

**Heritage Impact Assessment in accordance to
Section 38 of NHRA 25 of 1999 for submission
to SAHRA**



**with
Special Focus on Lifts upgrade on
Portions of the Farm Elandspoort 357- JR,
Pretoria, Tshwane, Gauteng
05th of August 2019**

Table of Contents

1. Executive Summary.....	4
1.1 Project Brief and Appointment.....	4
1.2 Motivation for the replacement of the Lifts.....	5
1.3 Legal Status of the Heritage Impact Assessment Report	5
1.4 Methodology	6
1.5 Limitations	6
2. Location of property on farm Elandspoort 357 - JR	7
2.1 Property details for the Union Buildings Precinct	10
3. Historical background of the City of Tshwane	11
3.1 Pre-Colonial Pretoria	11
3.2 Colonial Pretoria	12
3.3 Pretoria's Architectural Style	14
3.4 The Architect of the Union Buildings.....	14
4. Summarised history of The Union Buildings.....	16
4.1 Introduction.....	16
4.2 Background and vision of the UB Estate	16
4.3 The design and construction of the site.....	17
4.3 The Clock Towers.....	19
4.5 Notable Events held at the Union Buildings.....	23
4.7 The Passenger and Goods Lifts	24
5. Photo documentation and location of existing Lifts and description of upgrade of all 7 Lifts within the Union Buildings	25
5.1 Location of existing Lifts within the Union Buildings	26
5.2 Photo documentation of existing lifts and upgrade of all 7 Lifts	28
5.2.1 Overall Basement Floor Plan_Good Delivery Lift and Passenger Lift ...	28
5.2.2 Overall Lower Ground Floor Plan_Passenger and Goods Delivery Lifts	34
5.2.3 Overall Ground Floor, First Floor and Second Floor Plans	40
5.2.4 Roof plan_West and East Wing	55

6. Findings and Cultural Significance of the Union Buildings in general and Lifts in particular.....	60
6.1 Findings.....	60
6.2 Significance of the Union Building in general	61
6.3 Statement of Significance for the Union Buildings.....	64
6.4 Significance of the Goods and Passenger Lifts in particular.....	64
6.5 Statement of Significance for the Lifts	66
7. SWOT Analysis, and Conservation Management Principles guiding the Lifts Replacement and Refurbishment	67
7.1 SWOT Analysis	67
7.2 General SWOT Analysis of Union Buildings with special focus on the Lifts	67
7.3 Nature of Development.....	68
7.4 Conservation Management Guidelines guiding the Lifts repair	68
7.4.1 General Conservation Policy on Fabric and Setting (relevant to Lifts repairs)	69
8. Applicable interventions on the repair of the Lifts and the Impact Assessment of the interventions on the Lifts.....	72
8.1 Introduction.....	72
8.2 Replacement of Passenger and Goods Lifts	72
8.3 Interior refurbishment and repair of Presidential Lift.....	73
8.4 Recommendations and conclusion.....	74
9. References and sources.....	75

1. Executive Summary

No other building in South Africa epitomises the state, authority and power like the Union Buildings (UB) does. The UB complex is significant for so many reasons and its unique status is not only because of its historical and symbolic importance, several other significances are attached to the building and it continues to be a place where living traditions and history is made. This report does not endeavour to provide a complete history of the City of Tshwane and the UB; its history is too large and complex to be covered intensively in the confines of this report. It will rather summarise and acknowledge the histories that have been captured in depth elsewhere; this is done in Chapter 3. This report forms part of the series of reports for **Facilities Management for the Presidency of Gauteng Project** that will be produced for Section 38 applications to SAHRA in the restoration, repair and replacement program at the UB. This report will particularly focus on the lift replacement program and chapter 5 will contain the documentation of the current state of the lifts. The concluding chapters of this report will give recommendations on the future principles that can be adopted in the renovations or alterations and replacement of these essential services as well as their impact on the fabric and the character of the building.

1.1 Project Brief and Appointment

Tsica Heritage Consultant Pty Ltd was subcontracted by Ikemeleng Architects to fulfil all the heritage requirements pertaining to this project. **Phakamile Engineering** was appointed by the Department of Public Works to conduct all mechanical engineering work with regards to this lift upgrade and replacement project.

Tsica's team consists of:

- **Monika Läuferts le Roux** – Architectural Historian
- **Judith Muindisi** - Historian
- **Johann le Roux** – Architect

We understand our client's project brief to be:

The replacement of

- Passenger Lift - PE 2747
- Passenger Lift - PE 2748
- Passenger Lift - PE 2749
- Passenger Lift - PE 2750
- Good Delivery Lift - PE 2751
- Good Delivery Lift - PE 2752

Interior renovations and making good of:

- The Presidential Lift
Passenger Lift – 02L240

The client is fully cognisant of the importance of the building and the iconic status of the building and that all changes should be done in accordance of the NHRA 25 of 1999 and internationally approved conservation principals that will preserve the architecture, history, character, integrity and iconic status of the building. It should be, however, noted that the lift replacement program begun on the building before the submission or issuance of any permit was made to SAHRA. Tsica Heritage Consultants was approached by the client and the consultants responsible retrospectively to satisfy the legal requirements. Tsica does not in any way condone the actions taken by client prior to their appointment.

1.2 Motivation for the replacement of the Lifts

After a detailed inspection of all the passenger and good delivery lifts in the building it was concluded that in the adherence to safety and compliance with safety regulations all goods and passenger lifts were to be replaced with exception of the presidential lift which was found to be in good working order but in need of interior renovations and mechanical repairs. The installation of new lifts will result in a fully statutory compliant lift. These legislations include, but are not limited to:

- **SANS 204** – Energy Efficiency in Buildings
- **SANS 10400** – National Building Regulations (Part N, Part S and Part T)
- **SANS 1545-1** – Safety rules for the construction and installation of lifts
- **SANS 1545-5** – Safety rules for the construction and installation of lifts Part 5: Electric and hydraulic access, goods lifts only.
- **SANS 1545-9** – Safety rules for the construction and installation of lifts Part 9: Lift landing doors – Fire resistance testing.
- **SANS 53015** – The maintenance and repair of electric and hydraulic powered lifts, escalators and passenger conveyors.

1.3 Legal Status of the Heritage Impact Assessment Report

The investigation and report entail a Heritage Impact Assessment (HIA) and specification document that is aimed at guiding the restoration and renovations of specific rooms and the lifts at main UB building in Tshwane. Heritage conservation and management in South Africa (excluding KwaZulu Natal on a provincial level) is governed by the *National Heritage Resources Act (Act 25 of 1999)* and falls under the overall jurisdiction of the *South African Heritage Resources Agency (SAHRA)* and its provincial offices and counterparts.

Section 38 of the NHRA requires a Heritage Impact Assessment (HIA), to be conducted by an independent heritage management consultant, for the following development categories:

- Construction of a road, wall, power line, pipeline, canal or other linear form of development or barrier exceeding 300m in length
- Construction of bridge or similar structure exceeding 50m in length

- Development or other activity that will change the character of a site -
 - **Exceeding 5000 sq m**
 - Involving three or more existing erven or subdivisions
 - Involving three or more erven or divisions that have been consolidated within past five years zoning of site exceeding 10 000 sq m
 - The costs of which will exceed a sum set in terms of regulations by SAHRA or a provincial heritage resources authority
- Any other development category, public open space, squares, parks, recreation grounds

1.4 Methodology

The investigation of the site the report was conducted with the following approach:

- Literature Review - this includes in depth research on existing literature of the Union Buildings and the Conservation Management Plan available with a view to align the changes with the Conservation Management Plan
- Visual Survey – photo documentation of the lifts that are being replaced
- Assessment of significance of the lifts
- Consultation with the relevant architects, urban designers, client and SAHRA on the proposed interventions in form of meetings
- Interested and Affected Parties/Social History Survey, consultation with relevant stakeholders in view of the importance and security conditions of the building but with regard to fulfilling the NHRA 25 of 1999 requirements

1.5 Limitations

During the investigation of the report and the site Tsica Heritage Consultants Team faced some challenges which included:

- Some members of the team were not allowed access to the UB because they are not citizens of the South African Republic
- Though the site has been well researched some of the documentation of the site was not available in full to the researchers
- The public participation document could not be opened up to the public in the full sense of the word in accordance to the NHRA 25 of 1999 because of the delicate security situation
- Some of the changes done to the building have not been documented and the NHRA 25 of 1999 procedure has not been followed
- The replacement of the lifts began before Tsica's appointment therefore limiting the recommendations that Tsica could make in respect of conservation

2. Location of property on farm Elandspoot 357 - JR

The Union Buildings Precinct consists of four Land Parcels which are described in the aerial maps below. The Union Buildings known as the Presidency consists of the Main building complex with governmental offices, the gardens and the additional buildings which form part of the garden area.

GPS Coordinates for the Union Buildings, Pretoria, South Africa:

Latitude: -25° 44' 15.40" S

Longitude: 28° 12' 25.97" E

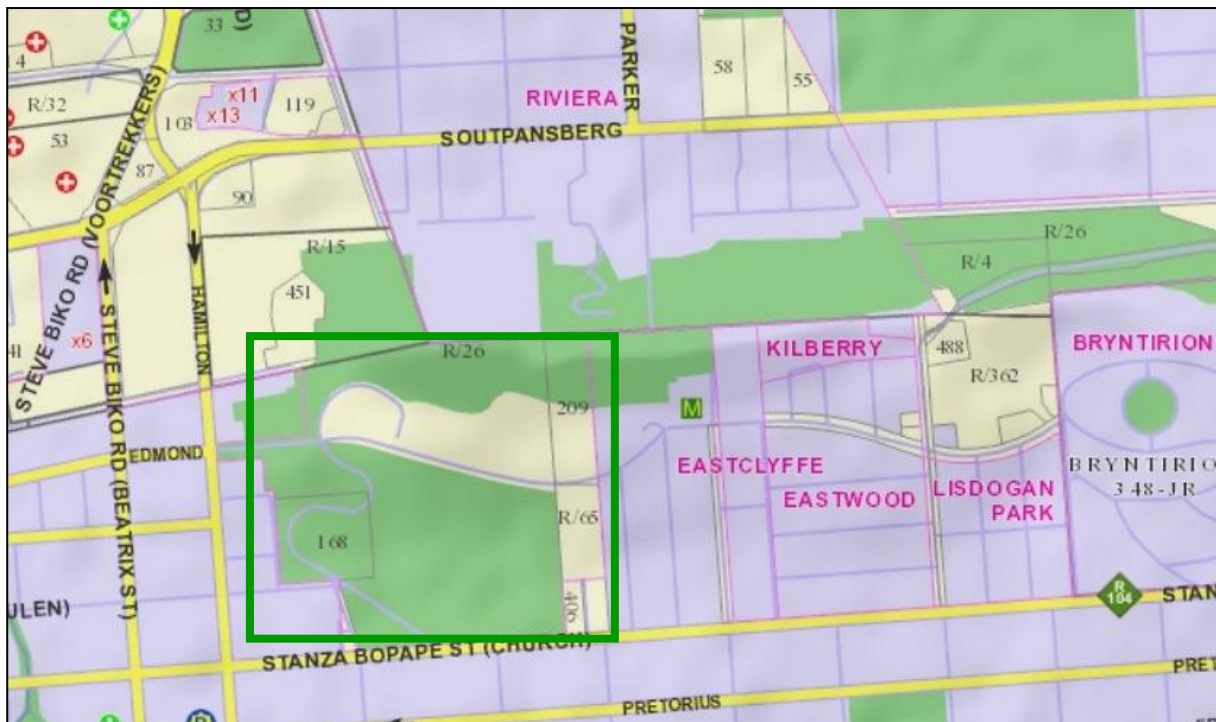


Fig. 1_Stand number map which consists of four Land Parcels which forming the Precinct around the Union Buildings

(Source: https://e-gis002.tshwane.gov.za/E_GIS_Web/)



Fig. 2_Zoom in stand number map with the outline of the Union Buildings, The Presidency

(Source: https://e-gis002.tshwane.gov.za/E_GIS_Web/)



Fig. 3_Zoom in aerial GIS map with the main building complex of the Union Buildings
 (Source: https://e-gis002.tshwane.gov.za/E_GIS_Web/)

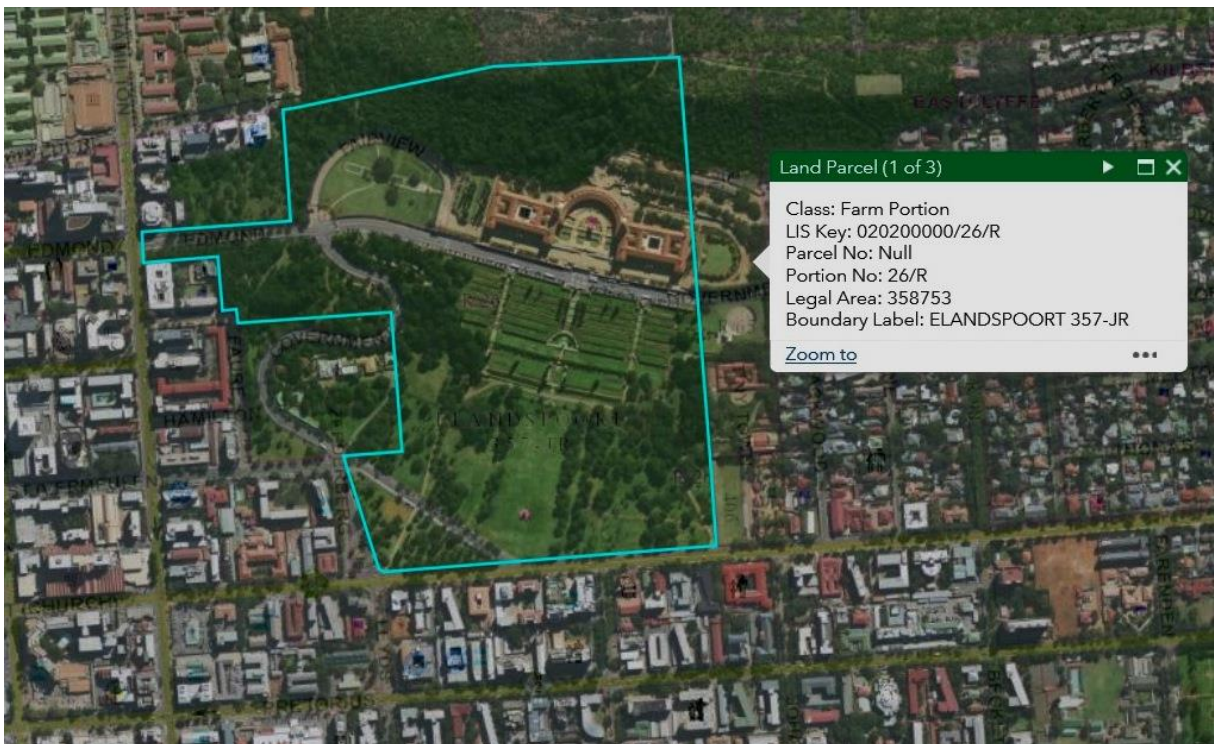


Fig. 4_Aerial GIS map with the outline of the main Land Parcel, Portion 26/R of the Farm Elandspoort 357-JR which forms part of the Union Buildings precinct
 (Source: https://e-gis002.tshwane.gov.za/E_GIS_Web/)



Fig. 5_Aerial GIS map with the outline of the Land Parcel, Portion 168 of the Farm Elandsport 357-JR which forms part of the Union Buildings precinct
 (Source: https://e-gis002.tshwane.gov.za/E_GIS_Web/)



Fig. 6_Aerial GIS map with the outline of the Land Parcel, Portion 209 of the Farm Elandsport 357-JR which forms part of the Union Buildings precinct
 (Source: https://e-gis002.tshwane.gov.za/E_GIS_Web/)



Fig. 7_Aerial GIS map with the outline of the Land Parcel, Portion 65/R of the Farm Elandspoort 357-JR which forms part of the Union Buildings precinct
(Source: https://e-gis002.tshwane.gov.za/E_GIS_Web/)

2.1 Property details for the Union Buildings Precinct

(Source: https://e-gis002.tshwane.gov.za/E_GIS_Web/)

Land Parcel (1 of 3)
Class: Farm Portion
LIS Key: 020200000/26/R
Parcel No: Null
Portion No: 26/R
Legal Area: 358753
Boundary Label: ELANDSPOORT 357-JR

Land Parcel (1 of 3)
Class: Farm Portion
LIS Key: 020200000/209
Parcel No: Null
Portion No: 209
Legal Area: 33480
Boundary Label: ELANDSPOORT 357-JR

Land Parcel (1 of 3)
Class: Farm Portion
LIS Key: 020200000/65/R
Parcel No: Null
Portion No: 168
Legal Area: 42109
Boundary Label: ELANDSPOORT 357-JR

Land Parcel (1 of 3)
Class: Farm Portion
LIS Key: 020200000/168
Parcel No: Null
Portion No: 65/R
Legal Area: 28036
Boundary Label: ELANDSPOORT 357-JR

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3. Historical background of the City of Tshwane

3.1 Pre-Colonial Pretoria

The Pretoria region was initially occupied by the Southern Ndebele people, led by Chief Musi. Musi, was amongst the first group of Ngunis that trekked from Natal around year 1651. He was succeeded by his son Tshwane after which the City was recently renamed. They inhabited this area about 300 to 400 years ago. These early Zulu migrants, who later became known as Ndebele's, were not the first inhabitants in the areas around Pretoria. Various Tswana tribes were here long before them and Musi's base was in the Pretoria North region, in what is now the small town of Wonderboompoort which is also known as Mayville. It is not clear when Chief Tshwane died; but, after his death, his six sons fought amongst themselves for chieftainship. "The whole tribe, accordingly, was split up into six groups: each independent, but all acknowledging a common origin¹." The split caused a weakness in the royal family, 4 of the sons went in different directions to rule separately and two of them are not accounted for.

It should be noted that this split and gradual disintegration of the royal kingdom happened well before the Mfecane and before Mzilikazi and his group from 1823 moved through the greater Pretoria region subduing and absorbing what was left of the tribal groups, little resistance was offered as there were not united enough nor had the military prowess that Mzilikazi had. As per the looting tradition of that time, Mzilikazi's alleged loot was not limited to livestock, for he is accused of having "won" even the wives of conquered clans and enrolled their sons as warriors². Mzilikazi made Pretoria his home by building two military kraals on the Apies River: "enDinaneni" was situated north-west of Pretoria on the road to Hartebeespoort Dam and "enKungweni" was built along the Daspoort range of hills. His main residence was on the south side of Meintjieskop, but he later moved to the north of the Magaliesberg range, to a place named "emHlahlandlela".

Mzilikazi occupied the land without much ado for at least a decade and a half. In 1836 having heard that there were white people approaching his region he decided to launch an attack against the Voortrekkers led by General Hendrik Potgieter³. Though the Voortrekkers managed to ward off the attack they suffered great loss of cattle and men. A second attack on the Voortrekkers resulted in even more loss of life and Mzilikazi's men left with all their cattle. Humiliated Gen Potgieter decided to launch a counter attack in December 1837 which had been preceded by the Zulu king Dingaan's attack a few months earlier. Mzilikazi suffered a devastating defeat and

¹ <https://www.news24.com/mynews24/yourstory/the-founders-of-pretoria-20101102>

² Ibid

³ <http://www.sahistory.org.za/topic/prehistory-pretoria>

moved further South to modern day Zimbabwe⁴. Most Voortrekkers gradually began to camp and establish farmlands in and around Pretoria.

3.2 Colonial Pretoria

The first White inhabitants to settle in Pretoria, in 1840, were the brothers Lucas and Gert Bronkhorst, who registered the farms "Groenkloof" and "Elandspoort.". Later, a trek led by Andries Pretorius from Ohrigstad, together with a few stragglers from Natal and the OFS, also settled in the area. It was through the efforts of Pretorius that the legitimacy of the independence of the Voortrekkers north of the Vaal was recognized by the British through the signing of the Sand River Convention in 1852. In 1853, the son of Andries Pretorius, Marthinus Wessels Pretorius, purchased two farms, Elandspoort and Koedoespoort, with the intention of founding a town that would be the centre of the new state. Pretorius named the town after his father Andries and he commissioned Françoise du Toit to survey the area in preparation of its establishment as a town. Du Toit drew the first map dated 2 March 1849⁵. On November 1853, the two farms were declared a town, which came to be known as Pretoria.

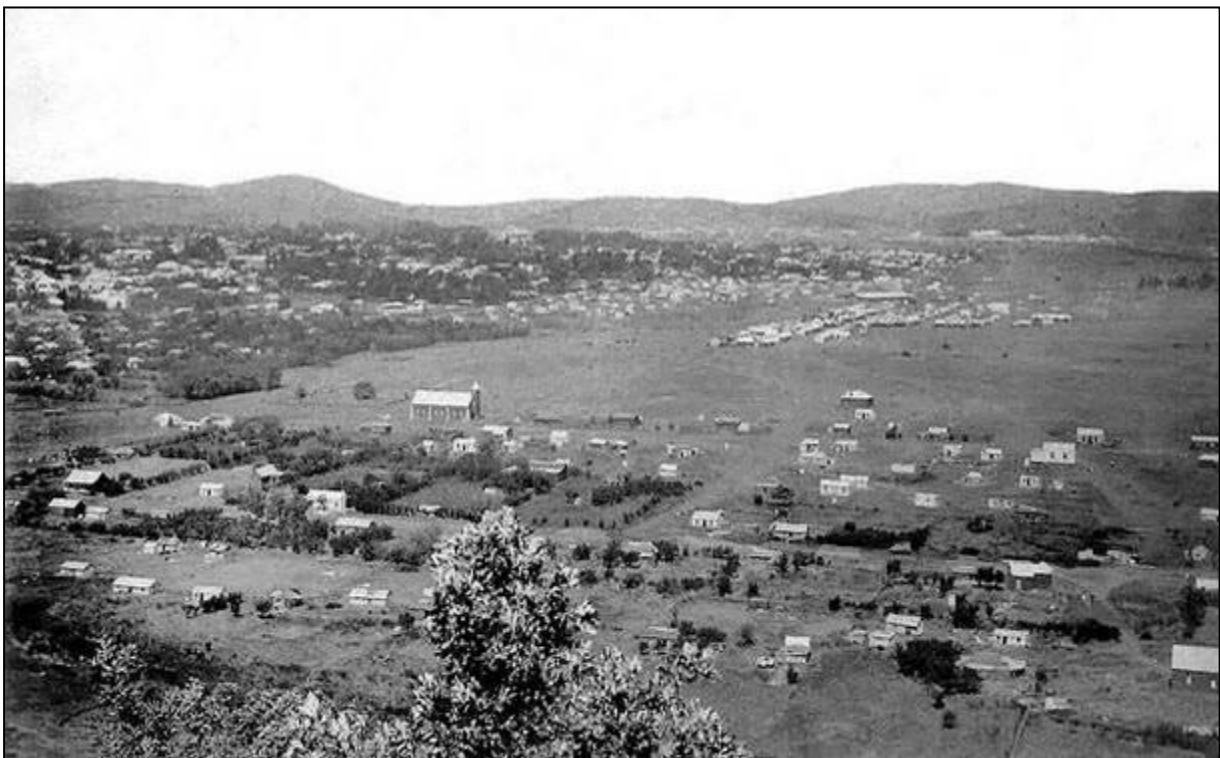


Fig. 8_Aerial view of Pretoria City Centre from Meintjieskop around 1900
(Source:<http://businesstech.co.za/news/wp-content/uploads/2015/11/View-of-pretoria-from-Meintjieskop-1900.jpg>)

⁴ Ibid

⁵ Seymour 1977:273

It was not long before Pretoria became an important town and it was decided that it was to become a seat of government superseding Potchefstroom. By 1863 Pretoria possessed some 80 houses and on church square stood a thatched roof white washed church and gaol. After 10 years the town had grown exponentially with having 3000 residents⁶. Houses became more permanent and were the Transvaal version of the Cape Dutch tradition with white washed mud walls and thatched roofs. These houses stood in rows with large gardens watered from furrows running at the sides of the street. The water supply which was jealously guarded came from sluits of the fountains, this method was used until 1903 when supply of fresh water was piped underground. Pretoria was occupied by the British in 1877 and for four years the town was under the authority of Sir Theophilus Shepstone who lived in Ulundi⁷.

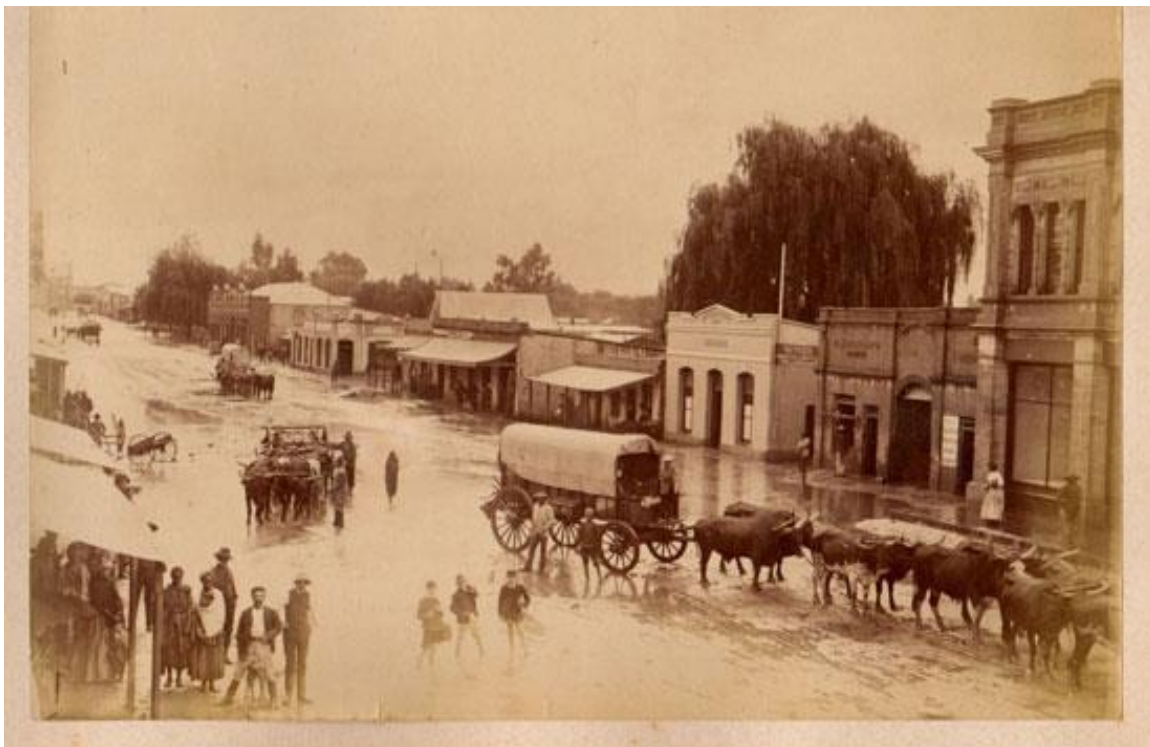


Fig. 9_Historical Image of Pretoria City Centre in 1900

(Source: http://www.sahistory.org.za/sites/default/files/article_image/Pretoria-1890s.jpg)

British rule did not last long as the first Anglo Boer War broke out and Pretoria was besieged twice. The first time was in December 1880, and the second time was in March 1881. However, on 3 August 1881 the peace convention with the British was signed in the City⁸. This agreement led to the South African Republic regaining self-government under the leadership of British. On 5 June 1900, during the Second Anglo-Boer War, Field Marshall Roberts, leader of the British force, took over the capital city in an intention to capture the capital and return it to British rule. This was disrupted by the war which continued for almost another two years. On 31 May 1902

⁶ Seymour 1977:273

⁷Ibid

⁸ <http://www.sahistory.org.za/article/pretoria-founding-city>

marked the end of the 2nd Anglo-Boer War and the final treaty, the Peace of Vereeniging, was signed in Pretoria, this treaty ended the Second Anglo-Boer War, where the Afrikaans republics such as the Transvaal (today largely occupied by Gauteng) and the Orange Free State surrendered to the British and Afrikaners became British subjects. The city only received its city status in 1931, and, since 1994 Pretoria has been the administrative Capital of South Africa.

3.3 Pretoria's Architectural Style

Like any other town it is difficult to categorise the architectural style of Pretoria as it was influenced by many architects and followed the international and local trends. However, it is possible to point out some of the trends that defined the buildings from its inception. Pretoria urban design concept is based upon a strongly defined image. The watercourses which bounded the town defined the boundary between the outside and the inside of the town⁹. The urban grid was ordered around the church and the most prominent architect in the beginnings of that City was Wierda and it argued that Wierda derived most of his inspiration from Dutch architecture and from the need of President Kruger to assert order in the new capital. He set the tone of work which the department produced and for many years the PWD remained the leader in architecture, urban design, and engineering. Almost without exception the buildings were mostly red brick dressed in stone or plaster divided into the five sections and an ornate central section flanked by two recessed simple blocks all showing the Dutch influence. The City centre exhibits an enormous amount of Victorian and Edwardian buildings, also famous in Pretoria are the post war Brutalist buildings often associated with apartheid. Many architects left their mark on the city the most notable being Herbert Baker, who designed the church in Church Square, and who is also the architect of the Union Buildings among many other buildings in Pretoria.

3.4 The Architect of the Union Buildings

Herbert Baker was born in Owletts, Cobham, Kent in 1862. After training and practising in Europe he came to South Africa in search of adventure and at the prompting of his father who wanted him to keep an eye on his brothers fruit farming in Cape Town. On his arrival to South Africa he was commissioned by Cecil John Rhodes to remodel his mansion Groote Schuur on the slopes of Table Mountain. This was the beginning of a deep friendship that lasted until Rhodes' death in 1902. In 1900 Rhode's sponsored Baker's trip to Italy to go and study the classical style in those countries so they could be incorporated in the grand scale buildings that Rhodes wished to see erected in South Africa. In matters of taste Rhodes found in Baker a sympathetic architect who had the mental outlook and ability to give form to

⁹ Mare 1998 p66

Rhodes' aspirations and Imperial ambitions. Their friendship resulted in Baker being the recipient of several significant government projects.

After Rhodes' death in 1902 and shortly before the Anglo-Boer War had actually ended, Milner invited Baker to help with post-war construction in the Transvaal. Baker was thus soon associated with Milner's Kindergarten, several of whose members became his closest friends and future clients, both in South Africa and in the Empire. He spent ten years in the Transvaal striving to raise the standard of building, as he had in the Cape with Rhodes's backing, by means of education, training tradesmen and personal example¹⁰. After Rhodes' death Baker set up a practise in the Transvaal where he and his partners became architects of note designing churches, schools and a number of upmarket houses.

In most of his buildings his early association with William Morris showed, Morris like Baker was an early proponent of the Arts and Crafts Movement which advocated for the use of natural materials and traditional building methods. Bakers' many designs were distinguished by use of locally sourced quarried stone, the houses being distinguished by their cleanliness, stateliness and cleanliness of line. The Union Buildings, designed in 1909 and arguably his finest work, was the culmination of his twenty years in South Africa, a fine blend of classicism, imperial domes on towers (probably Lutyens inspired), vaulted loggias and colonnades, all fused with a Cape-Italianate spirit. Baker left South Africa in 1913 to collaborate in the building of New Delhi for which Lutyens, already appointed, had conceived a plan¹¹. He did not return to South Africa to practice. He was publicly honoured for his contribution to architecture and to the British Empire with a knighthood and honorary doctorates from the Universities of Oxford and Witwatersrand. He died in 1946 and was buried in Westminster Abbey.

¹⁰ <https://www.artefacts.co.za/main/Buildings/archframes.php?archid=60>

¹¹ Ibid

4. Summarised history of The Union Buildings¹²

4.1 Introduction

It would be pretentious to try and pass this chapter off as a wholly comprehensive history of the Union Buildings. By no means is it anything of the sort. The Union Buildings is an estate with numerous buildings, works of art, gardens, monuments, memorials, historical events and characters that have graced the building over the past 100 years. The complete history of the buildings would fill massive volumes of work and take years of research to complete, which is out of the scope of this appointment. The history that is therefore contained in this section while being concise is intended to point the reader to the most important historical elements that will in turn show it's significance as part of the National Estate. We fully acknowledge the use of the documents that were compiled in 2007 by UBAC - Union Buildings Architectural Consortium in the different volumes, historical information and conservation guidelines have been taken in part, summarised and referenced from these volumes of work.

4.2 Background and vision of the UB Estate

The Anglo-Boer (1900-1902) Vereeniging Peace Agreement document ending the war between the Boers and the British was signed at Pretoria's Melrose House on the 31st of May 1902 and it was formally announced on the 2nd of June 1902 in front of the Raadzaal, Pretoria¹³. After a long process Jan Smuts negotiated a deal in Britain in 1905, but greater on the minds of Smuts and General Louis Botha was the unification of the whole country where the British and the Boers in South Africa would become, 'one solid, united and strong race.'¹⁴ In May 1909 the National Convention was charged with the unification of the four provinces where there was no Black, Coloured and Indian representation. To keep most people happy, Cape Town became the seat of Parliament, Pretoria the Administrative Capital and Bloemfontein the Judicial Capital. It must be noted that even before the unification of the four provinces the administrative needs of the Transvaal had outgrown its offices. As one of its last measures the Transvaal government approved the erection of a very large office block, the surplus of the treasury at the date of unification was devoted to this project¹⁵. Herbert Baker who had already made name for himself in South Africa was commissioned by the government to design these offices that would act as the capital buildings of the now united South Africa.

¹² Large sections of this history have been extracted from the documents titled Towards a Conservation Management Plan of the Union Buildings UBAC Union Buildings Architectural Consortium 2007

¹³ <http://www.theheritageportal.co.za/article/birth-union-buildings>

¹⁴ Ibid

¹⁵ UBAC 2007, Part A p10

Baker was given free rein to choose the site. For a long time, there was uncertainty of the site and there was a group of senior government officials that were in favour of the city centre (Church Square) as ideal site for the buildings. Though some drawings were drafted for the Church Square site at some point Baker decided to assert himself and with considerable support from Lord Selborne and other influential politicians he insisted on Meintjeskop which was about a kilometre away from the city centre and which reminded him of the acropolis of Greece and Asia Minor. It was befitting to the dignity and 'beauty' of the new unified South Africa¹⁶. Once the choosing of the site was settled, Baker settled into the daunting task of designing the estate.

4.3 The design and construction of the site



Fig. 10_Early Sketch of the Union Buildings with the Temples on top of Meintjeskop
(Source: <http://www.theheritageportal.co.za/article/birth-union-buildings>)

The design of the UB was guided by the nature of the site. In considering the site he realised the design by placing the two blocks on the natural terraces on either side of a depression or gorge down to the valley, on either side of the depression Baker envisioned identical wings of rectangular office blocks each representing the two official languages of the time English and Dutch. They were to be linked by the colonnaded semi-circular amphitheatre block with two tall domed towers, standing as sentinels and joining the flanking blocks and framing the central amphitheatre. The basin was to be filled in deep levelled and tiered in an amphitheatre in the manner of Greek fashion for gatherings and ceremonies. Baker described the central courtyards as being reminiscent of Italian and Spanish buildings. When the plans were made public the chief criticism was concentrated around the Amphitheatre - "what was the use of such a thing?" The value, however, was proven by many political gatherings held there and is still used today for important occasions¹⁷.

¹⁶ <http://www.theheritageportal.co.za/article/birth-union-buildings>

¹⁷ Ibid

Despite some criticisms Baker got approval both from the Cabinet and the Department of Public Works to go ahead with his designs, he requested Gordon Leith from the DPW to assist him with some of the drawings and expedite the process. By December of 1910 the drawings for the main building were complete and he requested a meeting with the Cabinet to get approval for the portion of the building and stress the inter relatedness of all parts of the building. Baker also put forward a proposal to purchase and maintain rights for the whole Meintjeskop in order to ensure that no building will be built to overlook the Union Buildings. He also proposed the conservation of the areas west of the building sit to preserve the views and to stop tall buildings from spoiling the view to and from the UB. These requests were granted.

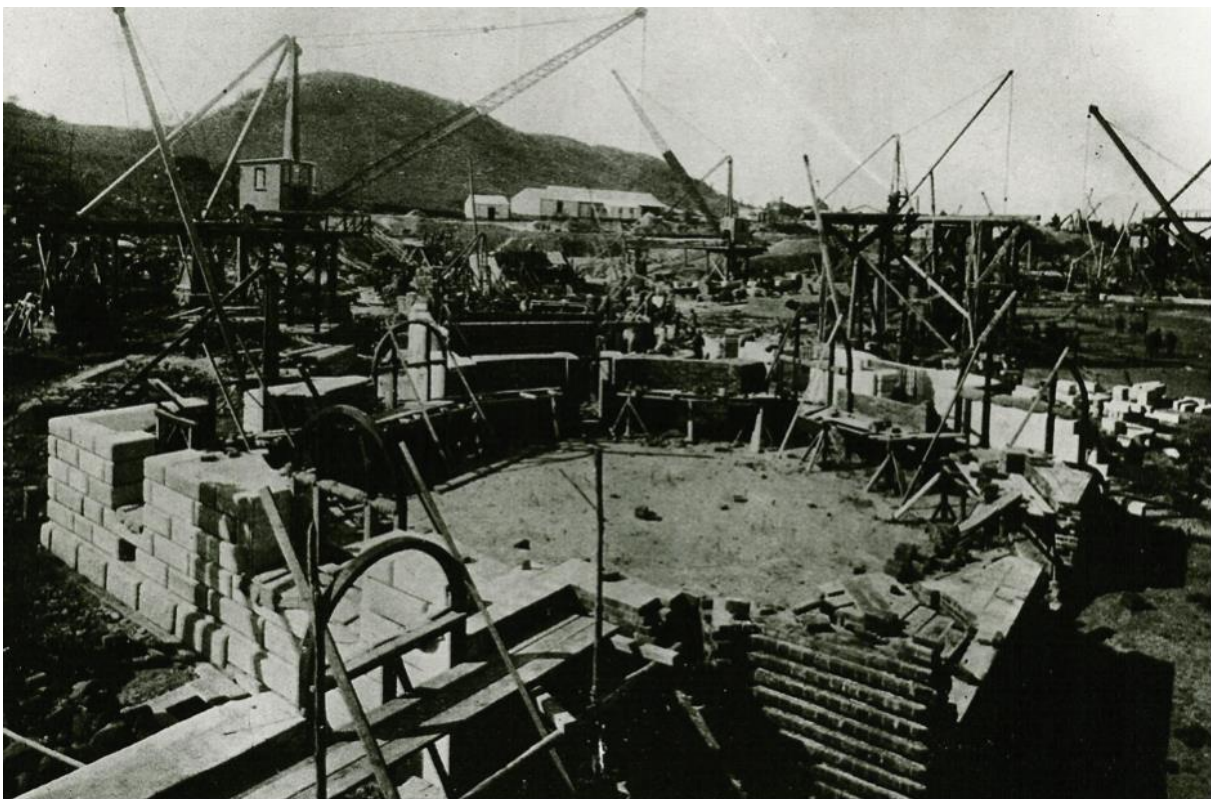


Fig. 11_Historical image showing the cornerstone of the Union Buildings being laid by Duke of Connaught

(Source: <http://www.theheritageportal.co.za/article/birth-union-buildings>)

After speedy approval of the plans General Louis Botha expressed the urgency for the work to proceed. Two firms of contractors were appointed on the Building. Meischke, a Hollander to build the two blocks, and Messrs Prentice and Mackie for the Central Amphitheatre Block. On the 26th November 1910 the cornerstone of the Union Buildings was laid by the Duke of Connaught. Baker insisted that the foundations for every structural pillar wall be taken down to the bedrock. He however, strongly disagreed with the quarrying of the stone from Meintjeskop he imagined the

natural surface of the stone would become a future site for monuments¹⁸. Baker also strongly disagreed to the use of sandstone for the construction of the main building and the retaining wall. He defended his integrity by distancing himself from the choice of local sandstone for the project. He warned the government in letters on the uncertainty of the quality of the stone. Baker wanted the granite to be imported, but the idea of using imported stone for such an important government building was unthinkable and exorbitantly expensive. At the insistence of the Transvaal Government the sandstone was used as the principal building material¹⁹. The foundations or plinth of the building is of granite. For saving costs and other reasons considerable changes were made to the plans while the building was in construction. Some walls originally intended to be built of stone were changed to brick. The three wings each almost 100 metre wide were to be covered by a single tiled roof of uniform height²⁰.

4.3 The Clock Towers



Fig. 12 & 13_Clock Tower during construction in 1912 (left); Clock Tower in 2019 (right)
(<http://www.theheritageportal.co.za/article/birth-union-buildings>, tsica heritage consultants 2019)

The construction of the domes and the clock towers began in 1912 and completed the same year. The clocks were made by Smith and Company in London and were

¹⁸ UBAC 2007, Part A p21

¹⁹ UBAC 2007, Part A p21

²⁰ Ibid p12

shipped to South Africa in February of 1915. The clock in the western tower has Westminster chimes²¹. According to the UBAC documents, the tower clocks when the South African Broadcasting Corporation began broadcasting used to start their radio news bulletins with their chimes, a practice that began in 1934 but ended in 1943 when there was a problem synchronising the clocks with SABC timekeeping. The clocks are non-functioning at the moment but appear to have all their parts intact.

4.4 The Gardens

It must be noted that Baker began planning for the gardens as early as he began planning for the building. Before the construction of the building even began, he had already begun putting requests for planting in the lower areas of the Union Buildings around the western area²². The layout of the planting of the gardens was however completed by 1919. The planting of the gardens progressed even when Baker was no longer available for consultation and advice, he was busy designing buildings for the British government in India and Kenya. There was considerable deviation from the gardens that he had designed with the help of Lutyens. Planting at the back of the building was planned in conjunction with Mr Wickens a very capable gardener who had been trained in the Kew garden in England. After Baker left for India Wickens continued the planting with P. Eagle who was the Chief Architect of the Department of Public Works.



Fig. 14_View along the Union Buildings Gardens in western direction towards the CBD of Tshwane
(Source: tsica heritage consultants, 2019)

²¹ Ibid

²² Ibid p15



Fig. 15_The early stages of the Union building Estate Garden around 1920s
(Source: <https://repository.up.ac.za/handle/2263/49301>)

A Mr Van Balen succeeded Wickens as the gardener of the Union Buildings and planted the small ‘wild kopje’ with indigenous flowering plants of South Africa²³. The Estate’s landscape design manages to integrate the formal gardens with the indigenous formal garden on the west and north sides of the buildings evoking even today a sense of historical layering, age and cultural significance to the whole Estate.

4.4 Monuments and Memorials

There are several monuments and memorials at the Union Buildings perhaps the most visible and popular being the Nelson Mandela statue that was erected on the 16th of December 2013 marking the day for the official close of the ten days of mourning after the passing of Nelson Mandela on the 6th December 2013. The bronze sculpture designed by Andre Prinsloo and Ruhan Janse van Vuuren is located in the lower grounds which is accessible to the public. Nothing symbolises the unification and inclusiveness of South Africa than Nelson Mandela statue with outstretched arms in the gardens. There are however several other monuments in the grounds of the UB reflecting different stages in South Africans political history. Below are some of the memorials that can be found at the Union Buildings.

4.4.1 Deville Wood Replica Memorial

The Deville Wood Memorial is the oldest among the memorials it is also the most visible. It is a WW1 Memorial commemorating the battle of Somme in France, where 2 398 men perished under heavy artillery barrage when South African forces were counter attacked by the German forces with heavy artillery²⁴. The memorial was designed by Herbert Baker is a dome which supports two men leading a war horse into battle the original was inaugurated on the 10th of October 1926 in France. Two

²³ Ibid p22

²⁴ Ibid p26

smaller replicas which contain the roll of honour for the perished men were placed one in Cape Town and one at the Union Buildings²⁵.

4.4.2 Sculpture of General J.C. Smuts

The artist Danie de Jager was commissioned in the mid-1970s to sculpt a monument dedicated to the Republic's second Prime Minister General J.C. Smuts. The monument was designed by Hans Botha and consists of a large bronze bust backed by semi-circular colonnade of materials and design similar to those of the Union Buildings. It was unveiled by Smuts daughter in September 1975²⁶.

4.4.3 The Königsberg Gun

In the south western direction of the Union Buildings at the corner of Ziervogel and Edmund Street is a large cannon mounted on steel wheels which is a German Naval Gun which is the survivor of the German cruiser ship Königsberg²⁷. The gun forms part of the monuments in the UB grounds.

4.4.4 Police Monument

The Police Monument was designed with the following symbolism, a small amphitheatre 'a solid enclosing wall' which is two metre high which represents the duty of protection of the police, a higher wall enclosing a curved row of columns representing the various branches of the police. It also has bronze plaques which bear the names of police officers who give their lives every year in the fight against crime. The memorial is located on the north-eastern corner of the Union Buildings Grounds and was inaugurated in May 1983²⁸.

4.4.5 Pretoria War Memorial

This memorial was designed by Gordon Leith and it commemorated the white citizens who fell in the two World Wars and the Korean War. The memorial is in the form of two cupolas shaped in the WW2 British type of soldier's helmet. The memorial was set to look over the garden terraces²⁹.

4.4.6 The Flagpoles

Originally the flagpole was erected in the paving of the upper retaining wall directly in front of the buildings, the first flag raised at the Union Buildings was raised on May 31st 1928 with a commemorative plaque to mark the occasion. Next to this plaque is the first single flagpole where the national flag was hoisted 50 years later. In 1984 a new flagpole was erected on the central balustrade fronting the amphitheatre. When President Nelson Mandela was inaugurated in 1994 for the first time this flagpole flew the new national flag.

²⁵ Ibid

²⁶ Ibid

²⁷ Ibid

²⁸ Ibid

²⁹ Ibid

4.4.7 National Women's Memorial



Fig. 16_ From left to right Rahima Moosa, Lillian Ngoyi, Helen Joseph and Sophie de Bruyn, delivering the petitions with over 20 000 signatures protesting against the pass laws (Source: <https://www.sahistory.org.za/dated-event/20-000-women-march-union-buildings-protest-pass-laws>)

On the 9th of August 1956 about 20 000 protesters of all races from all over the country were marching to the Union Buildings to protest against the carrying of pass books by black people in terms of the Apartheid legislation. This famous march is celebrated and commemorated through a national public holiday in South Africa on the 9th of August every year. This is known as National Women's Day and was first celebrated in 1995. The march against the pass laws was organised by the Federation of South African Women (FSAW or FEDSAW)³⁰. The Federation famously challenged the idea that 'a woman's place is in the kitchen', declaring it instead to be 'everywhere'. Although Prime Minister J.G. Strijdom was not at the Union Buildings to accept the petition, the women of South Africa sent a public message that they would not be intimidated and silenced by unjust laws. A competition was held by the Department of Public Works to design a monument to commemorate this event. The competition was won by Wilma Cruise and Marcus Holmes. In August 2000 the memorial was unveiled.

4.5 Notable Events held at the Union Buildings

It is impossible to state the various events that are of importance that have been held at the Union Buildings. There have been countless of meetings with important foreign dignitaries, important gatherings, unveilings and events. There were important

³⁰ www.sahistory.org.za/dated-event/20-000-women-march-union-buildings-protest-pass-laws
Monika Läuferts le Roux & Judith Muindisi, Heritage Consultants
Office: 4th Avenue, 61 – Westdene – 2092 – Pretoria; Tel: 011 4778821
tsica.culturalheritage@gmail.com

funeral services also held there namely of Prime Ministers H.F Verwoerd and J.G Strijdom. Perhaps the most memorable gathering to this present generation is the women's protest in 1956 against the use of the passbooks and the inauguration of the first democratic black president Nelson Mandela in 1994. Subsequent presidents have been inaugurated also at the Union Buildings.

4.6 Notable Associations and People

Again, the associations of the Union Buildings read like a Who's Who in South Africa and Africa, the buildings have been associated with some of the best architects, artisans and artists in their design and maintenance projects. The Buildings are associated with various sitting Prime Ministers and Presidents. The Union Buildings remains the seat of power and the symbol of power for the nation. Its cultural significance is further explored in Chapter 8.

4.7 The Passenger and Goods Lifts

There are seven lifts in the building, three in the East Wing and four in the West Wing. The available drawings for the lifts were issued in 1954 but the lifts were completed in 1956. The provision for four Passenger Lifts and two Goods Lift were done in the original design by Herbert Baker. The presidential lift was replaced again in 2002 as part of on-going renovations of the UB.

5. Photo documentation and location of existing Lifts and description of upgrade of all 7 Lifts within the Union Buildings

There are seven Lifts existing within the Union Buildings, four Passenger Lifts alongside the main public staircases within the Eastern and Western Wing of the building and two Goods Lifts opposite the service staircase used by the staff. The Passenger Lift used by members of the Presidential Suite is located in close proximity to offices and boardrooms. The Lifts upgrade and maintenance plan was commissioned in 2016 to ensure the safety of all the lifts in the buildings. All Lifts needed to be replaced except the Presidential Passenger Lift.

This documentation will show the location of each lift and describes the work carried out on each of the lifts up to date.

The Union Buildings consists of three sections namely the West Wing, the East Wing and the half-rounded section of the Amphitheatre which connects the two wings with each other.

The Lifts are located within the two wings in close proximity to the existing staircases.

1. Four Public Passengers Lifts indicated in green (according to specification all lifts needed to be replaced)
 - Passenger Lift - PE 2747 (West Wing – North from Staircase)
 - Passenger Lift - PE 2748 (West Wing – South from Staircase)
 - Passenger Lift - PE 2749 (East Wing – North from Staircase)
 - Passenger Lift - PE 2750 (East Wing – South from Staircase)
2. Two Goods Delivery Lifts indicated in blue (according to specification all lifts needed to be replaced)
 - Goods Delivery Lift - PE 2751 (West Wing)
 - Goods Delivery Lift - PE 2752 (East Wing)
3. One Passenger Lift the Presidents Lift indicated in red
 - Passenger Lift – 02L240 (West Wing – Presidential Lift)

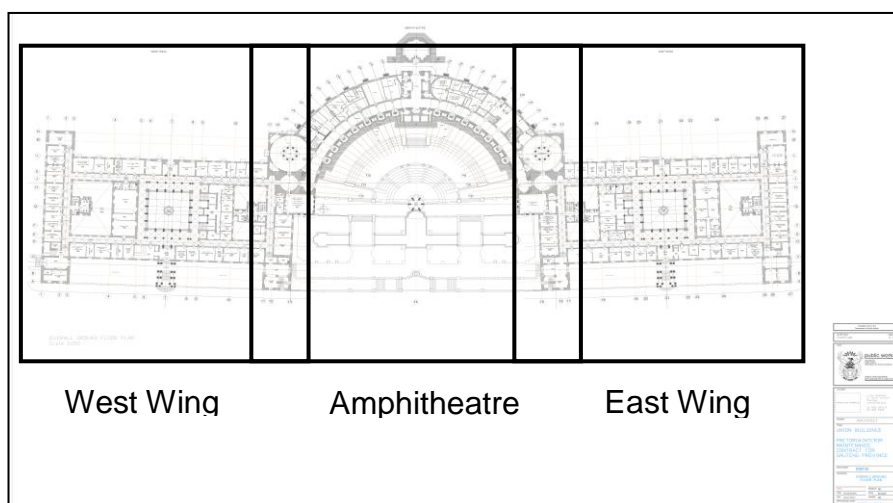


Fig. 17_Union Buildings_Ground floor plan with description of all building sections
(Source: Drawing Ikemeleng Architects, 2017)

5.1 Location of existing Lifts within the Union Buildings

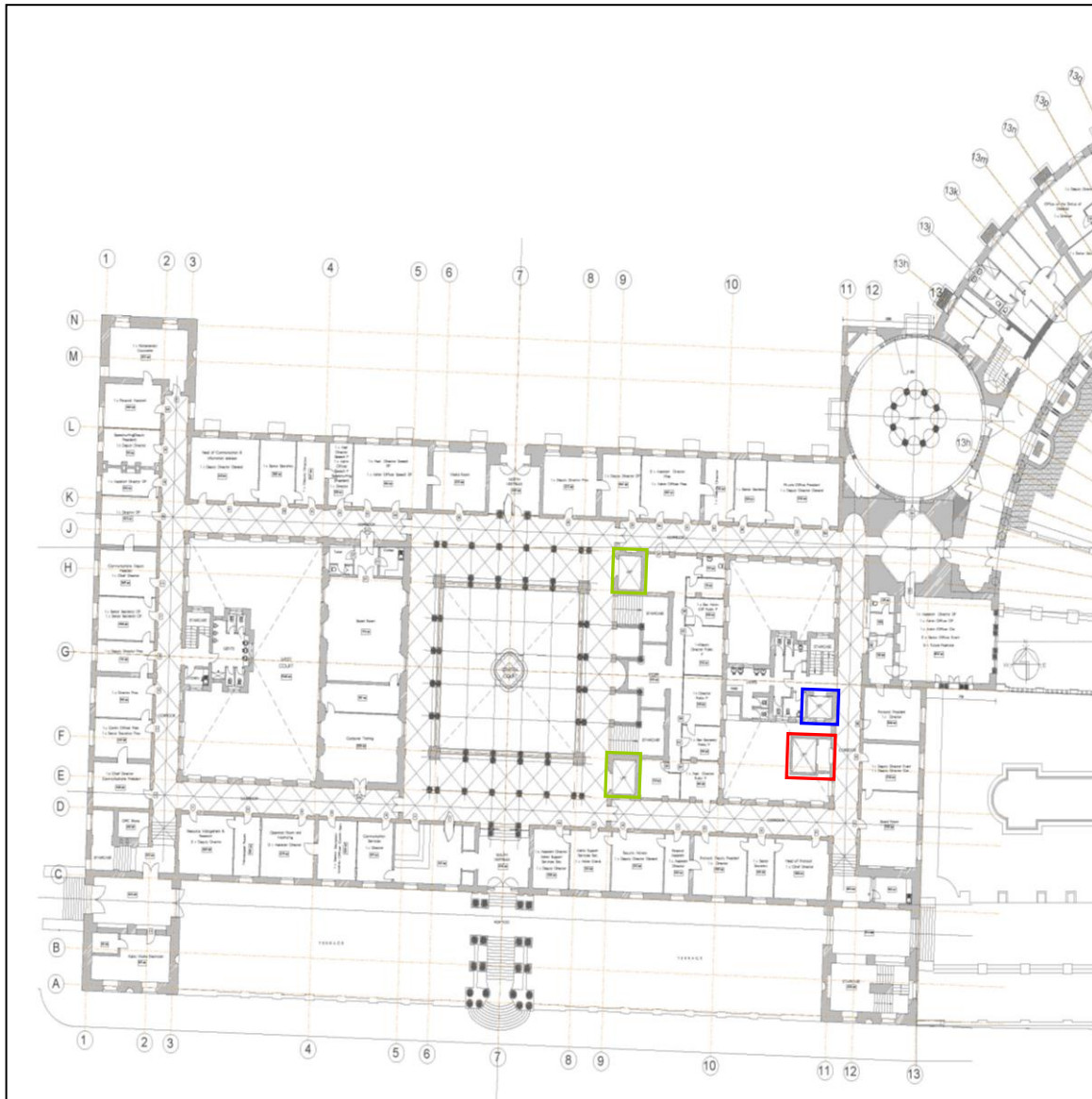


Fig. 18 Union Buildings_Ground floor plan_Location of existing Lifts_West Wing
(Source: Drawing Ikemeleng Architects, 2017)

The seven Lifts are located within the Western and Eastern Wing of the Union Buildings. The two passengers Lifts (indicated in green) in the West Wing are placed right next to the main public staircase along the northern and southern sides of the main staircase.

The Goods delivery lift (indicated in blue) in the West Wing is located along the eastern section of the West Wing opposite the utilities, goods and service staircase.

The Presidential Lift (indicated in red) was replaced in 2002 and is located on the western façade along the eastern section of the West Wing. The Lift is used by the President only.

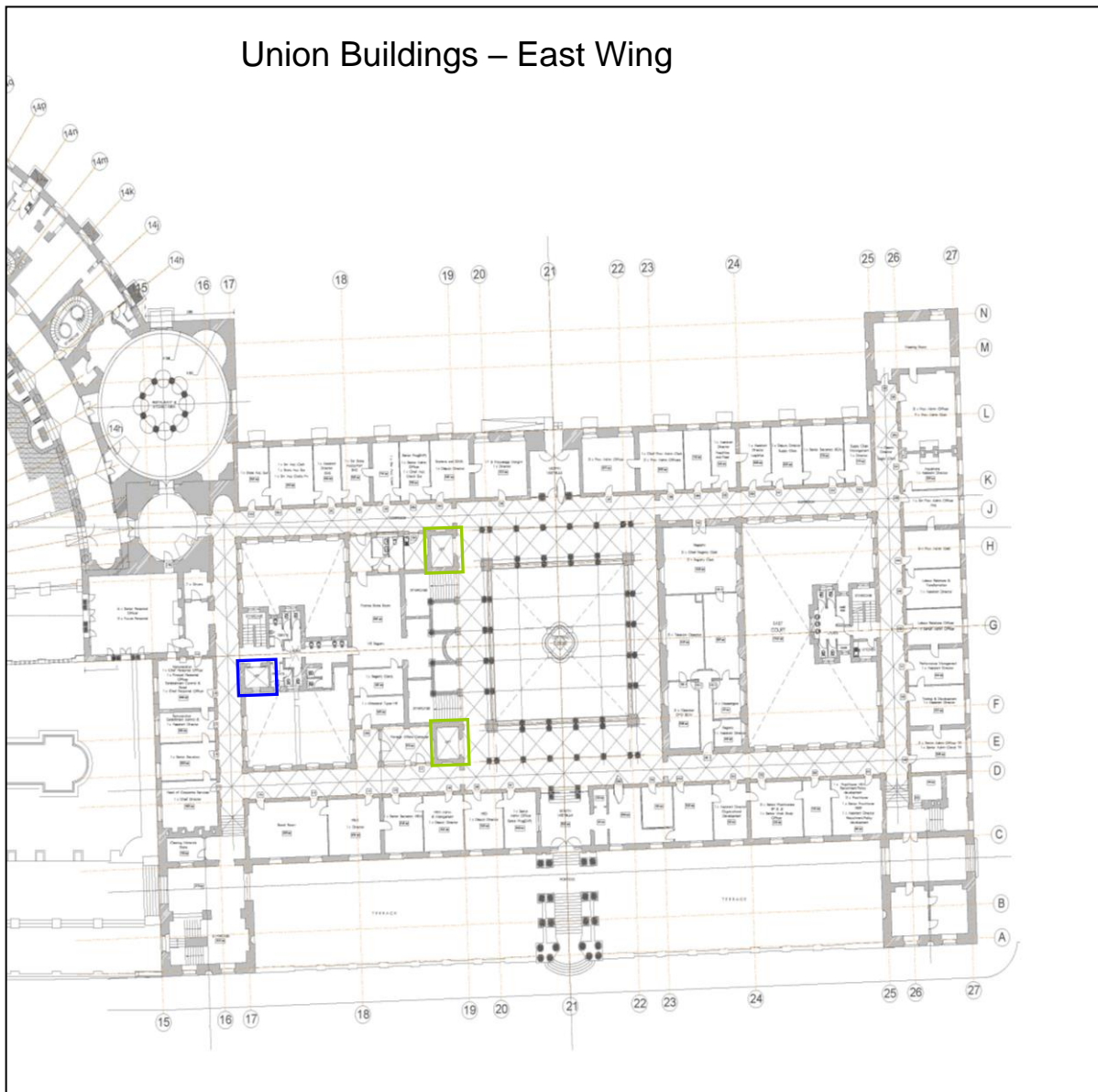


Fig. 19_Union Buildings_Ground floor plan_Location of existing Lifts_East Wing
 (Source: Drawing Ikemeleng Architects, 2017)

The Eastern Wing has only 3 Lifts available. The two passengers Lifts (indicated in green) in the East Wing are placed right next to the main public staircase along the northern and southern sides of the main staircase and the Goods delivery lift (indicated in blue) which can be located along the western section of the East Wing opposite the utilities, goods and service staircase.

5.2 Photo documentation of existing lifts and upgrade of all 7 Lifts

5.2.1 Overall Basement Floor Plan_Good Delivery Lift and Passenger Lift (Presidential Lift)

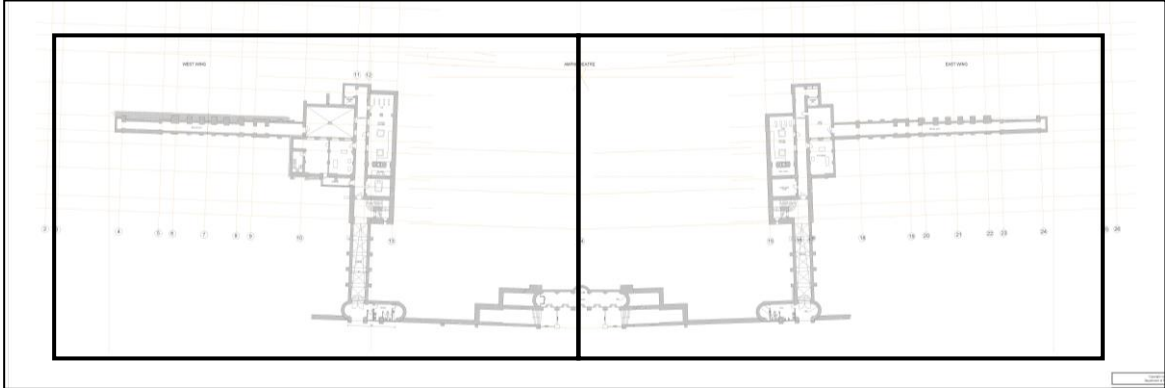


Fig. 20_Union Buildings_Overall Basement Floor Plan with western and eastern sections (Source: Drawing Ikemeleng Architects, 2017)

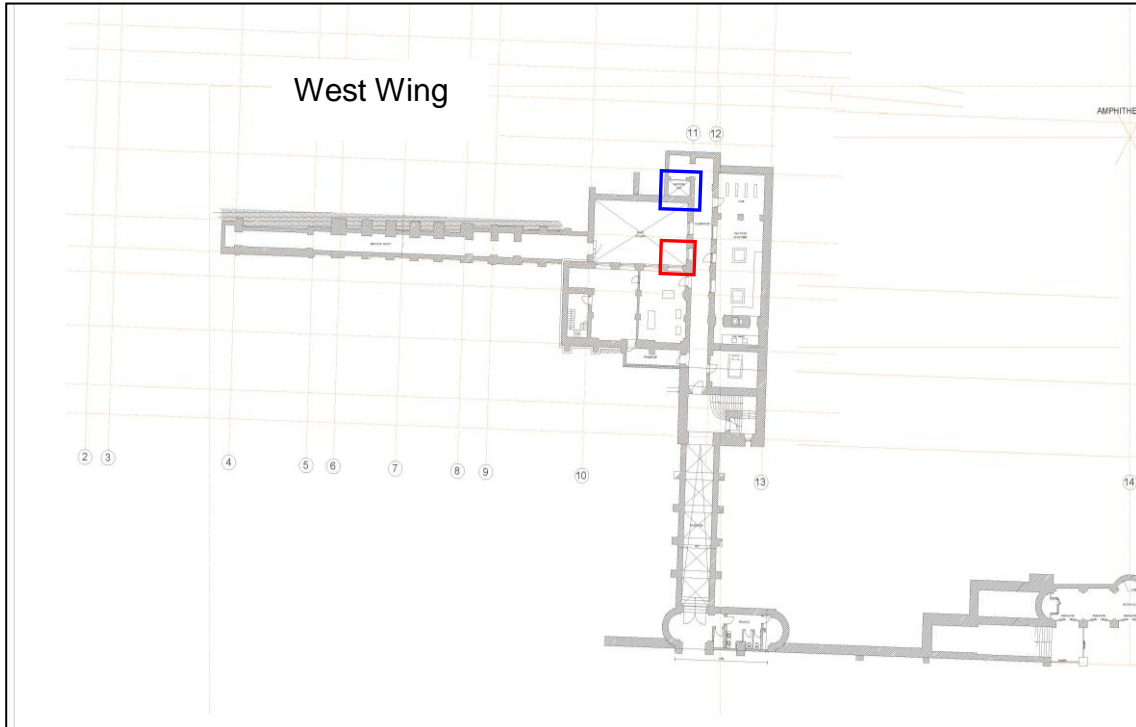


Fig. 21_Overall Basement Floor Plan_West Wing_Location of existing Lifts
 (Source: Drawing Ikemeleng Architects, 2017)



- **Goods Delivery Lift - PE 2751
 (West Wing)**

Fig. 22_Goods Delivery Lift replaced with new Lift
 (Source: tsica heritage consultants, 09.07.2019)

- **Passenger Lift – 02L240 (West Wing – Presidential Lift)**



Fig. 23_Presidential Lift_Upgrade and refurbishment of Lift is completed
(Source: tsica heritage consultants, 09.07.2019)



Fig. 24_Presidential Lift_original façade along the western elevation is untouched
(Source: tsica heritage consultants, 09.07.2019)

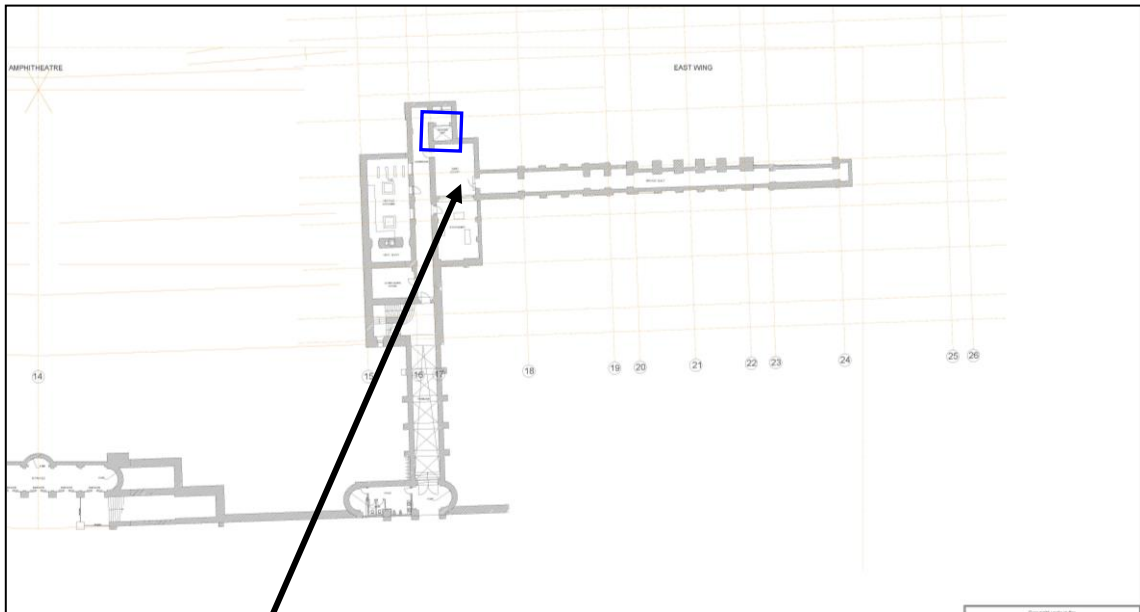


Fig. 25_Union Buildings_Overall Basement Floor Plan_East Wing_Location of existing Lift and location of water pump with outlet to courtyard
 (Source: Drawing Ikemeleng Architects, 2017)

- **Goods Delivery Lift - PE 2752 (East Wing)**



Fig. 26_Goods Delivery Lift replaced and work still in progress
 (Source: tsica heritage consultants, 09.07.2019)



Fig. 27_ Goods Delivery Lift replaced and water issue resolved
(Source: tsica heritage consultants, 09.07.2019)

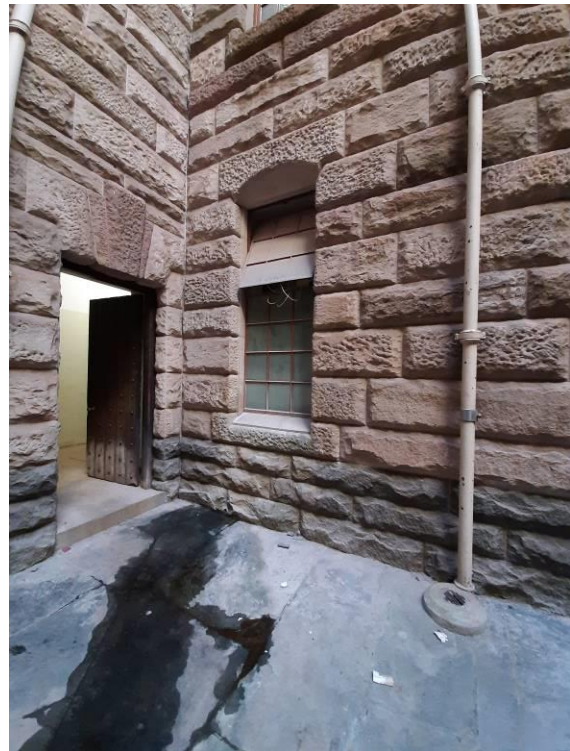


Fig. 28 & 29_Window from Lift shaft towards the courtyard with water outlet moved to the bottom of the façade to stop water penetrating the sandstone window sill and façade
(Source: tsica heritage consultants, 09.07.2019)



Fig. 30 & 31_Detected water outlet which damaged the sandstone façade; heritage consultant recommended to move outlet to the bottom of the façade to protect façade from water damage

(Source: tsica heritage consultants, 09.07.2019)



Fig. 32 & 33_Water was dripping on window sill and façade towards the gully inside the courtyard

(Source: tsica heritage consultants, 09.07.2019)

5.2.2 Overall Lower Ground Floor Plan_Passenger and Goods Delivery Lifts

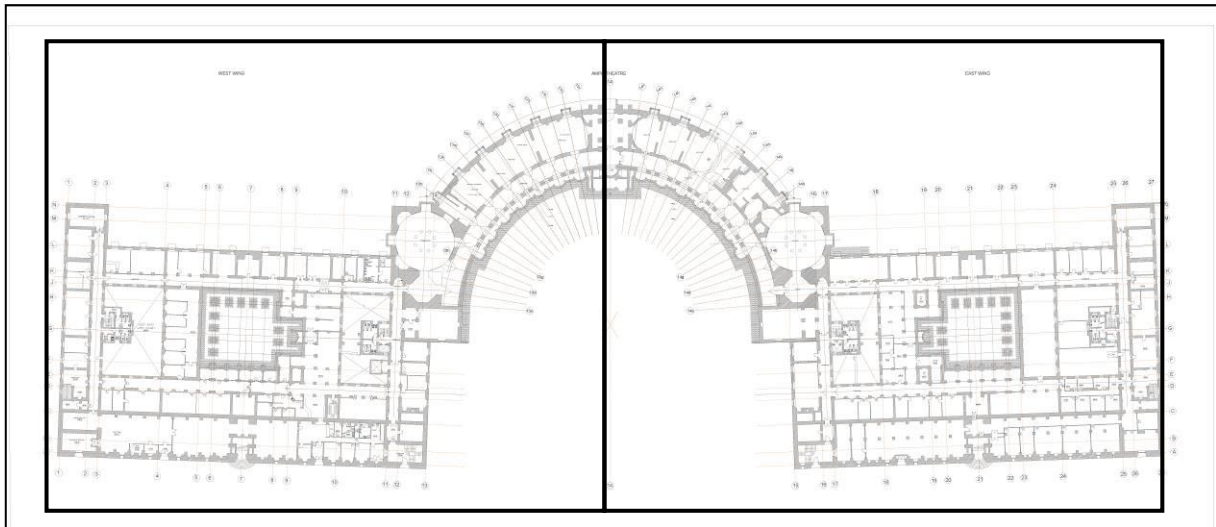


Fig. 34_Union Buildings_Overall Lower Ground Floor Plan – West and East Wings
(Source: Drawing Ikemeleng Architects, 2017)

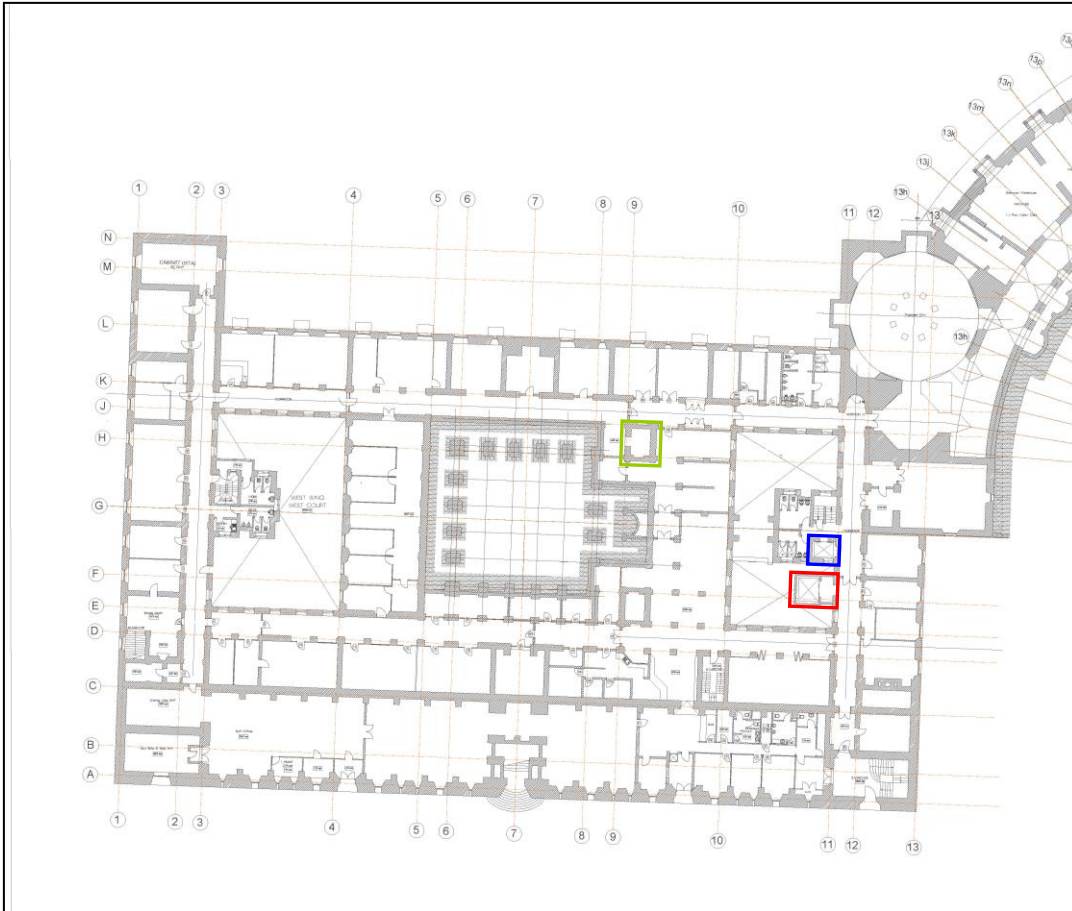


Fig. 35_Union Buildings_Overall Lower Ground Floor Plan_Location of Lifts in West Wing
 (Source: Drawing Ikemeleng Architects, 2017)



- **Passenger Lift - PE 2747
 (West Wing – North from
 Staircase indicated in green)**

Fig. 36_Passengers Lift replaced
 (Source: tsica heritage consultants, 09.07.2019)

- Goods Delivery Lift - PE 2751 (West Wing indicated in blue)



Fig. 37_Goods Delivery Lift replaced
(Source: tsica heritage consultants, 09.07.2019)



Fig. 38_Detail of replaced Goods Delivery Lift, added metal ducts with cabling and new control panel
(Source: tsica heritage consultants, 09.07.2019)

- Passenger Lift – 02L240 (West Wing – Presidential Lift indicated in red)

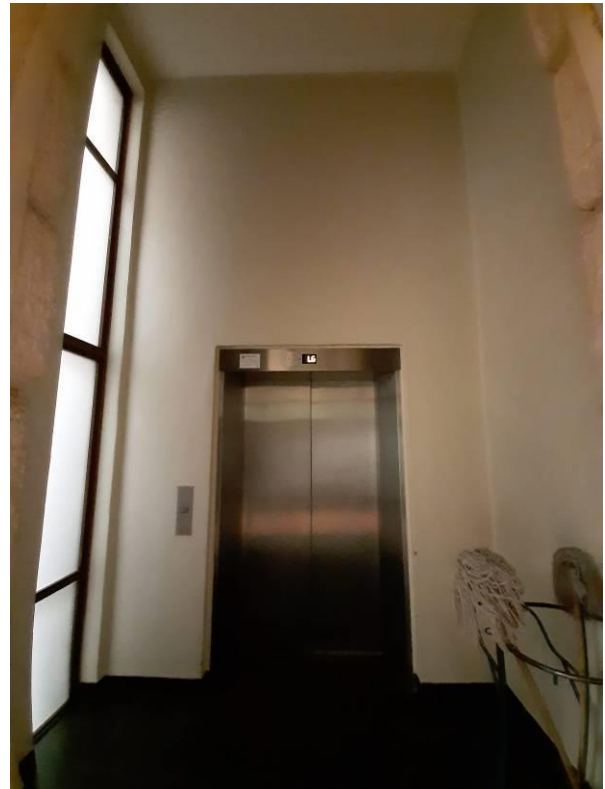


Fig. 39 & 40_Passengers Lift, upgraded and refurbished
(Source: tsica heritage consultants, 09.07.2019)



Fig. 41_Presidential Lift_original façade along the western elevation is untouched
(Source: tsica heritage consultants, 09.07.2019)

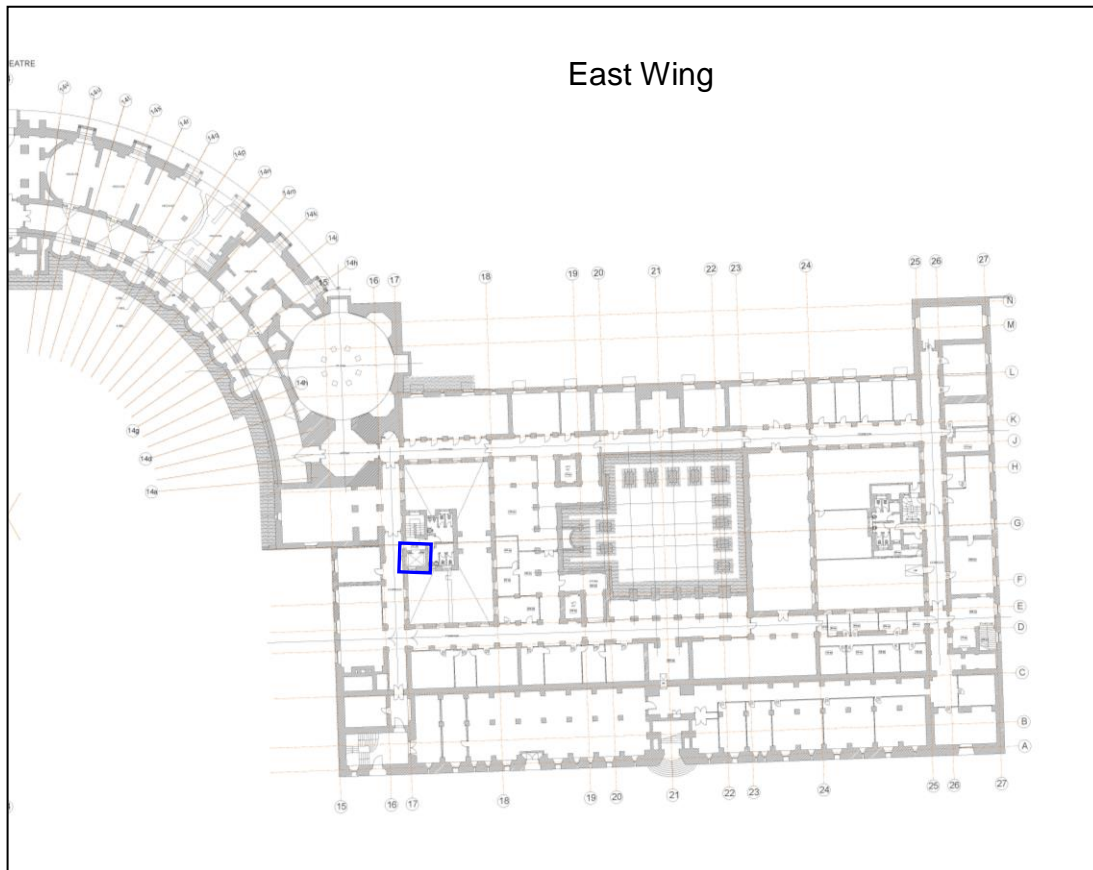


Fig. 42_Union Buildings_Overall Lower Ground Floor Plan_Location of Lifts in East Wing
(Source: Drawing Ikemeleng Architects, 2017)

- **Goods Delivery Lift - PE 2752 (East Wing indicated in blue)**

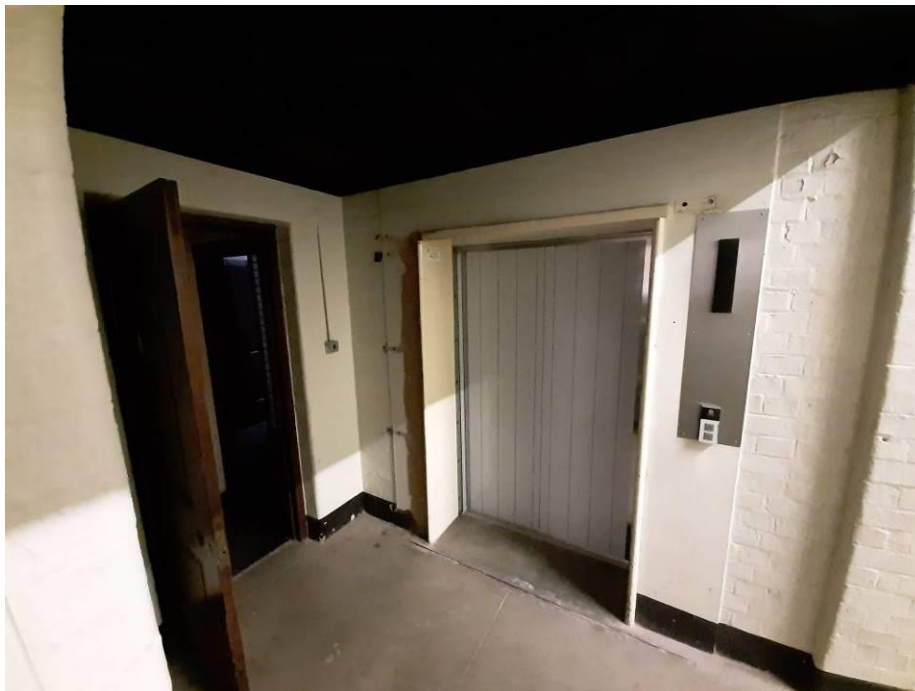


Fig. 43_Goods lift replaced and new control panel installed
(Source: tsica heritage consultants, 09.07.2019)



Fig. 44_Goods lift replaced
(Source: tsica heritage consultants, 09.07.2019)



Fig. 45_Original sliding metal gate
with railings for Goods lift
(Source: tsica heritage consultants,
09.07.2019)

5.2.3 Overall Ground Floor, First Floor and Second Floor Plans

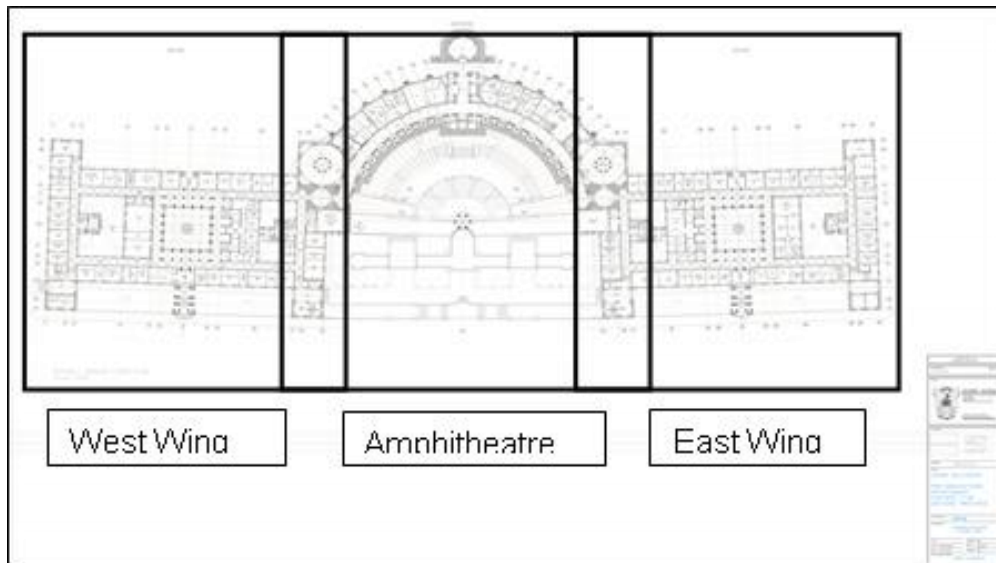


Fig. 46_Union Buildings_Overall Ground Floor Plan – West Wing, Amphitheatre and East Wing
(Source: Drawing Ikemeleng Architects, 2017)

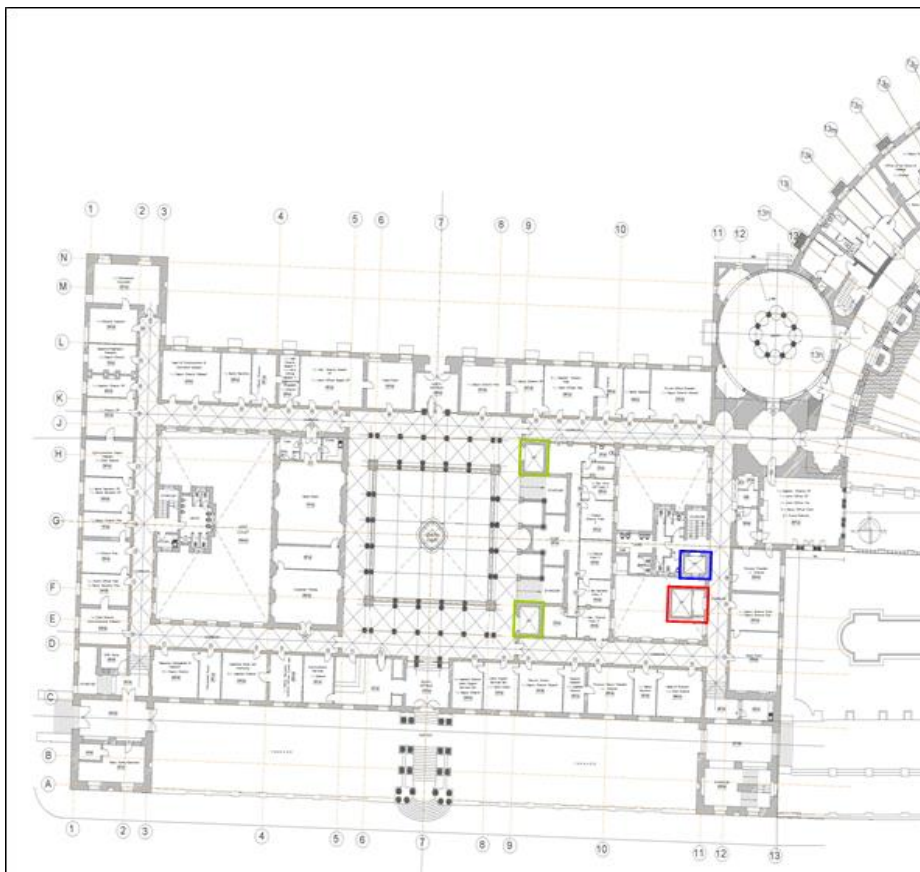


Fig. 47_Union Buildings_Overall Ground Floor Plan_Location of Lifts in West Wing
(Source: Drawing Ikemeleng Architects, 2017)

- **Passenger Lift - PE 2747 (West Wing – North from Staircase indicated in green); Ground Floor Level**



Fig. 48_Passenger lift for the public along the northern side of the main staircase
(Source: tsica heritage consultants, 09.07.2019)



Fig. 49_Detail of wrought iron decoration above Passenger lift for the public along the northern side of the main staircase, wooden cladding was put back in place and not damaged after lift was replaced
(Source: tsica heritage consultants, 09.07.2019)

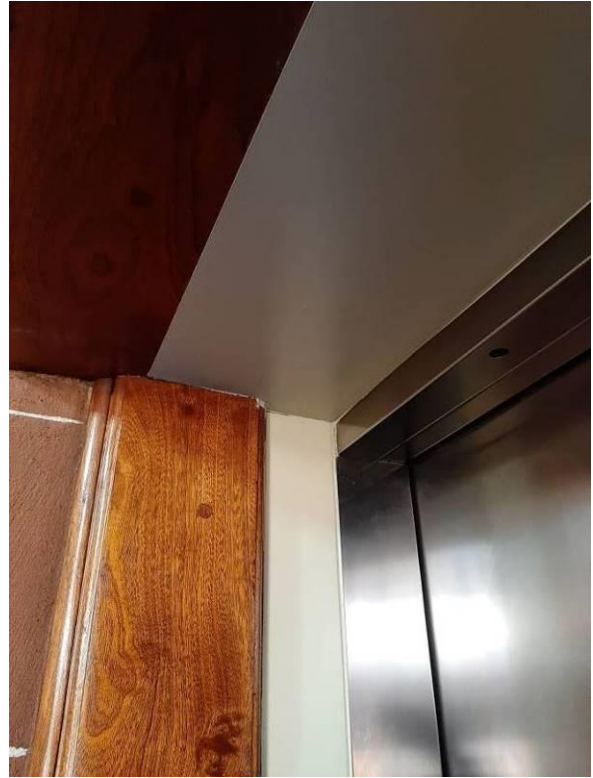


Fig. 50 & 51_Detail of wooden cladding with new control panel for Passenger lift, wooden cladding was put back in place and not damaged after lift was replaced (Source: tsica heritage consultants, 09.07.2019)



Fig. 52_Detail of floor landing interface of Passenger lift, all stone work and wooden cladding was put back in place and not damaged after lift was replaced (Source: tsica heritage consultants, 09.07.2019)

- Passenger Lift - PE 2747 (West Wing – North from Staircase)
First Floor Level



Fig. 53_Passenger lift replaced on first floor level and wooden cladding put back in place without any damage
(Source: tsica heritage consultants, 09.07.2019)

- Passenger Lift - PE 2747 (West Wing – North from Staircase)
Second Floor Level



Fig. 54_Passenger Lift replaced on second floor level
(Source: tsica heritage consultants, 09.07.2019)

- **Passenger Lift - PE 2748 (West Wing – South from Staircase indicated in green); Ground Floor Level**



Fig. 55_Passenger lift for the public along the southern side of the main staircase
(Source: tsica heritage consultants, 09.07.2019)

- **Passenger Lift - PE 2748 (West Wing – South from Staircase)
First Floor Level**

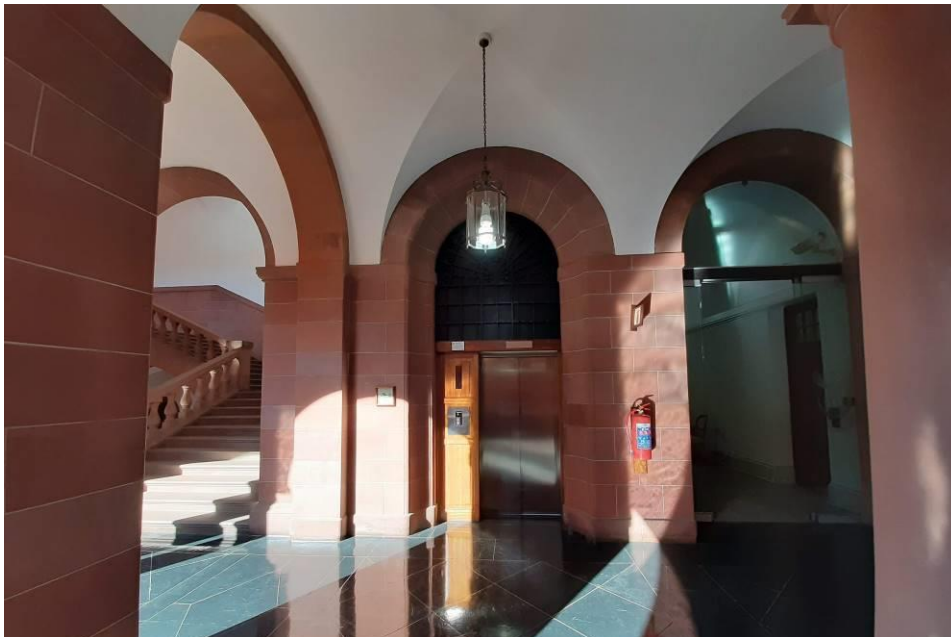


Fig. 56_Passenger lift replaced on first floor level and wooden cladding put back in place
without any damage
(Source: tsica heritage consultants, 09.07.2019)

- Passenger Lift - PE 2748 (West Wing – South from Staircase)
Second Floor Level



Fig. 57_Passenger Lift replaced on second floor level
(Source: tsica heritage consultants, 09.07.2019)

- **Goods Delivery Lift - PE 2751 (West Wing indicated in blue)**
Ground Floor Plan



Fig. 58_Goods Delivery Lift replaced on ground floor level
(Source: tsica heritage consultants, 09.07.2019)

- **Goods Delivery Lift - PE 2751 (West Wing)**
First Floor Plan



Fig. 59_Goods Delivery Lift replaced on first floor level
(Source: tsica heritage consultants, 09.07.2019)

- Goods Delivery Lift - PE 2751 (West Wing)
Second Floor Plan



Fig. 60_Goods Delivery Lift replaced on second floor level
(Source: tsica heritage consultants, 09.07.2019)



Fig. 61 & 62_Detail of Goods Delivery Lift, control panel (left) and metal cover strip between original steel door frame and new lift (right)
(Source: tsica heritage consultants, 09.07.2019)

- **Passenger Lift – 02L240 (West Wing – Presidential Lift indicated in red)**
Ground Floor Level

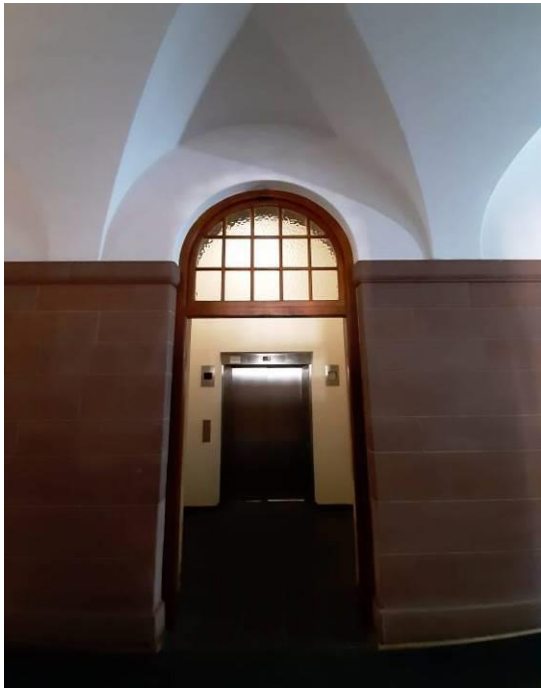


Fig. 63 & 64_Passenger Lift within the Presidential Suite upgraded and maintained
(Source: tsica heritage consultants, 09.07.2019)

- **Passenger Lift – 02L240 (West Wing – Presidential Lift)**
Second Floor Level



Fig. 65 & 66_Passenger Lift within the Presidential Suite upgraded and maintained
(Source: tsica heritage consultants, 09.07.2019)



Fig. 67_Union Buildings_Overall Ground Floor Plan_Location of Lifts in East Wing
(Source: Drawing Ikemeleng Architects, 2017)

- **Passenger Lift - PE 2749 (East Wing – North from Staircase indicated in green); Ground Floor Level**



Fig. 68_Passenger lift for the public replaced along the northern side of the main staircase
(Source: tsica heritage consultants, 09.07.2019)

- Passenger Lift - PE 2749 (East Wing – North from Staircase)
First Floor Level



Fig. 69_Passenger lift for the public replaced along the northern side of the main staircase
(Source: tsica heritage consultants, 09.07.2019)

- Passenger Lift - PE 2749 (East Wing – North from Staircase)
Second Floor Level



Fig. 70_Passenger lift for the public replaced along the northern side of the main staircase
(Source: tsica heritage consultants, 09.07.2019)

- **Passenger Lift - PE 2750 (East Wing – South from Staircase indicated in green); Ground Floor Level**



Fig. 71_Passenger lift for the public replaced along the southern side of the main staircase
(Source: tsica heritage consultants, 09.07.2019)

- **Passenger Lift - PE 2750 (East Wing – South from Staircase)
First Floor Level**



Fig. 72_Passenger lift for the public replaced along the southern side of the main staircase
(Source: tsica heritage consultants, 09.07.2019)

- Passenger Lift - PE 2750 (East Wing – South from Staircase)
Second Floor Level



Fig. 73_Passenger lift for the public replaced along the southern side of the main staircase
(Source: tsica heritage consultants, 09.07.2019)



Fig. 74_Passenger lift for the public replaced along the southern side of the main staircase, all wooden cladding was removed and put back without damage
(Source: tsica heritage consultants, 09.07.2019)

- **Goods Delivery Lift - PE 2752 (East Wing indicated in blue)**
Ground Floor Level



Fig. 75_Goods Delivery Lift replaced on ground floor level
(Source: tsica heritage consultants, 09.07.2019)

- **Goods Delivery Lift - PE 2752 (East Wing)**
First Floor Level



Fig. 76_Goods Delivery Lift replaced on first floor level
(Source: tsica heritage consultants, 09.07.2019)

- Goods Delivery Lift - PE 2752 (East Wing)
Second Floor Level



Fig. 77_Goods Delivery Lift replaced on second floor level
(Source: tsica heritage consultants, 09.07.2019)

5.2.4 Roof plan_West and East Wing (Lift rooms for Goods Lifts indicated in blue)

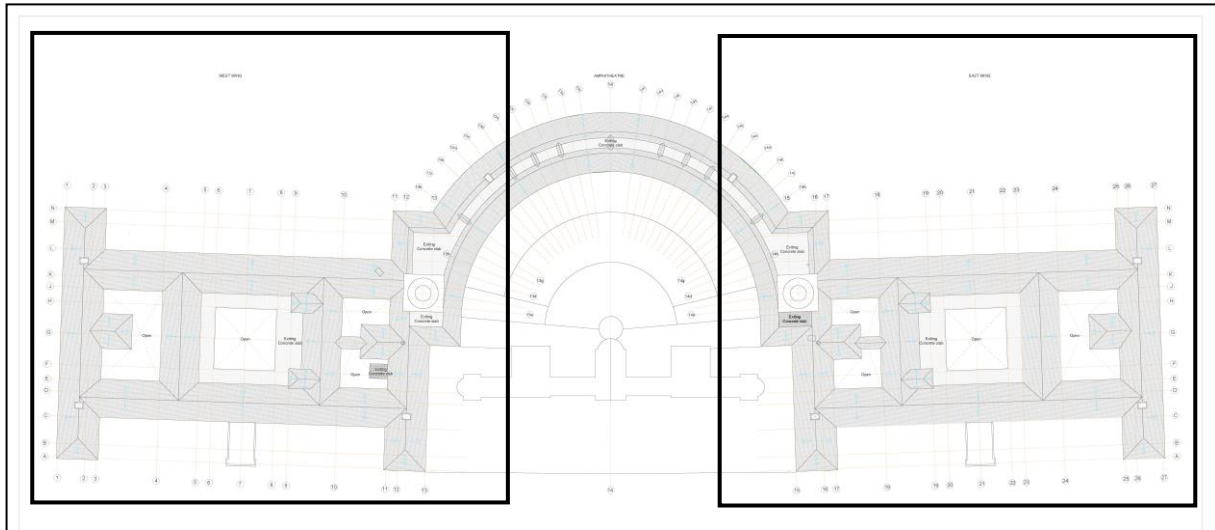


Fig. 78_Union Buildings_Roof Plan – West and East Wing
(Source: Drawing Ikemeleng Architects, 2017)

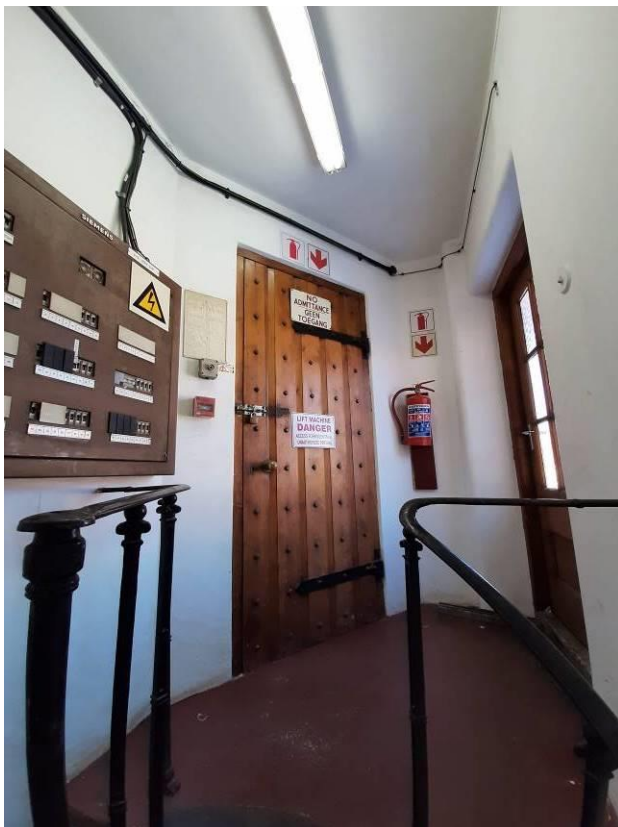


Fig. 79_Entrance to Passenger Lift room was not accessible for the research team
(Source: tsica heritage consultants, 09.07.2019)

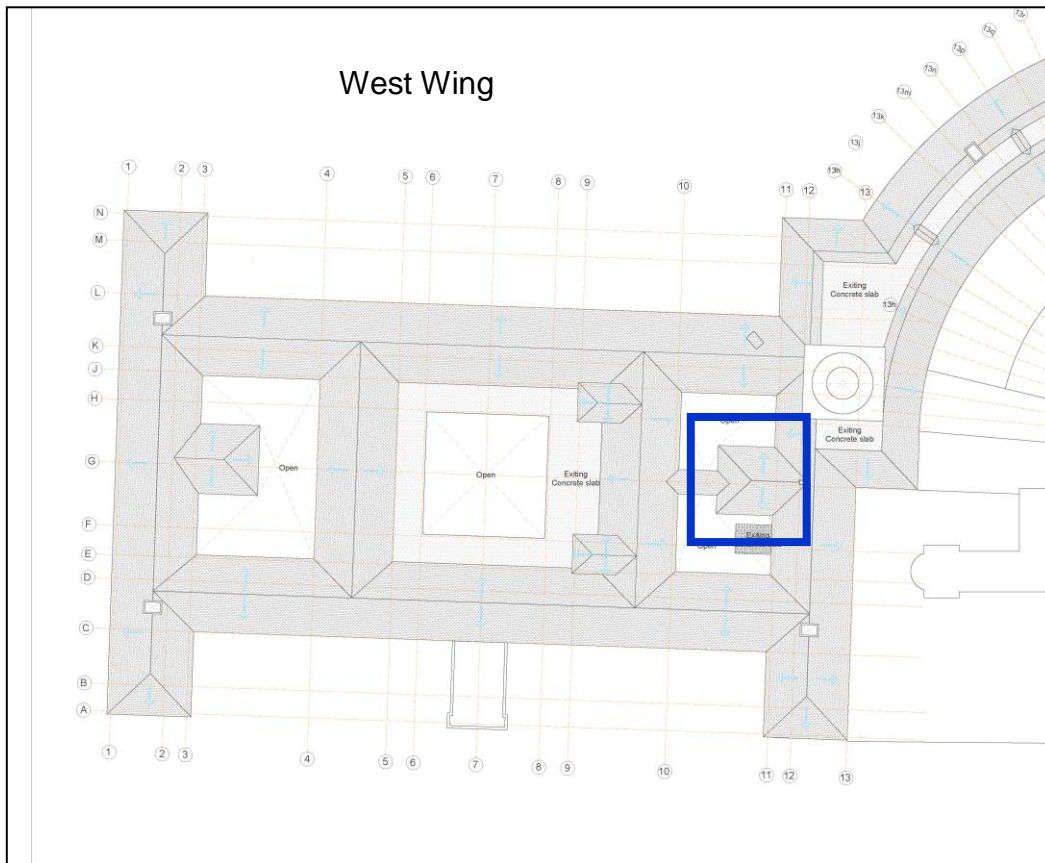


Fig. 80_Union Buildings_Overall Ground Floor Plan_Location of Lifts in West Wing
 (Source: Drawing Ikemeleng Architects, 2017)



Fig. 81_Lift room located in the West wing above the Goods Lift shaft
 (Source: tsica heritage consultants, 09.07.2019)



Fig. 82_Union Buildings_Overall Ground Floor Plan_Location of Lifts in East Wing
(Source: Drawing Ikemeleng Architects, 2017)



Fig. 83_Lift room located in the East wing above the Goods Lift shaft
(Source: tsica heritage consultants, 09.07.2019)



Fig. 84_Lift shaft located in the East wing
(Source: tsica heritage consultants, 09.07.2019)



Fig. 85_Lift shaft located in the East wing
(Source: tsica heritage consultants, 09.07.2019)



Fig. 86_ Sourced material of old lifts on top of the roof
(Source: tsica heritage consultants, 09.07.2019)



Fig. 87_ Lift room located in the East wing during the construction phase
(Source: tsica heritage consultants, 09.07.2019)



Fig. 88_ Lift room located in the East wing during the construction phase
(Source: tsica heritage consultants, 09.07.2019)

6. Findings and Cultural Significance of the Union Buildings in general and Lifts in particular

6.1 Findings

Investigation of the Union Buildings was done on various levels. Investigations included site visits, archival and desktop research. All available sources were consulted to ascertain and identify the heritage resources in and around the area. In this regard, various, historical sources and architectural sources were consulted. Data collected from the practitioners' reports who undertook work in the area to provide the most comprehensive account of the history of the building.

An oral history investigation was, however, not held as part of the investigation because of the time constraints and nature of investigations.

The following findings were made:

Architectural Findings for the Union Buildings

The Union Buildings Main building was built between 1910 and 1913. The main architect was Herbert Baker with assistance from Gordon Leith and Edwin Lutyens.

- The design is neo classical with references to architecture of Italian Renaissance and significant elements of the domestic Cape Dutch style that Herbert Baker was famed for.
- The construction of the buildings was done in locally quarried stone, some of the wrought iron work was imported from Europe.
- There was a high degree of artistry and stone masonry in the construction of the building as seen in the ornamentation of the building.

Aesthetics for the Union Buildings

- The main building is still intact and in good condition and most of the maintenance has been conservative and in good taste.
- The elements which combine to make the Estate aesthetically pleasing include, its gardens, layout, buildings, furnishings, ornamentations, its memorials and monuments.

Historical Findings for the Union Buildings

- There is a myriad of historical findings on the UB unfortunately the depth of its political and social history cannot be covered within this professional report.

- The building is well documented with most of the documents concerning its construction and the events that make part of its historical background having been under researched.

Intangible and Living Heritage Associations for the Union Buildings

- The Union Buildings is associated with several living traditions for example the inauguration of Nelson Mandela and other presidents.

Integrity and Character for the Union Buildings

- There have been little changes to the building it has maintained its original footprint and has maintained its integrity and character as the premier building in the country.

Findings for the Passenger and Goods Lifts

- Provision for lifts were part of the original design and gradually upgraded over time. The drawings for the lifts which were replaced were issued in 1954 and the installation was completed in 1956
- Over the years repairs and maintenance for the safety of the lifts has been on-going
- The Presidential lift was replaced in 2002 as part of on-going refurbishment and upgrades during that time
- Tsica was unable to assess the aesthetics integrity and character of the original lifts as there were removed before their appointment
- With regards to the research that was conducted there are no particular historical events that are attached to the lifts in particular
- It is acknowledged that the lifts form part of the narrative of the Union Buildings as with all other parts of the buildings and the grounds
- The lifts are, however, a non-character defining part of the whole Estate meaning they don't contribute to the overall character of the building as a whole as would an element like the façade of the building for example

6.2 Significance of the Union Building in general

In the NHRA, Section 2 (vi), it is stated that “cultural significance” means aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance. This is determined in relation to a site or feature’s uniqueness, condition of preservation and research potential.

Its importance in the community, or pattern of South Africa's history; Historic or Political significance_High

- The Union Buildings is recognised both internationally and locally as the seat of power. It was originally designed as the premium government building and has therefore attracted over the years gatherings and protests of national character. The site also contains a number of memorials and monuments and memorials which are of significance both historically and politically. The site originally symbolised unification and national pride today it is seen as symbolising democracy and reconciliation. The buildings have transversed South African political history with ease and pride. Its significance in this category is high.

Its possession of uncommon, rare or endangered aspects of South Africa's natural or cultural heritage: Natural significance_High

- The Union Buildings and its ensemble of buildings is only one of its kind there are no other buildings like it in the country. It was designed to be unique, special and a spectacle to the nation and internationally. The Estate also has trees and shrubs which date back to the years of botanical exploration, many of these species are now rare and can only be found within the Flanagan Arboretum at the UB. Its significance in this category is therefore high.

Its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage: Research and Scientific Significance_High

- There is a vast amount of research material, and visual material that includes photos drawings, oral testimonies that have not been fully researched and have the potential to yield important information in South Africa's cultural heritage. Possible archaeological sites like an early farm settlements are also reported to be part of Meintjeskop, their research would give a better understanding of Pretoria's early settlement history. The UBs significance in this category is high.

Its importance in demonstrating the principal characteristics of a particular class of South Africa's natural or cultural places or objects_High

- The Union Buildings is a prototype of a type of building that became fashionable in the early 20th century. Elements of its architecture and its architecture in general became a standard for designs elsewhere in South Africa and therefore it is considered to be of high significance in this category.

Its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group; Aesthetic Significance_High

- The Estate's design and features unfortunately cannot be encapsulated in to one sentence. The buildings are grand in scale and clearly show the artistic

abilities of the architects, landscape architects, botanists, artists, masons whose combined work has produced buildings that are considered to be of high artistic qualities, possess important visual vista's and have a landmark quality which therefore have a high aesthetic value.

Its importance in demonstrating a high degree of creative or technical achievement at a particular period; Technical Innovation/Architectural Significance_High

- The architectural design is expressive of its time, however, at the time of its construction the building was the largest in construction in the southern hemisphere and was associated with experimentation of power driven tools and machinery. The architecture of the building is perhaps the finest of Herbert Bakers designs; he was involved in every single step of the design including the trees and shrubs that were to be planted. The building though strongly aligned with neo classical school is a rich combination of architectural techniques that were considered to be innovative at the time of its construction. The UB have therefore a high significance in this category.

Its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons; Spiritual and Social Significance_High

- There are unverified reports that Meintjeskop was one of Mzilikazi's strongholds before he moved further north. The research regarding this oral history has not been done, however, its more apparent link to the events of mass protests, celebrations, sports, religious meetings of national importance have made it to be socially significant to the South African people. From its inception it was symbolically a unifying building, unifying the Boers and the English today it continues to embrace the same symbolism as a seat of democracy unifying South African past and present in a democratic nation. It is highly valued in South Africa for its symbolism, social, cultural, political and educational significance. It is for this reason that the UB are visited both by local and international visitors therefore contributing significantly to the country's tourism itinerary and national economy. In this regard it therefore has a high spiritual and social significance.

Its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; Historic Significance_High

- The Union Buildings are considered to be the crowning work of Herbert Baker in South Africa and is also associated in different capacities with architects such as Lutyens, Leith, Sloper and Masey, Fleming, Rees-Poole among many others. The Estate as a whole is a combination of some of the best masons, artists, gardeners, botanists and engineers of the time. In this regard it therefore has a high significance.

Sites of significance relating to the history of slavery in South Africa: Low

- The site is not directly associated with slavery in the purest form of the definition of the word slavery. It was, however, a place where at least 800 black workers worked during its construction in an oppressive system, prisoners were also brought in in the early years to work on its gardens and buildings.

6.3 Statement of Significance for the Union Buildings

The Union Buildings in Pretoria symbolise more than any other place in our country the soul of our country and the essence of the State. Pretoria is the administrative seat of the government and the Union Buildings is the symbol thereof. Its unique status is not only derived from its historic and symbolic importance but also from the fact that it's one of the most beautiful heritage sites in our country and a zenith of architecture of Sir Herbert Baker and many other renowned artists, botanists and artisans. The complex which was designed to celebrate the Union of South Africa has been embraced by our democratic Nation as part of the National Estate and a Symbol of the new Democratic South Africa, since the inauguration of the first democratically elected President Nelson Mandela. The Buildings continues to have living traditions which are national vents that continue to add onto the importance of the site yearly.

The NHRA 25 of 1999 stipulates the assessment criteria and grading of heritage sites. The following categories are distinguished in Section 7 of the Act:

Grade I: *Heritage Resources with qualities so exceptional that they are of special national significance; the occurrence of sites with a Grade I significance will demand that the development activities be drastically altered in order to retain these sites in their original state. Such an assessment was made on the Union Buildings in 1994 and was awarded the status of a Grade 1 National Estate Site on the basis of the assessment criteria explored above. The proclamation was made and published in the Government Gazette 15593 of 31 March 1994. The UBAC document, however, notes that out of convenience and speed for the proclamation the cadastral points for the Union Buildings were not verified. Therefore, the declared site included features and areas that strictly speaking are not part of the Estate and excluded others that should have been protected such as the Eastern Terrace Garden and the Eastern Terrace³¹. It is unclear if this has been rectified.*

6.4 Significance of the Goods and Passenger Lifts in particular

The significance of the Union Buildings as a complex is exceptionally high if not the highest in the country. For the purpose of assessing different parts of the components the question arises whether all different parts of the Estate should be classified as exceptionally high. This is clearly not the case as the different

³¹ UBAC p20

components of the Union Buildings have been treated differently at different times, some have suffered loss of significance through neglect, damage being inaccessible, hidden or whatever the case maybe. From a planning and development point of view an assessment of each of the components is needed and this will in turn indicate the risk associated with the proposed intervention. The table below therefore assesses the significance of the Union Buildings in general as an estate against the significance of the goods and the passenger lifts in particular in the categories of Low, Medium and High.

According to Section 3(3) of the NHRA, a place or object is to be considered part of the National Estate if it has cultural significance or other special value because of:

Assessment of Significance Union Buildings Estate	Assessment of Significance Goods and Passenger Lifts
Its importance in the community, or pattern of South Africa's history; Historic or Political significance High	Its importance in the community, or pattern of South Africa's history; Historic or Political significance Low
Its possession of uncommon, rare or endangered aspects of South Africa's natural or cultural heritage: Natural significance High	Its possession of uncommon, rare or endangered aspects of South Africa's natural or cultural heritage: Natural significance Low
Its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage: Research and Scientific Significance High	Its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage: Research and Scientific Significance Low
Its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage: Research and Scientific Significance High	Its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage: Research and Scientific Significance Low
Its importance in demonstrating the principal characteristics of a particular class of South Africa's natural or cultural places or objects High	Its importance in demonstrating the principal characteristics of a particular class of South Africa's natural or cultural places or objects Medium
Its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group; Aesthetic significance High	Its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group; Aesthetic significance Low
Its importance in demonstrating a high degree of creative or technical	Its importance in demonstrating a high degree of creative or technical

achievement at a particular period; Technical Innovation/Architectural Significance High	achievement at a particular period; Technical Innovation/Architectural Significance Low
Its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons; Spiritual and Social Significance High	Its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons; Spiritual and Social Significance Low
Its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; Historic significance High	Its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; Historic significance Medium
Sites of significance relating to the history of slavery in South Africa: Low	Sites of significance relating to the history of slavery in South Africa: Low

Therefore, in accordance to the National Heritage Resources Act 25, 1999 Section 3 (3) **Union Buildings Main building is of high cultural significance** as summarised in the table above and in comparison, **the goods and passenger lifts have a low significance therefore lower sensitivity** in terms of interventions that can be carried out.

6.5 Statement of Significance for the Lifts

Six lifts were originally part of Baker's design, three in each of the Wings, but the first mention of the lifts from the documentation that was available was made in 1954. There is mention in the UBAC documents that drawings were issued for passenger lift shaft room and the goods lift motor room prior to 1954 other documentation makes it clear that the project was completed in 1956. There was continuous repair and maintenance on the lifts over the years, however, there seems to have been no major facelift or replacement of the lifts except for the presidential lift which was replaced in 2002. While the lifts form part of the building they significantly hold less significance as there are a later addition to the building and can be defined as a non-character defining space, meaning their presence does not overall define the character and cultural significance of the UB. The need for the lifts to be functional and safe somewhat overrides arguments for their preservation. There are regarded in this assessment to be one of the components of lower significance in the Estate where interventions can be carried out with minimal to no impact on the overall significance of the building.

7. SWOT Analysis, and Conservation Management Principles guiding the Lifts Replacement and Refurbishment

7.1 SWOT Analysis

A SWOT analysis is a structured planning method developed by Albert Humphrey in the 1960s and 1970s to evaluate the **Strengths**, **Weaknesses**, **Opportunities** and **Threats** involved in a project or business venture. A detailed SWOT analysis was conducted to identify the key issues that should be addressed on site. The following aspects were investigated:

- **Strengths:** Characteristics of the site that give it an advantage (Internal)
- **Weaknesses:** Characteristics of the site that put it at a disadvantage (Internal)
- **Opportunities:** Elements in the development that could be beneficial to the site (External)
- **Threats:** Elements in the development that could endanger the site cluster (External)

7.2 General SWOT Analysis of Union Buildings with special focus on the Lifts

The general strengths, weaknesses, opportunities and threats that were generated are described below.

Strengths:

- The lifts shape and type form have been retained over the years
- Interest in the good governance and maintenance of the site by the custodian of the building
- Integrity and character have continued on most changes on the building
- Lifts finishes have architectural cohesion with other wooden finishes on the exterior
- There are mechanical drawings and archival records that refer to the installation of the first lifts adding to the layering of the building's history

Weakness:

- Structural soundness, cannot be compromised therefore demolition is sometimes necessary
- Archival and social history of the site is under-researched and documented therefore there is incomplete historical evidence concerning the building in general and the lifts in particular
- Incomplete documentation of the lifts and changes that happened over the years
- Replacement of the lifts was done without assessment of what components could be preserved

Opportunities:

- Reverse insensitive or inappropriate interventions around the landing areas of the lifts
- Provision of a sustainable maintenance plan for the lifts
- Restoration of timberwork and other identified areas on the landings
- Give attention to the breakdowns of the mechanical problems of the lifts
- Increase functionality, security and safety of the building by installation of the new lifts

Threats:

- Loss/of the 1956s lifts in their entirety
- Reduced aesthetics if replacement of the lifts is not done properly
- Contribution to the loss of the site's integrity and if improper execution is done

7.3 Nature of Development

The nature of the new development is detailed in plans that form part of the technical documentation of the work carried out. Please see technical report for replacement of the lifts. This is, however, summarised below:

The replacement of

- Passenger Lift - PE 2747
- Passenger Lift - PE 2748
- Passenger Lift - PE 2749
- Passenger Lift - PE 2750
- Good Delivery Lift - PE 2751
- Good Delivery Lift - PE 2752

Interior renovations and making good of:

- The Presidential Lift

7.4 Conservation Management Guidelines guiding the Lifts repair

Conservation Management Plans/Guidelines (CMG) help to guide the management and conservation of heritage sites. CMP/Gs are living documents and are therefore not set in stone but rather serve as guidelines for how heritage could be handled in different scenarios, particularly if the heritage buildings or sites are earmarked for development. It is strongly recommended that this Conservation Management Guidelines, particularly its aims, objectives, recommendations and guidelines, be used in the preparation of future expressions of interest, development and feasibility studies, as well as by consultants, architects, property developers for planning or documenting future work. The Conservation Management Guidelines should also be

consulted when assessing the impact of future development proposals for the site. The Conservation Management Guidelines are to be submitted to SAHRA.

In developing aims and guidelines of the Conservation Management Guidelines, aspects related to the heritage significance, conservation and sustainability of the site is considered such as use of the site, fabric and setting, management, etc. For each key issue, an achievable aim is determined, along with a set of guidelines that would help achieve the aim. These aims and guidelines will allow all stakeholders to take a proactive approach to the conservation and management of cultural resources on site.

The Conservation Management Policies (CMP) applied in this case are in accordance to the internationally accepted Burra Charter of 1999 and Conservation Principles for the Sustainable Management of the Historic Environment from 2006. It must be noted that only policies that are covered in this sub chapter are only relevant to the lifts.

7.4.1 General Conservation Policy on Fabric and Setting (relevant to Lifts repairs)

Aim: To identify the most appropriate way of caring for the lifts and structures and materials that are associated to the lifts, fabric and setting so as to maintain the integrity and the character of the building as a whole.

- Distinctive materials, finishes and construction techniques or examples of craftsmanship that contribute towards the lifts cultural significance should be preserved eg wooden finishes, paint colour in some cases, method in lifts flooring if applicable
- Deterioration of historic features will be repaired rather than be replaced. Where the severity of deterioration require replication of a distinctive feature, the new feature will match the old in design, colour, texture, and where possible materials
- Replacement of missing features will be substantiated by documentary and physical evidence
- Chemical or physical treatments if appropriate will be undertaken using the gentlest methods possible. Treatments that cause damage to historic materials will not be used
- Retain and restore all the original materials, wooden panel on the landings
- Retain where possible the flooring inside the lifts
- Ensure that building materials and or paint colour introduced to the affected areas do not overpower or compete with the older building design and materials

- Where original construction materials, fittings or furnishings are to be discarded, ensure that these are retained and used in restoration or conservation work on the same building

7.4.2 General Conservation Guidelines on maintenance and management (relevant to Lifts repairs)

Aim: To identify a management and maintenance structure that will implement the routine maintenance of the lifts.

Guidelines:

- Appoint a team of professionals for the identification of areas in need of attention, restoration, repair or replacement of the lifts
- Establish a maintenance manual
- Ensure that conservation management guidelines are accessible and accessible to the DPW and building manager to facilitate on-going monitoring and maintenance
- Establish a training schedule and refresher course at least once a year for the maintenance staff to go through the training manual

7.4.3 Future development

Aim: To seek a balance between conservation, preservation, repairs and alterations and to ensure the continued maintenance of the lifts.

Guidelines:

- Ensure that repairs, restorations, alterations and additions are made only after consultation with the SAHRA and in accordance with the NHRA 25 of 1999
- Build and strengthen local heritage economies by prioritising the use of skilled artisans and crafters to conduct restoration, conservation or any other work on the building
- Document all architectural/mechanical processes features before any changes are made
- Ensure all alterations, repairs, restorations are coordinated and scheduled
- Ensure that all alterations or additions to the building and lifts are done under the supervision of a heritage specialist

7.4.4 Adoption, review and endorsement

Aim: To have current and usable Conservation Management Guidelines that will allow for conservation and sustainability of the building. SAHRA to endorse the Conservation Management Guidelines when submitted and reviewed.

Guidelines:

- According to the NHRA 25 of 1999, it is recommended that the Conservation Management Guidelines should be reviewed at least once every two years
- Undertake consultation with relevant departments, professional architects and heritage experts to formulate practical and appropriate guidelines that can be used for future developments for the lifts/site
- Formally adopt and endorse the Conservation Management Guidelines as the basis for future management of the site and buildings
- Review the Conservation Management Guidelines when new information is unearthed and when a proposed development takes place

8. Applicable interventions on the repair of the Lifts and the Impact Assessment of the interventions on the Lifts

8.1 Introduction

The main aim of this chapter is to guide the engineers/ contractors in actualizing the replacement and repair of the lifts. Its replacement and making good is to ensure that the cultural significance and sustainability of heritage features and the building in general is maintained over time. Especially for the lifts, changes are necessary to maintain safety and/or conform to new regulations, however, it is important to ensure that these changes do not compromise the heritage significance of the overall building.

Work that must be done to meet accessibility requirements, health and safety or energy efficiency in the building is usually not part of the overall process of protecting historic buildings rather this work is assessed for its particular impact on the significance of the historic building. In undertaking the lift replacement, it is necessary to consider the meeting of safety codes will have on the character defining spaces, features and finishes. The goal is to provide the highest level of functionality and safety with the lowest level of impact.

8.2 Replacement of Passenger and Goods Lifts

Replacement is the act or process of substituting by new construction the exact function and detail of an object that is no longer available or existing but beyond repair or restoration. The areas that have been identified for replacement are areas where the lifts' deterioration has gone to the extent where it cannot be repaired or restored into a safe working order. The new work must be localised to the area in question and finishes should be sympathetic in siting, bulk and form to the surroundings and the original.

8.2.1 Impact Assessment of the replacement on the UB

Impact assessment must take account of the nature, scale and duration of effects on the heritage whether such effects are positive (beneficial) or negative (detrimental). Each issue / impact is also assessed according to the proposed intervention on the fabric.

Type of Impact	Assessment	Key Mitigation
Impact of the Lift replacement on the Integrity & Character of the Fabric	Low negative impact as the faces of the external part of the lifts were kept intact Lift doors and lift boxes are in stainless steel and in good contrast with the original wood work	No mitigation necessary

Extent of Impact	Low negative impact as it is localised to the affected areas	No mitigation necessary
Duration of Impact Describes the duration of the impacts on the heritage	This is a long term (20 – 50 years +) intervention as it increases the safety and standard of the building	It has a positive impact, therefore requires no mitigation

8.3 Interior refurbishment and repair of Presidential Lift

Refurbishment is the act or process of redecorating an existing structure/room through the introduction of new elements that are meant to enhance its functionality or appearance. It is limited to the introduction of fabric or materials where there is ill repair or ill taste. It must be noted that the presidential lift was last upgraded in 2002 and though functioning the interior was out-dated and should be updated to reflect the stature and dignity of the Office of the President.

8.3.1 Impact Assessment of the replacement on the UB

Impact assessment must take account of the nature, scale and duration of effects on the heritage whether such effects are positive (beneficial) or negative (detrimental). Each issue/ impact is also assessed according to the proposed intervention on the fabric.

Type of Impact	Assessment	Key Mitigation
Impact on the Integrity & Character of the Fabric	Low negative impact as the refurbishment is contained in the interior of the presidential lift and external parts of the lifts were left intact	No mitigation necessary
Extent of Impact	Localised to the affected areas	No mitigation necessary
Duration of Impact Describes the duration of the impacts on the heritage	This is a long term (20 – 50 years +) positive intervention as it increases the safety and standard of the building	It has a positive impact, therefore requires no mitigation

8.4 Recommendations and conclusion

- All replacements and repairs should be in accordance to the applicable SANS regulations
- All drawings documentation regarding the lift upgrade project should be submitted to the UB archives and the DPW for archiving
- All lift replacement should be localised and the wood finishes on the faces of the lifts should remain untouched/ intact

The current lift replacement program be allowed to continue as it has been established that though the lifts form part of an important building as a single component there are a non-character defining elements and do not contribute to the overall importance of the building. The lift intervention is regarded as an unavoidable intervention as it must conform to the acceptable standards of a building in terms of health safety and accessibility regulations. It is therefore the conclusion of this study that the impact of the lift replacement and refurbishment is a low negative impact on the significance of the UB and should be allowed to continue.

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