the Ngwane and Hlubi. Although the people of Moshoeshoe were not defeated, their mountain stronghold at Botha-Bothe was clearly not satisfactorily enough to defend them at this time of increasing insecurity, therefore, after careful investigations by Moshoeshoe's brother Mphale, Thaba Bosiu was chosen as the new site of refuge and defence.¹⁹

Moshoeshoe arrived at Thaba Bosiu in July 1824 as the chief of Bamokoteli clan, but while there, he fought many wars defeating most of his opponents and gaining popularity and as a result, most people came under him hence began referring to themselves as Basotho.

Omer-Cooper had written that the origins of the Lesotho kingdom date from the period of the lifaqane, as the mfecane is known to Sotho-speakers. The invasion of Hlubi, the devastations of the marauding Tlokwa and the impact of Matiwane's Ngwane, created the opportunity for the Mokoteli chief Moshoeshoe to bring the remnants of many chiefdoms together in a single kingdom. Abandoning his first base on the fortified hilltop of Botha Bothe, he found in the larger and almost impregnable mountain stronghold of Thaba Bosiu, the perfect base for his nation building enterprise.²⁰

Many authors such as Sanders in showing how Thaba Bosiu got its name have indicated that Moshoeshoe passed between these late in the afternoon, and darkness fell as he was inspecting the summit. His people continued to arrive during the night, and some of them perhaps told him how, as the sun had set and the rocks had turned from gold to black, the

¹⁸ S. J. Gill, *A short history of Lesotho*, p.65.

¹⁹ *ibid*, p.68.

²⁰ J. D. Ommer-Cooper, *History of Southern Africa*, p.252.

mountain appeared to grow. It was then that it was given the name by which it was later to become famous through out Southern Africa –Thaba Bosiu, ‘**The Mountain of Night**’.²¹

In Ellenberger it is pointed out that Moshesh, notwithstanding the fatigue of the journey, at once proceeded to take possession to the mountain, and made all secure against attack. This work occupied him far into the night, and it is probably for that reason that the hill came to be called Thaba Bosiu (**the Hill of Night**).²²

There are also some unwritten views about why the mountain was called Thaba Bosiu. It is said that since Moshoeshoe fought many wars while at the mountain defeating his opponents by rolling the stones down the mountains it so happens that at night the attackers were unable to climb the mountain as it seemed to be growing bigger and bigger.

Moshoeshoe was a great chief and this could be supported by the fact that he forgave the cannibals who had eaten his people and especially his grand father Peete on their way to Thaba Bosiu. To this matter Becker pointed out that Moshoeshoe proposed that envoys be sent under escort to locate all cannibal bands in the area and assure them that they would be given cattle, goats and seed provided they settled near Thaba Bosiu and recognized him as their chief. They were also to be promised land for tilling and grazing for their stock, and should they ever be molested or attacked they could count on him for protection.²³

Moshoeshoe also after defeating his opponents, used to send them presents as a way or a token of thanks. Becker indicated that Moshoeshoe sent scouts to locate Matiwane, and envoys to present him with grain and skins. He continued to send grain and cattle as tribute to the Inkosi Yamakhosi – Matiwane, (king of kings).²⁴

It was not only Matiwane who received the presents from Moshoeshoe Becker continued to show that Moshoeshoe sent Poho the leader of the group to Shaka, who related how he and his companies had set out Thaba Bosiu three weeks before bearing ostrich, crane and

²¹ P.Sanders, *Moshoeshoe Chief of the Sotho*, p. 34.

²² D.F. Ellenberger, *History of the Basuto*, p.147.

²³ P. Becker, *Hill of destiny: the life and times of Moshosh founder of the Basotho*, p.66.

²⁴ *ibid*, p.58.

sakabuli (long tailed Widow bird), plumes, lion and leopard skin and elephant tusks for delivery to the mighty Shaka. And it is said that by doing so Moshoeshoe gained a friendship as Shaka in return had 50 oxen fetched from a nearby cattle fold, and presenting them to Poho saying that they were for Moshoeshoe.²⁵

It is pointed out that the population of Moshoeshoe's people grew. It has been indicated that by the summer of 1829 just five years after Moshoeshoe's arrival at Thaba Bosiu an estimated 5 000 people drawn from a dozen or distinct Sotho-speaking clans were living on or in the immediate vicinity of Thaba Bosiu under Moshoeshoe.²⁶

Moshoeshoe fought many wars such as with Matebele of Mzilikazi for it is written that in 1831 Matebele of Mzilikazi attacked him and he defeated them. Becker indicated that according to pioneer missionary writers and tribal chronicles, Mzilikazi, on learning of the repulse of his army and of Moshoeshoe's friendly gesture, decided to exclude the Lesotho from his forthcoming marauding expeditions. He realized Thaba Bosiu was impregnable, and could see no point in risking his second attack on the stronghold.²⁷ Incidences like these one and others contributed to the reasons why Moshoeshoe became famous.

Due to all pointed above attacks by different nations to Moshoeshoe he sent a plea to the British government to protect him. During January 1868, after repeated requests over a number of years by Moshoeshoe for protection, Governor Wodehouse of the Cape informed him as well as President Brand of the Orange Free State that Britain would soon protect the Basotho nation. ... On 12 March 1868, a formal document was issued proclaiming Basotho to be British subjects.²⁸

One can point out that the occupation of Thaba Bosiu is not written anywhere after Moshoeshoe's death in 1870, the reason being that at his old age most of his sons had moved to other sites like Morija and Matsieng.

²⁵ P. Becker, *Hill of destiny: the life and times of Moshoeshoe founder of the Basotho*, p.61.

²⁶ *ibid* p.79.

²⁷ P. Becker, *Hill of destiny: the life and times of Moshoeshoe founder of the Basotho*, p.89.

²⁸ S. J. Gill, *A short history of Lesotho*, p.108.

In the history of Lesotho 1833 signifies the arrival of the missionaries at Thaba Bosiu through a request that Moshoeshoe put to Adam Kok. The missionaries Thomas Arbousset, Eugene Casalis, and Constant Gosselin of the Paris Evangelical Missionary Society (PEMS) arrived at Thaba Bosiu in June 1833. These French Protestants had come to assist the London Missionary Society (LMS) in a vast new work which was opening the interior of Southern Africa. This work was very broadly defined as bringing “Christianity and civilisation to the natives”.²⁹ Moshoeshoe received missionaries at Thaba Bosiu. It is pointed out that after the PEMS followed the Roman Catholic Missionaries and then the Anglican Church Missionaries.

Moshoeshoe died before he could be baptised although it is written that no one was sure which missionaries would have been able to perform that activity. It is therefore written that his final statement on matters of Christian faith and its relation to traditional beliefs and practices therefore remains shrouded in mystery.³⁰

The importance of Moshoeshoe to his people even nowadays is supported by Gill as he pointed out that Moshoeshoe’s legacy still captures the hearts of his people today, and every politician or leader of substance in Lesotho tries to measure himself against this one man. Each tries to appropriate his legacy in order to substantiate various political, social, economic, or religious perspectives and policies. Moshoeshoe’s legacy and his achievements are a lens through which the questions and issues of each succeeding generations have been filtered in a dynamic process of re-interpretation.³¹

Below is the famous picture of Moshoeshoe.

²⁹ S. J. Gill, *A short history of Lesotho*, pp.70-71

³⁰ *ibid*, 112.

³¹ *ibid*, pp. 112-113.

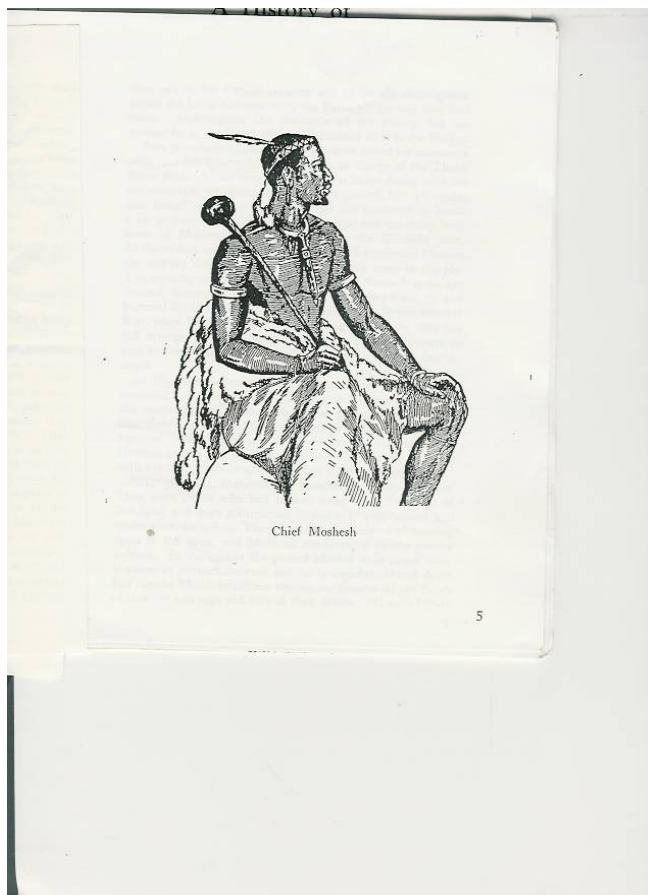


Figure 1. Chief Moshoeshoe I

As taken from the A History of Thaba Bosiu “a mountain at Night” by M.G. Tylden (p.5)

Important dates

- 1786 - Born at ‘Mate Menkhoaneng
- 1805 - Circumcised and named Letlama also the name of his regiment
- 1806 - Meeting with Mohlomi
- 1809 - Moshoeshoe heroic deed- and he assumes the name Moshoeshoe
- 1810 - Marries Mabela, daughter of the Bafokeng chief Seephephe
- 1811 - Birth of Mohato, his first son.
- 1820 - Moshoeshoe moves to Botha Bothe.
- 1822 - The beginning of Lifaqane wars, and the time Moshoeshoe becomes head of his clan.
- 1824 - Moshoeshoe moves to Thaba Bosiu

- 1825 - The Korannas and Bergenaars attack the Basotho
- 1833 - Arrival of the first missionaries
- 1834 - Moshoeshoe attacks the Amaxhosa
- 1842 - Moshoeshoe appeals to the Cape Governor
- 1843 - Governor Napier signs the Treaty with Moshoeshoe
- 1845 - Sekonyela's dispute with Moshoeshoe
- 1851 - Moshoeshoe defeats Warden at Viervoet
- 1852 - Battle of Berea
- 1858 - First Basotho- Boer war
- 1863 - Moshoeshoe refuses to recognise set boundaries between Lesotho and O.F.S.
- 1865 - O.F.S under President Brand attacks Thaba Bosiu over border incidents. Wepener killed at Thaba Bosiu and his forces defeated. (second Basotho –Boer war).
- 1868 - Basotho put under the suzerainty/ sovereign of the British Crown
- 1870 - Moshoeshoe dies on the 11th day of March.

2.2 Description of the site

Thaba Bosiu is 24km east of Maseru the Capital of Lesotho. Its latitude is 29° 21' 0 S and 27° 40' 0 E.³² It is a steep, flat-topped mountain that lies hidden in the valley of the Little Caledon or Phuthiatsana South and is dwarfed and overshadowed by the surrounding plateaux so that at first sight it looks almost insignificant. The summit is ringed round with sheer cliffs from twenty to forty feet high, pierced by six passes (map 3). They are all steep and narrow curving spits running out to the East is impregnable. To the North East stands the isolated rock pinnacle known as Qiloane, which was the original name of the mountain itself.³³

³² www.traveljournals.net.

³³ M. G. Tylden, A History of Thaba Bosiu “a mountain at night”, p.5.



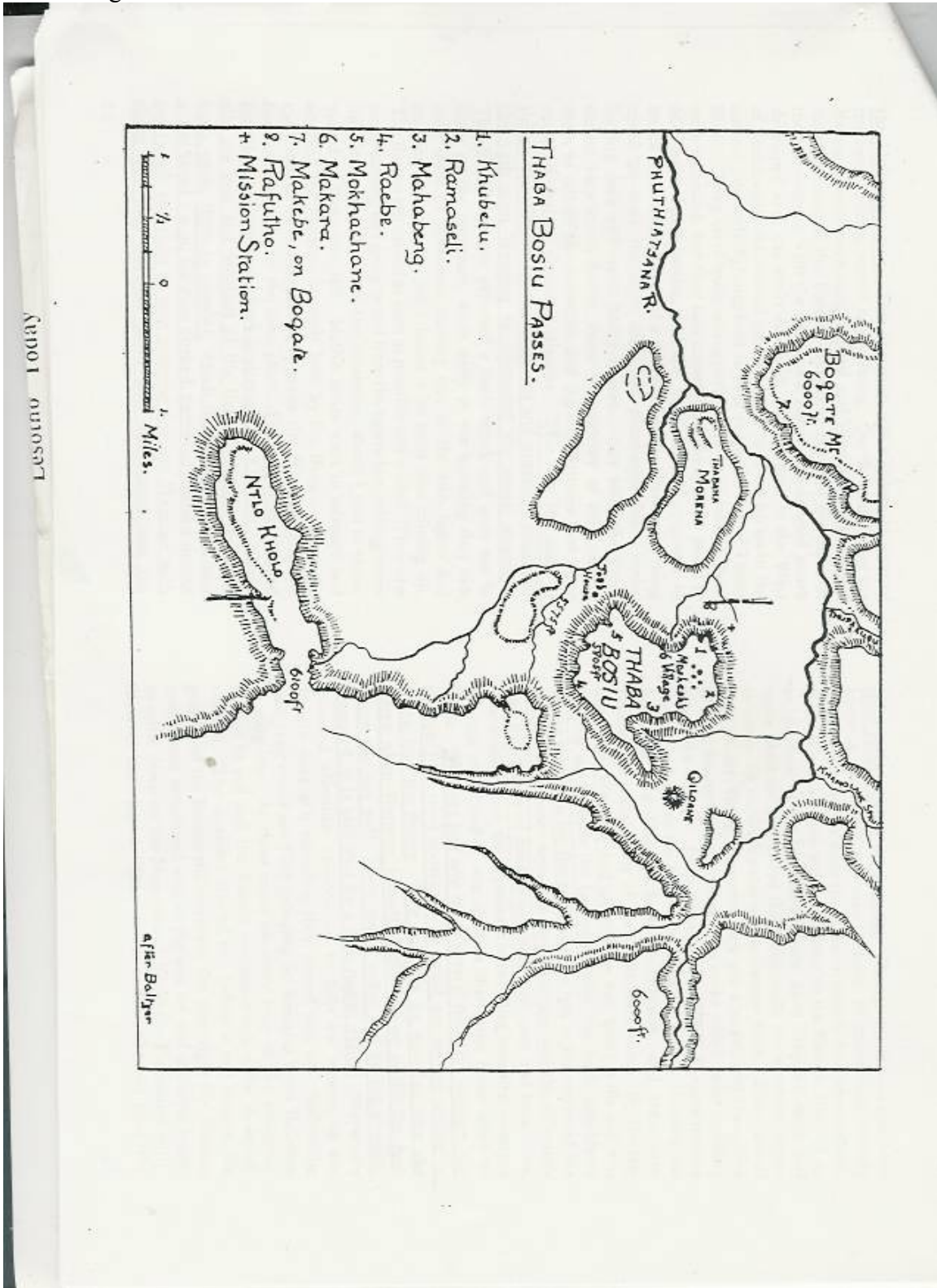
Map 1 . Map of Lesotho

www.lonelyplanet.com/maps/africa/lesotho





Map 2: Aerial photo of Thaba Bosiu
From Google Earth



Map 3. Thaba Bosiu passes

As taken from the A History of Thaba Bosiu “a mountain at Night” by M.G. Tylden (p.14)

2.3 Cultural Significances

According to the Burra Charter Cultural Significances means aesthetic, historic, scientific or social value for past, present and future generations³⁴. It is pointed out that cultural significance is a concept that helps in estimating the value of places. The places that are likely to be of significance are those, which help an understanding of the past or enrich the present, and which we believe will be of value to future generations.

Aesthetic value

It includes aspects of sensory perception for which criteria can and should be stated. Such criteria may include consideration of the form, scale, colour, texture and material of the fabric: the smells and sounds associated with the place its use; and also the aesthetic values commonly assessed in the analysis of landscapes and townscape.

Historic value

It encompasses the history of aesthetics, science and society. This value recognizes the contribution a place makes to the achievement and to our knowledge of the past. A place may have historic value because it has influenced, or has been influenced by a historic figure, event, phase or activity. It may also have historic value as the site of an important event. Places in which evidence of the association or event survives in situ, or in which the settings are substantially intact, are of greater significance than those that are much changed or in which evidence does not survive. However some events or associations may be so important that the place retains its significance regardless of subsequent treatment.

Scientific value

The scientific or research value of a place will depend on the importance of the data involved, its rarity, quality or representativeness, and the degree to which the place may contribute further substantial information.

³⁴ www.icomos.org/australia/burracharter.html

Social value

It embraces the qualities for which a place has become a focus of spiritual, political, national or other cultural sentiment to a majority or minority group.

2.4 Values of Thaba Bosiu

The significance of heritage varies according to the values and attitudes of different groups and individuals and the nature of the heritage resource itself.³⁵ Thaba Bosiu is the most venerated historical site in Lesotho in that during times of psychological stress and national catastrophes, the people look up to it for guidance and that inspiration which has sustained them in their upward struggle values of freedom, political independence, national unity and cultural identity.³⁶

The following values can be attributed to Thaba Bosiu:

Historic value

This is a place that Moshoeshe the great, the founder of Basotho nation fled to when Shaka started the Mfecane wars. It is where Moshoeshe managed to found the Basotho as a nation after fighting many wars. It is regarded as the great national monument.

Social value

Basotho identify themselves with Thaba Bosiu as their birthplace and as such it is regarded as a very important site in Lesotho. It symbolizes national and cultural identity of Lesotho, which brings unity among the people.

Economic value

Thaba Bosiu has a potential value as a source of revenue through tourism, as it attracts many visitors. Thaba Bosiu serves to business people as a place that brings visitors to it and as a result they get customers for their businesses either on the catering,

³⁵ M.C. Hall and S. McArthur, *Heritage management in New Zealand: visitor management, interpretation and marketing*, p.4.

³⁶ M. Damane, *Presentation of cultural heritage in Lesotho*, in *International symposium on preservation and presentation of the cultural heritage of Lesotho*, p.18.

accommodation, transport hire companies, tour operators, arts and craft manufacturers or sellers.

Religious value

Basotho people believe in performing rituals for ancestors so that they can provide them with better life. Thaba Bosiu therefore being a place where Moshoeshoe and other royal dignitaries have been buried people still go there to perform rituals to them in hard times as well as for thanksgiving.

Educational value

For pupils, learners and visitors, Thaba Bosiu offers education through the remains that are found on top of the mountain as evidence that people once lived there. Thus providing them with living history lessons, and also helps in correlating with what they have learnt through the history books.

2.5 Statement of Significance

The heritage site Thaba Bosiu is located about 25km from Maseru, the capital city of Lesotho. The site is designated as the national monument, a mountain on top of which the following can still be found: the ruins of Moshoeshoe's village, the royal cemetery, where Moshoeshoe's grave can be found as well, springs and other important heritage resources.

The site is unique in that there is no other site like it in the whole world where a chief of Moshoeshoe's calibre who had diplomatic and leadership abilities founded a nation. Moshoeshoe fought many wars and defeated all of them while living at Thaba Bosiu, and as such, Thaba Bosiu is a very important site in Lesotho.

It has been pointed out by the literature that Moshoeshoe as one of the last surviving leaders who came to power during the turbulent times of the Lifaqane , built his nation through diplomacy and when necessary, war. He welded together a motley array of different Sotho and Nguni clans by marrying wives from all the important houses so as to ensure their loyalty, but especially, by liberally loaning large numbers of cattle to his

subjects. As a result Thaba Bosiu therefore becomes a significant site in Lesotho to be protected.

The site is the most active religious place where rituals are frequently performed. As it is well known that African people believe in ancestors and Lesotho people are not exceptions. People go there to pray at the burial place as well as other heritage resources such as the springs.

The site also has a political value for Basotho. The Basotho sees the strong symbolism of the site as a unifying element for their kingdom. Every politician or leader of substance in Lesotho tries to measure himself against Moshoeshe.

According to legend, the mountain grew tall as the enemies (including the Boers) tried to climb it at night to attack Moshoeshe and his people. By daylight, the enemies would still be stranded half way up the mountain a perfect fodder for huge boulders that the Basotho rolled down on them. Thus the enemy never captured Thaba Bosiu.

People must not forget where they are from so that they could understand who they are as the present is shaped by the past.

It is a place where Moshoeshe received the missionaries in 1833, people who brought educational development in Lesotho. They introduced wheat and several types of fruit and vegetables; and they encouraged the use of the plough, the wearing of decent European clothing, the building of stone houses in the European style and even the construction of cattle kraals with the walls at right angles instead of circles.

Thaba Bosiu is near an urban centre and as a result it is likely to have an economic value to people who live around it. The site has the potential of attracting visitors who in turn might buy souvenirs, need accommodation and transport. Thus apart from providing direct income there is potential for employment.



Not far from Thaba Bosiu is mount Qiloane the legendary conical mountain, said to have inspired Lesotho's national headgear.

CHAPTER 3

LEGAL FRAMEWORK RELATED TO CONSERVATION AND MANAGEMENT OF HERITAGE IN LESOTHO

McManamon and Hatton have pointed out that, for effectiveness, cultural resource management must be supported by a national systems which include those laws, regulations, guidelines and government programs which are related to legal mandates for the identification, evaluation, inventory and treatment of archaeological and other kinds of cultural resource.³⁷ This idea is supported by Ndoro as he stated that a central element in heritage management is an appropriate legislation. He also pointed out that the protective legislation of the archaeological and cultural heritage throughout the world is usually governed by three basic assumptions namely:

- To protect the resource existence for the present and future generations
- To develop the dimension of understanding and experience the cultural heritage, as a precondition for human life quality
- To protect and extract the scientific information inherent in the cultural environment as a precondition for describing and interpreting its history.³⁸

In this chapter the legal framework that is relevant to the conservation, preservation and management of heritage in Lesotho and other countries especially South Africa is going to be discussed.

3.1 Legal framework for heritage in South Africa

Every country that has made it a mandate to protect and conserve its heritage as it has been pointed above has passed some laws, acts, policies and regulations which help in up keeping with the desired opinion. In the case of South Africa, Abrahams has indicated that a movement towards the preservation of the South African cultural heritage was initiated with the founding of the South African National Society in 1905. The society formed branches in Grahamstown, Durban and Pietermaritzburg, with the main aim of fostering an appreciation of the country's heritage, and to make the public aware of the vandalism

³⁷ F.P. McManamon and A. Hatton , Introduction: considering cultural resource management in modern society, *in*: F.P. McManamon and A. Hatton (eds), *Cultural Resource Management in contemporary society: perspectives on managing and presenting the past*, p. 6.

³⁸ W. Ndoro, *Your Monument Our Shrine, the preservation of Great Zimbabwe*, p. 9.

occurring on certain sites and of the need to rectify the situation through effective legislation.³⁹ The end result of the societies aim was the promulgation of a new act in 1911.

In 1993, Hall and Lillie summarised the South African conservation system as follows:

Organisations	Legislation	
	1900	
The South African National Society	1905	
	1911	Bushman-Relics Protection Act <i>rock art</i> <i>archaeological relics and sites</i>
Historical Monuments Commission (HMC)	1923	Natural and Historical Monuments Act <i>list of monuments</i>
	1934	Monuments, Relics and Antiques Act <i>archaeological relics and sites</i> <i>antiques</i> <i>declaration of monuments</i>
	1950	
Simon van der Stel Foundation	1959	
Vernacular Architecture Society	1964	
Historic Homes of South Africa	1966	
National Monuments Council (NMC)	1969	National Monuments Act <i>provisional declaration</i> <i>grand aid</i>
Captrust	1978	
	1979	<i>shipwrecks salvage</i>
	1981	<i>wargraves</i>
ISAA Heritage Committee	1982	
	1986	<i>national registers</i> <i>conservation areas</i>

³⁹ G. Abrahams, A review of the South African cultural heritage legislation, 1987, *in*: H.F. Cleere (ed.), *Archaeological heritage management in the modern world*, p. 207; A. Hall and A. Lillie, The National Monuments Council and a policy for providing protection for the cultural and environmental heritage, *South African Historical Journal*, p. 103.

The above acts are not the only ones that protect cultural heritage resources in South Africa; C. Kruger has summarised in chronological order the following acts as relevant to the management of cultural and natural (heritage) resources in South Africa:

- **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.⁴⁰

- **Environment Conservation Act, No. 73 of 1989**

This act provides for the effective conservation and controlled use of the environment and of related issues.⁴¹

- **Tourism Act, No. 72 of 1993**

This act deals mainly with the organization of the tourism industry, with particular reference to the standardization, grading, and identification of accommodation.⁴²

- **The Mineral Amendment Act, No. 103 of 1993**

According to Kruger what makes this act important in for cultural resource management, is that the Director General may, in certain instances require that an environmental impact assessment be made.⁴³

⁴⁰ C. Kruger, *Heritage resource management in South Africa: a case study of the Voortrekker monument heritage site*, Pretoria, pp. 39

⁴¹ Ibid, p. 43.

⁴² Ibid, p. 48.

⁴³ C. Kruger, *Heritage resource management in South Africa: a case study of the Voortrekker monument heritage site*, Pretoria, p. 51

- **National Environment Management Act (NEMA), No. 107 of 1998**

Provides for co-operational environmental management by providing principles for making decisions about aspects regarding the environmental, institutions that will further co-operational management and procedures for the co-ordination of environmental actions performed by government organisations and for related concerns.⁴⁴

- **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 declare institutions and with the alienation of cultural objects, is relevant to all heritage workers and it affects heritage management to a great extent.⁴⁵

- **The National Heritage Council, No. 11 of 1999 and regulations**

This act provides for the establishment of a National Heritage Council.⁴⁶ To determine its objects, functions and method of work; to prescribe the manner in which it is to be managed and governed; to regulate its staff matters and financial affairs; and to provide for matters connected therewith.⁴⁷

- **The National Heritage Resources Act, No. 25 of 1999**

It provides for general protection to heritage. It also provides for the composition, functions, competencies and duties of heritage authorities.⁴⁸

- **World Heritage Convention Act, No. 49 of 1999**

⁴⁴ Ibid., p. 56.

⁴⁵ Ibid., p. 62.

⁴⁶ Ibid., p. 63.

⁴⁷ National Heritage Council Act, No. 11 of 1999, p. 2.

⁴⁸ C. Kruger, *Heritage resource management in South Africa: a case study of the Voortrekker monument heritage site, Pretoria*, p. 68.

²³ Ibid., p. 77.

This act is about the convention concerning the protection of the world cultural and natural heritage. South Africa has listed sites in the World Heritage List and have created a framework to ensure that the Convention and the Operational Guidelines are effectively implemented.⁴⁹

- **Cultural Laws Amendment Bill, No. 46 of 2000**

The Amendment 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.⁵⁰

3.2 Legal framework for heritage in Lesotho

Chakela has pointed out that plethora of statutes exist in Lesotho governing natural resources management and the protection of specific environmental components. He further indicated that these rules and regulations are scattered and characterised by a considerable degree of overlap and inconsistency and, in certain instances, are downright conflicting.⁵¹

The following legislation is related to conservation and management of heritage in Lesotho, written in chronological order:

- The Historical Monuments, Relics, Fauna and Flora Act No. 41 of 1967
- The Land Husbandry Act No. 23 of 1969
- National Parks Act No. 11 of 1975
- Tourism Bill
- Environment Act 2001

⁴⁹

⁵⁰ C. Kruger, *Heritage resource management in South Africa: a case study of the Voortrekker monument heritage site, Pretoria*, p. 78.

⁵¹ Q. K. Chakela, *State of the environment in Lesotho*, p. 193.

In addition to the above it has been indicated that in 1993, the Constitution of Lesotho was amended to include a clause to protect and enhance the environment as one of the Principles of State Policy. Section 36 on the ‘Protection of the Environment states:

*Lesotho shall adopt policies designed to protect and enhance the natural and cultural environment of Lesotho for the benefit of both present and future generations and shall endeavour to assure all citizens a sound and safe environment adequate for their health and well-being.*⁵²

(a) The Historical Monuments, Relics, Fauna and Flora Act No. 41 of 1967

The Historical Monuments, Relics, Fauna and Flora Act No. 41 of 1967 replaced the Protection of Relics, Fauna and Flora Proclamation 1938.⁵³ The purpose of the act is to provide for preservation and protection of natural and historical monuments, relics, antiques, fauna and flora and for connected matters.⁵⁴

The act is divided into fourteen sections. Section one is about the title of the act on how it is going to be known. Section two focuses on the definition of words like antique, fauna, flora, monument, relic to mention a few. In section three it is where the establishment of the commission for preservation is highlighted. Section 3 (1) reads as follows: there is hereby established a commission to be known as the ‘Commission for preservation of Natural and Historical Monuments, Relics and Antiques and the protection of Fauna and Flora, which shall be a body corporate with perpetual succession and capable of suing and being sued in its own name, of acquiring and alienating property, entering into contracts and subject to the provision of this Act.⁵⁵ From section 3 (2) to section 3(8) it is indicated on how the commission would be formed as well as on what condition could one see to be a member of the commission.

Section 4 deals with the functions of the commission, in sub section (1) there are nine listed which reads as follows:

- make a list of all objects whose proclamation under section 8 it considers desirable;

⁵² Q. K. Chakela, State of environment in Lesotho, p. 196.

⁵³ G. Witzsch, Lesotho environment and environmental law, p. 72.

⁵⁴ The Historical Monuments Relics, Fauna and Flora act No. 41 of 1967, p. 1.

⁵⁵ Ibid., p. 1.

- take steps to ascertain the owners of any object;
- purchase or otherwise acquire any such object or by agreement with the Government or any public body or with any private person having the ownership or control of any such object, take such steps as may be practicable to preserve it;
- take steps for the erection of tablets in suitable place giving information in both official languages of Lesotho about historical events which occurred at such places;
- assume control over any such object if requested by the person having the ownership or control thereof so to do, and as trustee for the Government accept any such object which owner desires to donate or has bequeathed to the Government;
- preserve, repair, restore or insure any monument, relic, or antique under its control;
- lend any such relic or antique to any museum or other public institution;
- recommend to the Minister the proclamation of any such objects in terms of section 8; and
- through any of its members have access at all reasonable times to any monument or relic proclaimed under section 8.⁵⁶

Section 4 (2) indicates that the commission shall:

- when required by the Minister investigate and report upon any matter relating to any object proclaimed under section 8 or upon the desirability of so proclaiming any object;
- on or before the thirty-first day of December in every year furnish to the Minister a report upon its work during the year ended on the thirty-first day of March last preceding and on any other matters connected with the preservation of monuments, relics and antiques which it may desire to bring to the attention of the Minister; and
- make a register of all monuments, relics, antiques, fauna and flora proclaimed as such under section 8.⁵⁷

In accordance with section five the remuneration by the members of the commission is dealt with. In section 6 it is indicated that the funds of the commission shall consist of such

⁵⁶ The Historical Monuments Relics, Fauna and Flora act No. 41 of 1967, p. 2.

⁵⁷ The Historical Monuments Relics, Fauna and Flora act No. 41 of 1967, p. 2.

grants, donations, fees and annual subscriptions as may from time to time be made to it or be payable to it. The restriction on power to alienate is dealt with in section 7.⁵⁸

Section 8 which have been highlighted in other sections is where the description of what a monument, a relic an antique and fauna or flora is made. It is indicated that the Minister may from time to time on the recommendation of the commission by notice in the gazette, proclaim to be:

- (a) a monument, any area of land having a distinctive or beautiful scenery or geological formation, any area of land containing a rare or distinctive or beautiful flora or fauna, any area of land containing objects of archaeological, historical or scientific interest, any waterfall, cave, grotto, avenue of trees, old tree or old building and any other object (whether natural or constructed by man) of aesthetic, historical, archaeological or scientific value or interest;
- (b) a relic, any fossil of any kind, any drawing or painting on stone or petroglyph known or commonly believed to have been executed by Bushmen or other aborigines of southern Africa or by any people who inhabited or visited southern Africa in ancient days, and any implement or ornament known or commonly believed to have been used by them and any anthropological or archaeological contents of the graves, caves, rock shelters, middens, shell mounds or other sites used by them;
- (c) an antique, any movable object (not being a monument or a relic) of aesthetic, historical, archaeological or scientific value or interest, the whole or more valuable portion whereof has for more than one hundred years been in any part of southern Africa, or which was made therein more than one hundred years before the publication of such notice;
- (d) protected fauna or flora, any fauna or flora, the species or kind whereof is described in such notice.⁵⁹

Section 9 deals with how the written consent of the commission can be used in the protection of the proclaimed monument and relic under section 8. While section 10 is

⁵⁸ Ibid., p. 2.

⁵⁹ The Historical Monuments Relics, Fauna and Flora act No. 41 of 1967, p. 3.

about the protection of the fauna and flora and how the commission should act in accordance in as far as the public is concerned.⁶⁰

In section 11 it is pointed out how the Minister may, on the recommendation of the commission, by notice in the Gazette prohibit the removal or the export, without consent in writing of the commission, of any object proclaimed under section 8.⁶¹

Section 12 deals with penalties that may be imposed to persons who fails to comply with or contravenes any provision of section 9 or section 10.⁶²

In section 13 it is pointed out that the Minister may, after consultation with the commission, make regulations, not inconsistent with this act. The Protection of Relics, Fauna and Flora Proclamation is repealed according to section 14.⁶³ The Proclamation 40 of 1938 which is repealed by the Historical act made provision for the preservation and protection of natural and historical monuments, relics, antiques, fauna and flora, and certain sites.⁶⁴

In 1969 according to Ambrose the Legal Notice No. 36 was passed, in terms of this proclamation, all rock paintings, fossil remains (including fossil footprints), and all archaeological remains were declared as protected. A number of historical and archaeological sites were declared protected monuments. Declared as protected fauna were most of the rarer mammals, as well as certain reptiles and birds. Also included was a number of rare species of trees and flowers which were declared protected flora.⁶⁵

Thaba Bosiu heritage site is being proclaimed as a national monument through this act, it therefore enjoys the preservation and protection status as stated by the act.

⁶⁰ Ibid., p.3.

⁶¹ Ibid., p. 3.

⁶² Ibid., p. 4.

⁶³ Ibid., p. 4.

⁶⁴ D. Ambrose, Lesotho's heritage in jeopardy, report of the chairman of the protection and preservation commission for the years 1980-1 and 1981-2, p. 9.

⁶⁵ Ibid., p. 10.

(b) The Land Husbandry Act No. 22 of 1969

The aim of this Act is to control and improve, in respect of agricultural land, the use of land, soil conservation, water resources, irrigation and certain agricultural practices, and to provide for incidental or connected matters.⁶⁶ This act is divided into 10 sections.

Section 1 deals with the citation; In section 2 the interpretation of certain words is done, while section 3 deals with the application of this Act, that is, on which conditions is the Act going to be applicable. The power to make regulations in respect of agricultural land are dealt with in section 4 where it is illustrated that the Minister, in respect of agricultural land, may by Notice in the Gazette, make regulations which in his judgement ensure that land is employment in the most beneficial uses, promote soil conservation, proper management of water resources and proper irrigation and promote certain good and prevent certain agricultural practices.⁶⁷

Sub-section 2 highlights about eleven regulations. In sub section 3 it is pointed out that the Minister shall, prior to making any regulations under this section consult with the Principal Chief or the Ward Chief having jurisdiction over any agricultural land in respect of which the proposed regulations are to be made.⁶⁸

Further consultation that the Minister may engage to is dealt with in section 5 where it is pointed out that the Minister may consult, in respect of any matter regarding which he has the power to make regulations, with such Government officials or other persons, and at such times and places as he deems appropriate.⁶⁹

As pointed out earlier that the Minister may consult with the chiefs section 6 deals with the powers and duties of chiefs and inspectors. In section 7 the offences and penalties that may be made in relation to this act are provided.

⁶⁶ The Land Husbandry Act No. 22 of 1969, p.81.

⁶⁷ The Land Husbandry Act No.22 of 1969, pp. 82-83.

⁶⁸ The Land Husbandry Act No.22 of 1969, p. 83.

⁶⁹ The Land Husbandry Act No.22 of 1969, p. 83.

Section 8 deals with the application and exemption from regulations, while in section 9 it is pointed out that the Minister may appoint any person in writing and by name or office as an Inspector for the purpose of this Act and the regulations.⁷⁰ Section 10 list laws which have been repealed due to the passing of this act.

This act therefore provides for controlled and improved measures that can be used for and against Thaba Bosiu as a heritage site in as far as its resources are concerned.

© **National Parks Act No. 11 of 1975**

The aim of the act is to provide for the establishment and maintenance of national parks for the conservation of wild animal and fish life: the preservation of vegetation and objects of historical or scientific interest and for the enjoyment of visitors to such parks; to provide for the control, management and maintenance of such parks and for incidental matters.⁷¹ This Act is divided into has sixteen sections.

Section 1 deals with the title of the act and its commencement; in section 2 some words which are deemed to be important at the act are defined. Section 3 points out that the King, acting in accordance with the advice of the Minister shall declare the land to be set aside for a national park. Section 4 highlights the powers the Minister would have in that through notice in the Gazette shall declare any land set aside by the King as stated in section 3 (1).

Section 5 to section 7 deals with the appointment of the Board of trustees, how they can seek the advice of persons whose knowledge may be valuable on particular subjects or that it may establish an advisory committee consisting of such persons, and the duties and functions of the Board which are to control, manage and maintain national parks are highlighted.⁷²

⁷⁰ The Land Husbandry Act No. 22 of 1969, p.84.

⁷¹ National Parks Act No. 11 of 1975, p.47.

⁷² National Parks Act No. 11 of 1975, pp. 48-49.

According to section 8 the Board may from time to time, appoint such officers, including honorary officers, and servants as it may deem necessary for the carrying out the objects of this act, and may in its discretion, remove or dismiss such officers and servants. These officers shall be paid salaries, allowances, wages, gratuities and retiring benefits as the Board may deem reasonable and proper.⁷³

The revenues of the Board is dealt with in section 9 and shall include such monies as may be appropriated to it by the Assembly and such other monies as it may receive from voluntary subscriptions, donations, bequests, investments, grants or fees levied or revenue derived from any enterprise operated by or on behalf of the Board.⁷⁴

Section 10 says that the Board shall keep a full and correct account of all monies received and expended by it and shall, every twelve months, submit a report of its operations accompanied by an audited statement of its revenue and expenditure to the Minister.⁷⁵

The chairman of Board is to authorize the hunting of animals within a national park according to section 11. Section 12 deals with the regulations that the Minister may make after there has been consultation with the Board. There are about nine of them listed in the act.

The powers of officers of the Board are dealt in section 13 which include powers to arrest any person committing an offence within a national park. They are also given powers to search without a warrant within a national park or outside a national within a distance of five miles from the boundary.

In section 14 it is illustrated that no prospecting or mining for minerals shall be carried out on any land situated with a national park except with the consent in writing of the Minister, after consultation with the Board.⁷⁶ According to section 15 it is stated that no member of the Board shall incur any personal liability for any loss or damage caused by any act or

⁷³ National Parks Act No. 11 of 1975, p.49.

⁷⁴ Ibid., p.49.

⁷⁵ National Parks Act No.11 of 1975, p. 50.

⁷⁶ National Parks Act No. 11 of 1975, p. 51.

omission in the administration of the affairs of the Board unless such loss or damage be occasioned by an intentional wrongful act or gross negligence on his part.⁷⁷ Penalties to any person who contravenes any provisions of this Act or any regulation are dealt with in section 16.

To pin point the relevance of this Act to the conservation of heritage McVean has stated that the Act provide for, amongst other things:

- the proper management of trees and other natural flora;
- the control of grazing and the introduction of veld management
- the control and regulation of numbers and species of livestock which might be grazed on designed land
- prohibition or restriction of cultivation or grazing of designated land, including vleis, sponges, marshes, swamps and reed beds;
- prescription of anti-erosion measures on designated land.⁷⁸

The above mentioned things are therefore among others that can be stated as the reasons the act has been listed as one of the important legal frameworks in the protection and preservation of Thaba Bosiu as a heritage site.

(d) National Tourism Policy of 2000

This policy puts forward a practical and equitable programme envisaged to prioritise tourism needs and suggests for institutional and other changes to assure that it is effectively implemented.⁷⁹ It also states that the Ministry concerned with Tourism matters recognized the need for a tourism policy geared towards maximizing the tourism industry's contribution to the economy while ensuring that the cultural heritage and natural environment are preserved and protected.⁸⁰

⁷⁷ National Parks Act No. 11 of 1975, p.51.

⁷⁸ D. N. McVean, Nature conservation in Lesotho, p. 9.

⁷⁹ National Tourism Policy of 2000, p.2.

⁸⁰ National Tourism Policy of 2000, p. 3.

The mission of the Lesotho tourism sector reads as follows: to use tourism as the main contributor to growth and well-being of the people of Lesotho, through the development of a dynamic, competitive and customer-driven industry, that ensures a rich cultural heritage and natural environment and beauty of Lesotho (the very cornerstone of the industry) are conserved and that the local people are the prime beneficiaries of tourism development.⁸¹

In the policy the integral part played by Culture and Tourism is spelled out. It is stated that Lesotho is endowed with a wealth of cultural and historical resources which are of great national value and international tourism appeal. These include archaeological and palaeontological sites, historic sites and buildings to name but a few. The protection of these valuable tourism resources shall be jealously guarded in order to promote their preservation and sustainable usage.⁸²

It also indicate that the policy will finally re-affirms the Government of Lesotho's commitment to work with all relevant stakeholders both within and outside the country, in order to ensure that the objectives of this tourism policy are realized. In addition, appropriate resources and funding mechanisms shall be put in place to facilitate the industry's sustainable growth and development, whilst paying particular attention to the participation attention to the participation and benefit of rural communities.⁸³

According to policy there are objectives for tourism development in Lesotho whose aim is to achieve the broader objectives of the government namely poverty, employment and economic growth. Also included are the economic, social and environmental objectives.⁸⁴ Under the social objectives the following can be highlighted , that the policy is to promote pride in all of the cultural forms of the country, to encourage community participation in the development, management and implementation of tourism projects, to be developed with respect for the artistic, archaeological and cultural heritage that shall be protected and passed on to future generations.⁸⁵ These are just the few cited, the list is long.

⁸¹ National Tourism Policy of 2000, p. 4.

⁸² National Tourism Policy of 2000, p.5.

⁸³ National Tourism Policy of 2000, p. 6.

⁸⁴ National Tourism Policy of 2000, p. 13.

⁸⁵ National Tourism Policy of 2000, p. 14.

The policy has highlighted the environmental objectives as follows:

- to develop tourism in a sustainable manner
- to make the tourism industry in Lesotho a leader in responsible environmental practices
- To require the conduct of environmental impact assessments for all tourism projects and all major economic development projects.
- To evaluate and consider the tourism impacts of proposed project developments in other sectors of the economy.
- To contribute to the development of a coordinated countrywide environmental strategy.⁸⁶

According to the Tourism policy there are three role players in the development and promotion of the tourism industry, namely; the government, private sector and communities.⁸⁷ It has also been indicated that there are different groups that make up the communities as well as the private sectors.

(e) Environment Act 2001

The aim of this Act is to provide for the management of the environment and all natural resources of Lesotho and for connected matters.⁸⁸ This Act is divided into sixteen parts, and each part is made up of several sections. Part I (sections 1 -2) deals with the title of the act and interpretation of words.

Part II deals with the general principles which include principles of environmental management and right to clean healthy environment. Part III (sections 5 – 24) focuses on the institutional arrangements including the establishment of National Environment Council, Authority, Board of Directors, Appointment of the Chief Executive, Technical

⁸⁶ National Tourism Policy of 2000, p. 15.

⁸⁷ Ibid., pp. 20-25.

⁸⁸ Environment Act 2001, p. 1034.

Advisory Committee and Working Groups and how its membership shall be formed. The role of Line Ministries and establishment of environmental units is also provided.

Part IV (sections 25-26) deals with the environmental planning at both national and district level. In part V (sections 27-35) it states on which types of projects do require an environmental impact assessment, audit and monitoring to be carried out. There is an attachment of the schedule which highlights the types of projects and activities for which an environment impact assessment is required. The list is long and goes up to number 18. One can only highlight number 16, which state that environment impact assessment can be undertaken to projects or activities that could affect the following areas or features:

- selected development areas;
- protected natural environments, wilderness areas, nature reserves or national parks;
- mountain catchment areas;
- national monuments;
- national heritage sites;
- archaeological and paleontological sites;
- graves and burial sites;
- national gardens of remembrance;
- Conservation areas and many more.⁸⁹

Environmental quality standards which focus on water, air, soil, noise and other radiation are dealt with in part VI which consists of sections 36- 44. Part VII focuses on pollution control.

Environmental management is discussed from sections 60 to 83. The following headings form part VIII:

- identification and protection of hilly and mountainous areas
- protection of rivers, river banks or wetland etc.
- protection of forests

⁸⁹ Environment Act 2001, p.1126.

- conservation of Biological Diversity in situ and ex situ
- management of range lands, dangerous materials, hazardous waste
- protection of things such as natural heritage sites, natural environmental areas, the ozone layer, hazardous waste.

Under the protection of natural heritage sites which is section 72 it is stipulated that Authority shall in consultation with the relevant line Ministry:

- (a) Identify elements, objects and sites in the natural environment, which are of national importance to the people of Lesotho
- (b) In such manner as may be prescribed, maintain a register of all elements, objects and sites identified pursuant to paragraph (s) and
- (c) Issue guidelines and prescribed measures for the management and protection of cultural elements, objects and sites registered in accordance with this section.⁹⁰

Part IX deals with environmental restoration order. In part X which consists of sections 89 to 93 focuses on inspection, analysis and record. Here it is pointed out that the Authority may by notice published in the Gazette designate duly qualified public officers to be environmental inspectors within such areas and in relation to such subject matter as may be specified in the Gazette designating them.⁹¹ Powers and duties of environmental inspectors are also dealt with.

International Environmental Conventions is the title for part XI. Educating the public is one of the important aspects in the conservation of the environment; hence the title for part XI is information, education and public awareness. Here it is indicated that there shall be freedom of access to environmental information. And that the Authority shall collect, analyze and disseminate environmental information. It also states that the Authority shall, in consultation with the relevant Line Ministry, take appropriate measures for the integration of education on the environment in the school and university curriculum.⁹²

⁹⁰ Environment Act 2001, p.1091.

⁹¹ Environment Act 2001, p. 1103.

⁹² Environment Act 2001, pp. 1107-1108.

Part XIII deals with the financial provisions and it is here that the establishment of the National Environmental Fund into which all monies received by the Authority shall be paid in the first instance and out of which all payments shall be made.⁹³ The sources of the Fund have also been indicated. It is also pointed out that the Chief Executive shall under the direction of the Board of Directors; administer the Fund which shall be vested in the Authority.

Establishment of the Environmental Tribunal is dealt with in part XIV, it indicates how many members the Tribunal; shall consist of. The following have also been highlighted in relation to the Tribunal, its sittings, appeals and proceedings of the Tribunal.⁹⁴

Part XV deals with offences relating to environmental inspectors, environmental impact assessment, records, environmental standards and guidelines, and also to restoration orders.⁹⁵ The title for part XVI is Miscellaneous; this is where things like immunity,

⁹³ Environment Act 2001, p. 1108.

⁹⁴ Environment Act 2001, p. 1114.

⁹⁵ Environment Act 2001, pp. 1115-1117.

regulations, and inconsistency with other legislation are dealt with. It is through this act as stated above that environmental and heritage impact assessments are undertaken, this therefore imply that no development can be undertaken at any heritage site; Thaba Bosiu being included without proper consultation with relevant stakeholders.

The importance of having a well conserved and managed site with clear legal systems has been indicated above. Looking at the legal framework that has been discussed above one can therefore point out that most of the above laws are outdated and as such they need to be

reviews. At this point it is important to mention that Lesotho has found it worth to review some of its laws discussed above so that they could conform to the current situation.

CHAPTER 4

HERITAGE MANAGEMENT SYSTEM

4.1 INTRODUCTION

The objective in managing heritage places is to identify, protect, conserve, present and transmit, to all generations, their heritage values. The use and presentation should be consistent with the conservation of the heritage values. Local people are the primary source of information on the value of their heritage and their active participation in identification; assessment and management are integral to the effective protection of tradition heritage values.

When looking at the management of the heritage place, the following will be discussed, the advantages of strategic planning for heritage management, visitor and heritage management which will include things like the interpretation and site presentation as well as community involvement. This will be followed by examining finances and heritage management, marketing and lastly conservation and heritage management.

4.2 STRATEGIC PLANNING

Once information about the heritage site has been documented, it would be important to formulate strategies or actions which will help in achieving objectives geared towards better management and conservation of heritage sites.

Strategy as described by Hall and McArthur is a means to achieve a desired end, while the strategic planning is the process by which an organization effectively adapts to its

environment⁹⁶. It is therefore important to note that strategies would help in retaining the significance of the place. Strategies are developed to help achieve the objectives and as such they would depend on objectives and will vary from place and place, that is, it should be expected that strategies for the management of Thaba Bosiu will vary with from others of the heritage sites within Lesotho.

Critical components of strategic planning have been indicated as mission, goal and objectives that are highly interdependent. In the mission statement it is where the description of what the organization is trying to accomplish. It is the vision of the organization. Goals emphasis long range aims of the organization. Objectives are measurable goals, which have been made more specific with respect to magnitude, time and responsibility⁹⁷.

The advantages of strategic planning have been outlined as follows:

- It provides a sense of purpose and criteria for the formulation of new projects
- It stresses the need for both short- and long- term objectives which can accommodate changing circumstances
- It gives stakeholders a clear indication of the current and long-term level of support required for heritage management programs.
- It provides for potential integration of stakeholder objectives into organizational or program strategy, thereby increasing the likelihood of success.
- It encourages receptiveness to opportunities in the external environment.
- It gives staff a sense of ownership and involvement in an organization's goals and objectives with a consequent likely increase in morale and performance.
- Effective strategic planning can make organizations more effective and efficient in attaining program and organizational goals ⁹⁸.

⁹⁶ C. M. Hall and S. McArthur, *Strategic Planning*; in C. M. Hall and S. McArthur, *Heritage Management in Australia and New Zealand; the Human dimension*, p. 22

⁹⁷ *ibid.*, p. 24.

⁹⁸ *Ibid.*, p. 34.

The best guide for developing strategies or actions is to do as much as necessary and as little as possible to ensure significance is retained. The strategies or actions will depend on the objectives and will vary from place to place. Good management is about finding appropriate and creative solutions or strategies for the situation at hand. It is therefore important to mention that all management plans should include strategies for maintenance, protection and monitoring. Heritage management requires strategic planning which can identify issues and determine appropriate management responses

4.3 VISITOR MANAGEMENT

When discussing about visitor management the focus is going to be on understanding the needs of visitors to the heritage site. The willingness of the concerned people in the management of heritage site would help to support the plan and contribute to the maintenance of the features is fundamental to the achievement of the objectives.

It is indicated that visitors and heritage have a symbiotic relationship. People need heritage to add perspective and meaning to their lives. However, it is rarely possible for visitors to directly experience heritage without causing some sort of impact, whether physical, biological, chemical, social or cultural.⁹⁹

Better experience of the visitors to the heritage site is an important issue in visitor management for it has been pointed out that making visits enjoyable and interesting is achieved by thinking about the interests and attitudes of the visitors before thinking of the resources.¹⁰⁰

McArthur and Hall have stated that in the context of heritage, visitor management is the practices of ensuring visitors achieve a quality sustainable experience; it is the management

⁹⁹ S. McArthur and C. M. Hall, *Visitor management* in: C. M. Hall and S. McArthur, *Heritage Management in Australia and New Zealand: the human dimension*, p. 37.

¹⁰⁰ B. M. Feilden and J. Jokilehto, *Management guidelines for world cultural heritage sites*, p. 97.

of visitors in a manner which maximizes the quality of the visitor experience while assisting the achievement of the area's overall management objectives.¹⁰¹

The following have been highlighted as the needs of visitors in the heritage site:

- A friendly welcome and help with any problem or accidents;
- A clean, litter- free and well-maintained site;
- Guidance on local taboos and religious or cultural attitudes
- Presentation of the story of the monument or site and its treasures in a way they can understand; and
- Security and protection for themselves and their possessions.¹⁰²

All of the above needs can be determined through a process known as the visitor research. Visitor research and monitoring provides the basis for understanding visitors, which is essential if visitor management is to be successful. It assists managers to identify the current and desired audience for a heritage experience.¹⁰³

Hall and McArthur went on to indicate the following as examples visitor research could be used to do:

- Identify and understand the characteristics of visitors currently experiencing heritage;
- Identify and understand behavioural patterns during heritage experiences;
- Identify and understand visitor impacts on heritage
- Collect information required to evaluate the performance of visitor management programs.¹⁰⁴

¹⁰¹ S. McArthur and C. M. Hall, *Visitor management* in: C. M. Hall and S. McArthur , *Heritage Management in Australia and New Zealand: the human dimension*, p. 37.

¹⁰² B. M. Feilden and J. Jokilehto, *Management guidelines for world cultural heritage sites*, p. 98.

¹⁰³ C.M. Hall, and S. McArthur, *Heritage Management in Australia and New Zealand; the human dimension*, p. 44.

¹⁰⁴ C.M. Hall, and S. McArthur, *Heritage Management in Australia and New Zealand; the human dimension*, pp. 44-45

It is important that visitor research is done for the betterment of the heritage site. Hall and McArthur supported the above by also indicating that the strength of visitor research and monitoring is that it gives heritage managers confidence that their approaches and decisions are being made with a sound understanding of key stakeholders.¹⁰⁵

The importance of managing a heritage and especially having human resource on the site is outlined by Shackley as he indicated that the day to day management of the site is often complex as it need local management control and trained staff who understand the significance of the site. The site manager has the responsibility for both visitor safety and safety of the site, to ensure that visitors have a high-quality experience without negative impacts on the site.¹⁰⁶

The needs of the visitors bring many categories of people on board in the preparation for welcoming them, these include but not limited to, people responsible for transport, accommodation, food, shops, security issues as well as health issues. All of the above mentioned categories support the importance of involving local people or stakeholders.

4.3.1 SITE PRESENTATION AND INTERPRETATION

Interpretation is a communication process designed to reveal meanings and relationships of our cultural and natural heritage to visitors, through first hand experiences with objects, artifacts, landscapes, and sites¹⁰⁷. Interpretation makes the site to come to life for the visitors, giving the site relevance and importance¹⁰⁸. It is the desire to make sure that the presentation of the heritage site message or story is cost effective, powerful, and gets results (outcome based objectives). It is a love of talking to and with visitors, and getting them as excited about the site as one is.¹⁰⁹

¹⁰⁵ Ibid., p. 45.

¹⁰⁶ Shackley, M (ed.,) *Visitor management: case studies from World Heritage Sites*, p. 7.
B. M. Feilden and J. Jokilehto, *Management guidelines for world cultural*

¹⁰⁷ www.heritageinterp.com, p. 3

¹⁰⁸ *ibid.*, p. 3

¹⁰⁹ *ibid.*, p. 6.

In presenting and interpreting the historical story of the heritage site, is necessary to be selective and to decide which elements will be of most interest to the kind of people that the site will attract.¹¹⁰

There are many kinds of interpretation that can be used in the site, Feilden and Jokilehto have indicated that the media used to interpret the history of the site should be chosen to be as effective as possible for all visitors, without harming the appearance or ambience of the heritage site. Media used for interpretation according to them could include:

- Clearly written notices, didactic panels, plans, leaflets, guidebooks, souvenir books and reference books in various languages, as required;
- Human guides or teaches;
- Museums, exhibitions, models, samples of building materials, copies of art objects, pictures or coins; dioramas, listening posts, portable tape players; and
- Films, television, video, tape/slide shows, plays, music. Sound and Light performances, and lighting to accent features.

The following have been cited as the benefits interpretation bring to historic site management

- Interpretation shows the visitors why the heritage site has value – to them (the visitor), to the community, and perhaps regionally or nationally.
- Interpretation can inspire visitors and create a sense of individual and community pride.
- It is the interpretation (programs, living history, guided tours, exhibits, etc.) that visitors come to the heritage site for – the story and site experience. Without interpretation a historic site is, in the eyes of the visitor, just another OLD site.
- Interpretation gets visitors to CARE about heritage (theirs or other cultures)
- Interpretative programs and services can increase visitation by increasing the perception of benefits tourists receive by going to a particular heritage site.

¹¹⁰ B. M. Feilden and J. Jokilehto, *Management guidelines for world cultural heritage sites*, p. 100.

- Interpretation brings in more visitors, more repeat visitors and more income.
- Interpretation helps create their own unique choice of ways to experience and learn about a site and its story¹¹¹.

4.3.2 COMMUNITY INVOLVEMENT AND BENEFICIARIES

Community involvement can be promoted through participation of the local community in the care and maintenance of the site. One of the objectives of the management plan for Thaba Bosiu would be achieved by encouraging members of the local community and interest groups to join in the preservation of the site. To promote the involvement of research educational institution to and the wider community to participate in activities that will maintain and improve the site. Those interested in the site should be given the opportunity to have an input on its management.

The first step in involving the community would be to identify stakeholders that are people who have interest as well as those who are concerned with the heritage site. This step would help in enduring that the right people are involved, that the heritage significance is determined. Also it helps in making sure that all the important issues are considered, as well as helping in deciding what future actions are realistic and will meet everyone's needs and be supported.

It is important to identify people who have an interest in the place. This helps in ensuring that the right people are involved. To determine heritage significance this would also help in making sure that all of the important issues are considered. The involvement of people who have interest in the place would help to decide what future actions are realistic and will meet everyone's needs which will also be supported.

¹¹¹ *ibid* , p. 6

The identification of people or organizations to be consulted would be through asking a set of questions. Various groups of people may also attach different importance to the same site.

De Jong have stated that there are several steps that need to be taken into consideration when the local community is to be involved in a project, these include:

Step 1: Defining the local community – the role players and their local communities have to be identified and defined before the community project can be developed.

Step 2: Needs analysis- identifying and defining the needs and perceptions of a community are fundamental to the development and implementation of a community project.

Step 3: Community participation strategy- which plays a vital role in promoting the trust relationships between partners.

Step 4: Communication strategy- will facilitate the process of development an implementation. The selection of communications channels and their application will promote a sense of ownership.

Step 5: Empowerment strategy- will develop the knowledge and skills of the participants.¹¹²

Heritage site have got different kinds of threats that can be attended to if the stakeholders participation can be done on an on going basis for the conservation, promotion and management of the sites. Below is an example of the burial place on top of Thaba Bosiu which needs to be looked after by removing the grass that is growing there to keep the place clean.

¹¹² R.C. Jong., *Heritage and Museum Development. Class notes for Honours Studies at University of Pretoria* , pp 31-32.



Picture 1. Showing a burial place on top of Thaba Bosiu heritage site with some grass growing on them. Source: M. Ntene August, 2005.

4.4 FINANCES AND HERITAGE MANAGEMENT

Financial management is concerned with ensuring that money is available to allow the attraction to function on a day-to-day basis and making sure that funds are used in such a way that it allows the organization to achieve its financial objectives.¹¹³ There are a number of functions that contribute to the overall management of financial resources such as financial planning, financial control, management accounting, cost accounting and financial reporting.¹¹⁴

Budget is said to be the main financial management framework; the following functions have been listed as the three most important:

- They guide everyday financial management
- They provide a basis for evaluating performance and taking decisions on corrective action.
- They are used to impress the stakeholders such as banks and grant-making bodies.¹¹⁵

¹¹³ J. Swarbrooke, *The development and management of visitor attractions*, p. 251.

¹¹⁴ *ibid*

¹¹⁵ J. Swarbrooke, *The development and management of visitor attractions*, p. 252.

As pointed earlier about the importance of financial management in as far as heritage sites are concerned, Swarbrooke points out that in order for the site to generate revenue there are a number of ways some of them being:

- Increased promotional activity to raise awareness and encourage people to visit.
- Using sales promotions such as season tickets to persuade existing customers to visit more often.
- Arranging special events on specific themes so that people who might not otherwise visit the attraction will be encouraged to visit it because the theme of the event appeals to them. The hope is that having visited once because of this event they may become regular visitors.¹¹⁶

There are other opportunities that have been pointed out that can be offered on the site for visitors to spend money such as shops, catering outlets and guided tours.¹¹⁷ The aim of this management plan is therefore to assess taking into account the above mentioned ways in which visitors can be attracted through provision of the different facilities, which ones are being available at heritage sites..

The following have been listed as the main ways in which attractions can maximize their revenue:

- Increasing visitor numbers.
- Encouraging secondary expenditure by visitors on site.
- Obtaining the best possible ‘business mix’ on the site which optimizes the use of the site, the staff and the physical resources so that, whenever possible, the attraction is hosting profitable activities, every hour of every day
- Maximizing external sources of income, such as grants and sponsorship.
- Effective credit control.¹¹⁸

¹¹⁶ Ibid, p. 260.

¹¹⁷ Ibid. p. 261.

¹¹⁸ J. Swarbrooke, *The development and management of visitor attractions*, p. 265.

Ownership of the heritage site is an important thing and it also has some financial implications. Like it has been indicated by Swarbrooke that public sector attractions (those owned by the central government or local authorities) in contrast to those in private ownership, tend to have different objectives rather than just pure profit. They, in general have less freedom of action than private attractions in the field of finance.¹¹⁹ The following have been pointed to indicate the difference between the operation of public and private sector financially. That financial planning is more difficult in the public sector because many of the assumptions on which financial plans must be made are outside the control of the attraction and are subject to change at very short notice¹²⁰.

Financial control will often be dictated by standard procedures which are not always appropriate to the attraction business while management information systems may be limited due to shortage of money. The financial reporting system is very different, although if done well it should still supply useful data for decision-makers.

It is also indicated that the objectives of the public sector attractions tend to be more complex than those of their private sector counterparts. They are political and social as well as financial. The budgeting process is usually a political rather than a financial exercise as departments vie with each other to see who will achieve the best outcome in the budgeting process.¹²¹

One of the strategies for financial management is a business plan. According to Griffiths the purpose of the business plan is to state the reasons for the existence of the business, the role it is filling, the evaluation of competition, the marketing strategy and the justification of its proposals. He went further to indicate that a good way to undertake an assessment of the business and its competitors is a way of a SWOT (strengths, weakness, opportunities and threats) analysis.¹²²

¹¹⁹ Ibid., p. 267.

¹²⁰ Ibid., p. 268.

¹²¹ J. Swarbrooke, *The development and management of visitor attractions*, p.268.

¹²² B. Griffiths, *Financial management*, in: R. Harrison (ed.), *Manual of heritage management*, p. 235.

Once the values of the place are outlined in the statement of significance, the next step would be to define the objectives which need to be specific enough to give direction to the management of the place. The objectives would have to take into consideration the physical condition of the place and its desired and appropriate uses. That is, there should be about retaining the heritage significance of the place.

4.5 MARKETING

According to Kotler marketing is defined as a social and managerial process by which individuals and groups obtain what they need and want through creating, offering, and exchanging products of value with others.¹²³ Marketing is the process of delivering products to customers. In the case of heritage attractions, the principal difference is that the products are at fixed locations and the customers have to be persuaded that the product is one that they are prepared to travel to and to buy.¹²⁴ Heritage managers like in any other institution have to embark on marketing its activities to the community so that they would visit and use their facilities.

Hall and McArthur modified Kotler's and Levy's definition of marketing by pointing out that it is that function of heritage management that can keep in touch with the site's visitors (consumers), read their need and motivations, develop products that meet those needs, and build a communication program which expresses the purpose and management objectives of the heritage.¹²⁵ They went on to indicate that marketing involves the effective management of a heritage site's resources in a manner that is mutually beneficial to the site and visitors.

Effective marketing helps in the fostering of a great appreciation to our heritage. Integrated promotion of heritage can lead to effective use of marketing resources. There has to be a market research undertaken which will help in finding out who our customers are.

¹²³ P. Kotler,., *Marketing management: analysis, planning, implementation and control*, p 6

¹²⁴ K. Robinson *Selling the heritage product*, in R. Harrison, *Manual of Heritage Managed*, p. 381.

¹²⁵ C.M. Hall, and S. McArthur, *Heritage Management in Australia and New Zealand; the human dimension*, p.

Market research as described by Hall and McArthur must therefore be an integral part of heritage management and planning.¹²⁶

Ambrose and Paine have indicated that market research will help in determining whether the museum or any other institution is offering the right type or mix of services to its users, at the right location, at the right time(s) and at the right level¹²⁷.

A successful heritage marketing plan will focus on the development of a marketing process which involves the following five stages:

- Undertaking an internal and external situation analysis;
- Setting marketing goals and objectives;
- Developing a marketing strategy
- Establishing a marketing management framework
- Evaluating marketing effectiveness¹²⁸

Ambrose and Paine in their book focused on the museum its basics; however in this essay it is going to be assumed or taken into consideration that museums and heritage sites do fall under cultural institutions and hence their management is the same. Therefore, one would add the word heritage site after wherever they mentioned museum alone. According to them marketing the museum / *heritage site* successfully depends on a combination of factors, sometimes known as the marketing mix, and conveniently described as products, price, place and promotion.¹²⁹

Marketing mix are the variables that marketing managers can control in order to best satisfy customers in the target market, or to best achieve the marketing objectives. The above 4 p's of marketing as they are sometimes know can be described as followed:

¹²⁶ Ibid., p. 74.

¹²⁷ Ambrose, T. and Paine, C., *Museum Basics*, p.18.

¹²⁸ C.M. Hall, and S. McArthur, *Heritage Management in Australia and New Zealand; the human dimension*, pp. 74-75

¹²⁹ Ambrose, T. and Paine, C., *Museum Basics*, p.26.

- **Product** refers to the physical product or service offered to the consumer. Understanding the museum/ heritage site product and developing it in line with the users' needs is the task of museum/ heritage site management and a key component in marketing mix. It is an amalgam of services, people, building, facilities, atmosphere, customer care, ease and accessibility, corporate presentation, collections, events and activities and many other quantifiable and non quantifiable factors.¹³⁰
- **Price** does not include only the list price, but also discounts, financing, and other options such as leasing. Managing any heritage institution carries with it costs-costs of staffing, displays, exhibitions, conservation, documentation, promotion and all the other responsibilities of the institution. How these costs will be met is a task of management, but the price charged is a key component in the marketing mix.
- **Place** refers at looking at location where a service is delivered, that is, it is about getting the products to the customer.
- **Promotion** includes advertising, personal selling, and sales promotion. That is it refers to promotion decisions related to communicating and selling to potential consumers. One of the most important points to bear in mind is in setting up a marketing or promotional strategy for the heritage institution is how its impact can be tested. Developing a good working relationship with the users is important in marketing the heritage institution.¹³¹

As pointed above it is evident that the marketing is important for the promotion and presentation of the site, hence it is expected that through it, there would be many visitors to the site. However Shackley has indicated that a large visitor number create problems, crowding can lead to frustration and thus vandalism. On how this overcrowding can be overcome he indicate that it is through restricting numbers of visitors through education

¹³⁰ Ibid., p. 26.

¹³¹ Ambrose, T. and Paine, C., *Museum Basics*, p.27.

policies, that is, instructing visitors where to go, how to behave, why to avoid things like the usage of flash photography.¹³²

In relation to the pressure that can be brought by more visitors to the heritage site it has been pointed out that excessive visitor pressure can be reduced if there are other attractions nearby. These might include a zoo, aquarium, leisure park, beach or live entertainment.¹³³

The above therefore indicate the importance of having management policies for the heritage sites which would help one with what the needs of the site whether by the managers or the visitors are. It is only through the development of such policies that it would become easier to have them implemented for the better management of the site.

4.6 CONSERVATION

According to the Burra Charter, conservation means all the processes of looking after a place so as to retain its cultural significance. There are three basic elements of heritage conservation namely: to understand heritage significance, to develop objectives in order to retain significant values and to manage the achievement of objectives.

Feilden and Jokilehto have indicated that the general concept of conservation implies various types of treatments aimed at safeguarding buildings, sites or historic towns; these include maintenance, repair, consolidation and reinforcement.¹³⁴

The following are the definitions of terms used in conservation according to the Burra Charter which provides guidance for the conservation and management of places of cultural significance :

- **Preservation** means maintaining the fabric of a place in its existing state and retarding deterioration. It is appropriate where the existing fabric or its condition

¹³² Shackley, M (ed.,) *Visitor management: case studies from World Heritage Sites*, p. 8.

¹³³ B. M. Feilden and J. Jokilehto, *Management guidelines for world cultural heritage sites*, p. 102.

¹³⁴ B. M. Feilden and J. Jokilehto, *Management guidelines for world cultural heritage sites*, p. 61.

constitutes evidence of cultural significance, or where insufficient evidence is available to allow other conservation processes to be carried out.

- **Maintenance** means the continuous protective care of the fabric and setting of a place, and is to be distinguished from repair which involves restoration or reconstruction.
- **Restoration** means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material. It is appropriate only if there is sufficient evidence of an earlier state of the fabric.
- **Reconstruction** means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric. It is appropriate only when a place is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the fabric.
- **Adaptation** means modifying a place to suit the existing use or a proposed use. It is acceptable only where the adaptation has minimal impact on the cultural significance of the place. It should involve minimal changes to significant fabric, achieved only after considering alternatives.

Different people have different perspectives on the importance of a place and views on heritage significance often change overtime. Therefore in as far as conservation is concerned of the heritage site, there would be an assessment on the issues relevant to conserving the place so that the heritage manager/ conservator would be able to draw up a conservation policy for the site which would include conservation objectives for the place, strategies for conservation and action plan. For conservation, processes or actions are needed to conserve the significance of the place.

Pearson and Sullivan have indicated the importance of having a conservation policy by pointing out that the policy will specify the most appropriate use, compatible with significance of the place, and identify the best options for physical conservation, interpretation, visitor use and ongoing management and maintenance, or for mitigation or salvage.¹³⁵ There would have to be maintenance programs established and implemented.

A heritage place is a place valued by people for its natural and cultural heritage significance. Heritage places are protected because they help to strengthen personal and community identity, and also because one wants to pass them on future generations. Heritage places are social, spiritual, ethical and legal obligations. There are basic elements in understanding heritage significance such as the development of objectives to retain the significance value and manage to achieve those objectives.

Looking at the conservation issues and what needs to be done to the heritage sites below are some of the examples of pictures taken at some features found at Thaba Bosiu heritage site and some of the threats to that need to be dealt with immediately.



2(a)



2(b)

Picture 2(a) and(b). The ruins of Moshoeshoe I 's house showing weeds that are growing on it. And some ashes indicating that people do come to vandalize the site by putting fire. Source: M. Ntene ,August 2005

¹³⁵ M. Pearson and S. Sullivan, *Looking after heritage places: the basics of heritage planning for managers, landowners and administrators*, p. 210.

4.7 HUMAN RESOURCE AND HERITAGE MANAGEMENT

Having elaborated on the above important aspects of heritage management, it is evident to indicate that they can only happen when the heritage site has resources dedicated to it, especially human resources. Human resources management function includes a variety of activities, and the key among them is deciding what staffing needs are there or whether to use independent contractors or hire employees to fill these needs, recruiting and training the best employees ensuring they are high performers , ...¹³⁶

This has been supported by Feilden and Jokilehto as they indicated that the world's cultural property can be saved and properly maintained only if adequate numbers of properly trained personnel- starting at the highest political or administrative levels down to craftspersons, site supervisors, guardians and guides are available at the site¹³⁷. That is, without trained staff there will be no heritage conservation and management.

The importance of having staff manning heritage sites is supported by Haw as he indicated that while it will be necessary to employ experienced staff, particularly within the various fields pertaining to heritage management, employment must be sourced from the surrounding communities, and trained with some aim to a national qualifications¹³⁸. It is therefore evident that for a heritage site like Thaba Bosiu a minimum of ten employees may suffice, these may include and not limited to site manager, assistant, tour guides, receptionist, education officer, research officer, technical guide, security, cleaner and conservator.

¹³⁶ www.managementhelp.org/hr-mgmt.htm

¹³⁷ B. M. Feilden and J. Jokilehto, *Management guidelines for world cultural heritage sites*, p. 47

¹³⁸ N. Haw, *Cultural heritage management within capture conservation areas ; a heritage manager's guide*, p171

CHAPTER 5

THABA BOSIU HERITAGE SITE MANAGEMENT PLAN

5.1 VISION

Thaba Bosiu heritage resource a cultural landscape sustainably managed for conservation and presentation of heritage resources through community participation, and consultation with other relevant stakeholders

5.2 MISSION

Effectively manage Thaba Bosiu with provision of high quality sustainable heritage tourism that yields benefits to local communities.

5.3 OBJECTIVES

- To improve administration, visitor management and presentation of Thaba Bosiu heritage site for its better conservation and preservation
- To restore natural and cultural heritage and develop viable alternatives to environmentally damaging livelihoods within the Thaba Bosiu area

- To effectively conserve and present Thaba Bosiu as a unique and high quality heritage tourism destination capable of attracting significant numbers of visitors
- To contribute to local development through the creation of income generation opportunities for communities within Thaba Bosiu area.
- To strengthen management and administrative structure of Thaba Bosiu heritage site

5.4 SWOT ANALYSIS

SWOT analysis is a strategic planning tool used to evaluate strengths, weaknesses, opportunities and threats involved in the management of the heritage site. The analysis was also done on Thaba Bosiu to assess the situation and the following were identified as the challenges faced while conserving and managing the site through questionnaires that were administered (see appendix 1):

ISSUES	STRENGTHS	WEAKNESS	OPPORTUNITIES	THREATS
Site management	Community is willing to be involved in the conservation and management of the site	Lack of management skills on the side of the community members to manage cultural sites	Management expert for consultation Community members may be trained Introduction of heritage studies at the University	Unclear demarcation of roles Insufficient funding Untrained staff to

		Lack of management plan	– availability of human resource	manage the site
		No management structure for the site	Management structures can be established	Lack of resources- financial, human
		No heritage manager at the site for monitoring and report		
Legislation	Legally protected	Community not aware of the legal aspect of the ownership of the cultural assets	Legal experts can explain the law to the community members about the ownership of cultural heritage property	
Site presentation	The site has very important historical value Development of cultural village at the site Site is easily accessible from town	Inadequate presentation and interpretation of the site	There is potential of development done nearby the site High potential for education Visitors trail can be developed Tour guides can be employed and trained	Poor visitors facilities Not enough signage No visitor trails Inadequate visitors' facilities
Site conservation	The heritage resource present at	Poor state of conservation	Improvement may be done with collaboration	Soil erosion on the site

	the site	(invasive shrubs, shrubs growing on walls of ruins collapsing walls	of all stakeholders	Alien invasive species Littering Vandalism Unprotected springs
Marketing / tourism	Accommodation available Site is already known Easily accessible from the city	No marketing strategy in place No promotional activities	Heritage trail can be developed Tourists are source of revenue	Unavailable promotional materials and activities about the site Competition from other heritage resources

5.5 SITUATION ANALYSIS

The cultural heritage resources found in Thaba Bosiu are prone to a number of threats which may not affect them similarly. Therefore each specific site needs a specific management approach on issues identified such as site management site presentation, site conservation and marketing as discussed below. There is a need to develop a trail to connect all these important heritage resources.

5.5.1 Site management

Thaba Bosiu is managed by different institutions at different levels without cooperation. In Lesotho the management of heritage sites falls with the Ministry of Tourism, Environment

and Culture, with the Department of Culture invested with the whole responsibility. Its mandate is to build-up comprehensive national tangible and intangible collections derived from both cultural and natural heritage of Lesotho, to safeguard and promote Lesotho's heritage.

The above mentioned responsibility the department derives through a number of acts that have been passed by the parliament. Among them one can state the Historical Monuments, Relics, Fauna and Flora Act No. 41 of 1967 that replaced the Protection of Relics, Fauna and Flora Proclamation 1938.¹³⁹ The purpose of the act is to provide for preservation and protection of natural and historical monuments, relics, antiques, fauna and flora and for connected matters.¹⁴⁰ Thaba Bosiu therefore being one of the national monuments of Lesotho enjoys the protection through the above act.

Therefore what is happening in Lesotho is that, the Department of Culture sees to it that all heritage sites are protected, conserved and managed. At present moment in the Department of Culture there are no people employed solely for looking at Thaba Bosiu heritage site. On the other hand there is the Lesotho Tourism Development Corporation as its functions are highlighted which is interested in promoting the site, it has employed about three people who are based at the heritage site as guides.

Looking at the number and profession of the people employed one would therefore argue that they are not enough for the preservation and management of a site such as Thaba Bosiu having looked at the management issues that have to be taken into consideration for the betterment of the heritage site.

Not limited to the above act there is also the Lesotho Tourism Act which provides for the promotion and development of tourism and for related matters. Through the act there is established body known as the Lesotho Tourism Development Corporation. Its functions include among others the following:

- To develop, improve and encourage tourism in Lesotho

¹³⁹ G. Witzsch, *Lesotho environment and environmental law*, p. 72.

¹⁴⁰ The Historical Monuments Relics, Fauna and Flora act No. 41 of 1967, p. 1.

- To encourage the visiting of sites of historic, cultural or national interest;
- To preserve and develop tourist and historic sites;
- To promote the revival and development of traditional handicrafts and popular arts, festivals and culture;
- To provide or adapt sites and modernize or construct premises for tourism undertakings or assist any other person to do any of those things, and provide or assist in the provision of related services or facilities;

Changes in the governance has been experienced also in Lesotho as we have undergone Local Government elections which focuses on decentralization of services, and as such one hopes that this method guarantees communities the right to identify their needs at their level. Hence it is hoped that the same will happen even with the protection of heritage as they will become more involved in protecting and promoting heritage for their economic benefits. One therefore believes that if the above mentioned institutions could come together for conserving and managing this site some of the issues like the poles put on top of the ruin could not have been done.



Picture 3: The ruins of Moshoeshe I 's house, here it shows where there is lack of cooperation (conflict of interests) between people as one can see sticks that have been put on top of the ruin which looks very unstable. Source: M. Molibeli, June 2007

5.5.2 Site presentation

No signage (road signs, signs indicating places of importance toilets, parking, etc) interpretation on top of the mountain is also of importance consideration. There is no clearly written notices, didactic panels, plans, leaflets, guidebooks, souvenir books and reference books in various languages available about Thaba Bosiu heritage resource as required.

Access roads to the plateau need to be stabilized. The road at Rafutho / Khubelu pass which is frequently used is very steep and needs to be stabilized as it has loose stone. There is also an alternative road which was made probably for easy access to the mountain by people and animals. This road is very rough with loose stones and hence it makes it difficult to walk, it therefore needs to be stabilized.



Picture 4: loose stones that needs to be stabilized.
Source: M.Molibeli ,June 2007

Some of the problems on top of the mountain include littering as shown in below.



Picture 5: littering on top of the plateau.
Source: M. Molibeli, June 2007

Graveyard where royal tombs are also found – some work need to be done at the graveyard. There are graves which are unmarked and as such more research should be carried out to ensure more information is collected about the graves so that they too should be marked and made known to the present and future generation.



Picture 6 :Moshoeshoe II's grave
Source: M.Molibeli, June 2007



Picture 7: Moshoeshoe I's grave
Source: M.Molibeli, June 2007



Picture 8: some of the unmarked graves and the extent of soil erosion due to removal of grass between them
Source:
M.Molibeli, June 2007

There is also shortage of facilities

for parking and ablution space as shown in the picture below.



Picture 9: Thaba Bosiu information centre

Source: M.Molibeli, June 2007

While one is on top of the mountain there is definitely no facilities available for basic needs such as toilets, shelter during bad weather.

As it was the common practice of Basotho to pile stones at the entrance of a village as a sign of prayer, Thaba Bosiu is not an exceptional as one can find a pile of stone at the entrance on top of the mountain. This place therefore needs to be relocated somewhere or something have to be done with these piles of stones as they have now fallen on the road as shown below:



Picture 10: stone pile

Source: M.Molibeli, June 2007

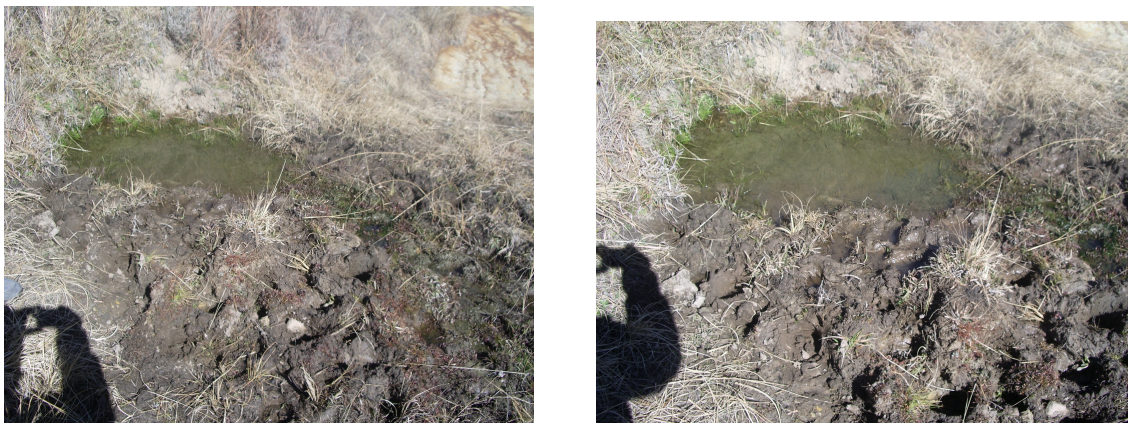
5.5.3 Site conservation

One of the threats as mentioned above is soil erosion. Below are photos that show the extent of soil erosion on the plateau.



Picture 11 (a) and (b): extent of soil erosion
Source: M.Molibeli, June 2007

There are several springs found on the site. The main threat to the spring is that they need to be rehabilitated as all of them are not covered. Below are the photos showing uncovered springs.



Picture 12(a) and (b): unprotected springs that needs to be rehabilitated

Source: M.Molibeli, June 2007

Some of the identified threats to the ruins are the shrubs and invasive alien species growing on them as shown below. An immediate action should be taken to carefully remove them before they do further damage.



Picture 13(a) and (b): Shrubs growing on the ruins
Invasive alien species / invasive vegetation growing on the ruins
Source: M.Molibeli, June 2007

There are also exotic pine species growing on the site as a whole that need to be removed as shown below:



Picture 14: aloe
Source: M.Molibeli, June 2007



Picture 15: poplar trees
Source: M.Molibeli, June 2007



Picture 16: pine trees
Source: M.Molibeli, June 2007

5.5.4 Marketing

There is no marketing plan for Thaba Bosiu heritage resource. The report by Morija Museum staff as part of the EIA report for Thaba Bosiu cultural village claimed that there seem to be a decline on the visitors' statistics. This therefore shows that there is a dire need for marketing of sites such as Thaba Bosiu both nationally, regionally and internationally.

Non availability of promotional material about the site is also another issue that needs to be addressed. There is also no guidebook / booklet about the site to give background information about the site and other adjacent sites within the area. No video/ DVD about the site for people who cannot climb the mountain, or even a short one for introducing people who might be able to climb. Not enough things either crafts or anything sold that people can take home as souvenirs. Site museum is very much needed for a site such as Thaba Bosiu which is considered as the shrine of Basotho.

5.6 ACTION PLAN

To achieve the above mentioned objectives below are the actions that one thinks ought to be taken for the successful management of Thaba Bosiu heritage resource.

Issues	Action	Indicator	Responsibility
Site management	Establish management authority/committee	Management authority/committee established	
	Develop management strategy including capital and operational budgets	Management and budget strategy in place	
	Cooperate with stakeholders		
Site conservation	Develop site conservation plan	Conservation plan	
	Inventories heritage structure	Inventory report	
	Rehabilitate springs	Springs rehabilitated	
	Prevent and control soil erosion	Controlled soil erosion	
	Clear and control alien invasive species	Alien invasive species cleared	
Littering	Construct refuse bins	refuse bins constructed	
Access	Construct paths to the top of the mountain	Paths constructed	
Site presentation	Identify and interpret heritage resource	List of heritage resource identified	
	Erect signage and information boards	Signage erected	
	Train and accredit tour guides	Trained and accredited tour guides	
Community involvement	Identify all stakeholders	List of stakeholders	
	Community participation and involvement strategy	Strategy document	

marketing	Develop marketing strategy	Marketing strategy	LTDC
	Produce and distribute promotional material	Promotional material available	
	Link Thaba Bosiu with other heritage sites		
Shortage of trained staff	Recruit and train staff	5 staff	
Provide facilities	Ablution facilities, clean water and shelter in case of bad weather	Development plan in place	

It is therefore believed that the success of the above action plan in managing and conserving Thaba Bosiu can be integrated with the ten steps of protecting natural and cultural significances of places as discussed in the Burra Charter as follows:

- **Step 1: What is a heritage place?**
- **Step 2 : Who has an interest in the heritage place?** - Finding out who is concerned about and responsible for heritage places in the area one is interested in is important.
- **Step 3 : What do you need to know?**- gathering sufficient information about the site in order to identify heritage values.
- **Step 4: Why is this place important?** – understanding the significance or what makes a place important to protect is very important for.
- **Step 5: What are the issues?** – Identification of key issues that will affect the future of the place.
- **Step 6: What do you want to achieve?** – developing objectives by focusing on the values of the place as outlined in the statement of significance, and addressing the key management issues.
- **Step 7: What do you need to do?** – develop strategies or actions to ensure significance is retained.

- **Step 8 : What is your plan?** – Record of all the above 7 steps.
- **Step 9 Do it** – Implementation of the plan
- **Step 10 Review it.**¹⁴¹

CHAPTER 6

MONITORING AND EVALUATION

6.1 Monitoring

This management plan seeks to advice and influence the management of Thaba Bosiu heritage resource in line with its objective. It has no statutory power or status. It needs to be reviewed after five years in the presence of all relevant stakeholders. It should be taken

¹⁴¹ www.environment.gov.au/heritage/ahc/publications/commission/books/protecting

as a guiding tool for managing the site, it therefore needs to be amended as when need arise. Regular reporting is necessary after the first year of implementation of this plan.

The conservation and management of the site should be done by all relevant stakeholders, this including regular monitoring where issues such as site conservation, site presentation and visitor management issues would be dealt with. A monitoring system must be established and implemented by the management authority.

6.2 Evaluation

It is also known as performance assessment. This management plan will only be successful if it can be evaluated and revised each year. It also needs to be modified as a result of the problems that would have been encountered during its implementation period. The evaluation should be done by management authority in consultation with all stakeholders. Client feedback information is also important contributor to the evaluation process.

APPENDIX A QUESTIONNAIRE

Dear visitor and member of the community,
This questionnaire intends to assist in the preparation of a management plan for Thaba Bosiu national monument in Lesotho. I thank you for completing it.

Which country / village are you from?
.....

How have you known about Thaba Bosiu?



Magazine	Tourist Guide	From a friend or other visitors	Travel agency	Web site	other
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

What was the main reason for your visit to the site?

Cultural Tourism	Visiting a national monument	Recreation	Part of a tour	Part through	Just passing (specify)	Other
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Does the site correspond to what you imagined?

Yes No if no, why

.....

What do you think about conservation of the site ?

Very poor Bad OK Good Excellent

Did you take a guided or unguided tour? How was your experience?

.....

.....

.....

.....

Did you use any of the facilities? (shop, ablution, etc.) If yes, how did you find it?

.....

.....

.....

Which heritage resources attracted you most on the mountain?

Ruins	Traditional meeting Place (khotla)	Springs	Graveyard	Paintings	Others (specify)
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Why?

.....

.....

.....

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