



THE BHUNGA BUILDING
NELSON MANDELA MUSEUM
MTHATHA

PROPOSED
MUSEUM
UPGRADE

HERITAGE
IMPACT
ASSESSMENT

SEPTEMBER 2010

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OSMOND LANGE ARCHITECTS & PLANNERS
for
IMPENDULO DESIGN ARCHITECTS

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Entrance elevation of the Bhunga Building, July 2010
View from Owen Street

1. INTRODUCTION

The Bhunga Building was constructed in 1927, and was then a fine example of creative, architectural, technical and political achievement. Its current intrinsic heritage value lies in the fact that it remains a powerful reminder of the role it played over the years in the political, social and cultural history of Mthatha, the Transkei and South Africa. Perhaps the most significant event in its layered history was the adaptive re-use and transformation of the building into a museum honouring Nelson Mandela in 2000.

Impendulo Design Architects, on behalf of the Department of Public Works, appointed the author to develop the Heritage Management Guidelines and subsequently revise and expand these to become the heritage Impact Assessment. This assessment is required as it is proposed to adaptively re-use various sections of - and make certain additions to - the Bhunga Building for the Nelson Mandela Museum. This work must however take place while simultaneously acknowledging the importance of the site as a heritage resource.

The assessment contained in this report is intended to inform the future planning and adaptive re-use of the site so as to ensure that the heritage attributes of the site are retained and enhanced.

The landmark and heritage qualities of the building present the architects, museum planners and administrators with exciting opportunities, not only of establishing a successful marriage between 'old' and 'new', but of adapting the 'old' in such a way as to create something that will be appreciated by present and future generations.

During the extensive archival research conducted into the Bhunga Building, numerous historic photographs of the building were located. It was decided to include all of these images within the body of the report as a useful resource on the building. Some of these photos are therefore only included with a caption and the source - and are not specifically referred to in the text.

Accompanying the report are various photographs documenting original details and the current condition of the building. These were taken during the author's inspection and survey of the Bhunga Building, and were included to illustrate and clarify the proposed Heritage Management Guidelines for the site.

2. AIM OF STUDY

The proposed work to the Bhunga Building initially required the formulation of a set of Heritage Management Guidelines. The Heritage Management Guidelines document was duly submitted and has since been adapted and extended to form this detailed Heritage Impact Assessment (HIA).

It is shown in this report that the Bhunga Building is a heritage resource, i.e. a place of cultural significance. In terms of the National Heritage Resources Act, 1999 (Act 25 of 1999), referred to as the NHRA, the management of heritage resources, must provide for the conservation, presentation, and improvement of such resources. For a definition of conservation, presentation and improvement of heritage resources, see 3.5 Conservation principles of general application.

The guidelines, assessments, commentary and recommendations contained in this Heritage Impact Assessment, have therefore been specifically developed to inform any future planning in respect of the Bhunga Building, including the adaptive re-use of the interior and external spaces.

The Heritage Assessment includes a detailed history of the building and its development over time, illustrated with numerous contemporary drawings and photographs.

The Heritage Impact Assessment aims to facilitate the management of the Bhunga Building, including the immediate surround, in such a way as to ensure the retention and enhancement of the cultural significance of the building, the site and the immediate surround.

The Heritage Impact Assessment includes a section on the process of the necessary heritage authorisations inherent in any adaptive re-use of the building, in parts or in its entirety. This includes compliance with the HIA provisions of the NHRA. See 3.2. Legislative framework for the management of heritage resources.

The Heritage Impact Assessment incorporates a summary of the Social Impact Assessment (SIA) conducted by Ashwell Adriaan of Makana Heritage Solutions in September 2010 and includes a copy of the 'Assessment of Impacts' and the 'Conclusion'. Reference should be made to the complete SIA for more information on this aspect of the Heritage Impact Assessment.

The Heritage Impact Assessment concludes with an assessment of the design proposals compiled by Impendulo Design Architects and a recommendation to SAHRA.

3. ASSUMPTIONS, CONDITIONS AND METHODOLOGY

3.1 Terminology and relevant provisions of the NHRA¹

The approach followed in the study was to interpret the historic layered development of the Bhunga Building in accordance with the requirements, and the terminology of the NHRA.

The terminology of the NHRA is premised on the widely recognised concept of *heritage resources*, i.e. places and objects of cultural significance that form part of the National Estate as defined in section 3 of the NHRA.

According to the NHRA, the *cultural significance* of a place or object must be determined in order to measure and understand its conservation value. A place or object that is of no cultural significance is therefore considered not to be a heritage resource.

In terms of section 2(vi) of the NHRA, cultural significance means “*aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance.*”

As the purpose of the study was to develop Heritage Management Guidelines and ultimately a Heritage Impact Assessment, for the Bhunga Building- as a *place of cultural significance* - in accordance with the provisions and terminology of the NHRA, the aspects in the table below, all of which are pertinent to the scope and intentions of the NHRA, bears particular relevance to the study.

In terms of section 2(xxxii) of the NHRA, a <i>place</i> includes -	Associated definitions appearing in the NHRA -
a site, area or region;	<i>site</i> means “any area of land, including land covered by water, and including any structures or objects thereon;” (section 2[xiil] of the NHRA).
“a building or other structure which may include equipment, furniture, fittings and articles associated with or connected with such building or other structure;”	<i>structure</i> means “any building, works, device or other facility made by people and which is fixed to land, and includes any fixtures, fittings and equipment associated therewith;” (section 2[xivl] of the NHRA).
“an open space, including a ...street...;”	

¹ National Heritage Resources Act, 1999 (Act No. 25 of 1999) – Government Gazette No. 19974 dated 28 April 1999, and associated Proclamation Notice R. 18, 2000 as published in Government Gazette No. 21051 of 31 March 2000.

3.2. Legislative framework for the management of heritage resources

The protection provisions of the NHRA, which currently apply to the study area, are described below.²

3.2.1 Structures or parts of structures, which are older than 60 years

According to section 34(1) of the NHRA, no person may alter or demolish any structure or part of a structure, which is older than 60 years without a permit from the relevant heritage resources authority. This provision of the NHRA is referred to as the "60 Year Rule".

3.2.2 Heritage Impact Assessments

Any person who intends undertaking a development mentioned in section 38 of the NHRA, must at the very earliest stages of the initiation of such a development, furnish the responsible heritage resources authority with details of the location, nature and extent of the proposed new development.

The categories of development listed in section 38 of the NHRA are as follows:

- the construction of a road, wall, powerline, pipeline, canal or other similar form of linear development or barrier exceeding 300m in length;
- the construction of a bridge or similar structure exceeding 50m in length;
- any development or other activity which will change the character of a site –
 - (i) exceeding 5 000 square metres in extent; or
 - (ii) involving three or more existing erven or subdivisions thereof; or
 - (iii) involving three or more erven or divisions thereof which have been consolidated within the past five years; or
 - (iv) the costs of which will exceed a sum set in terms of regulations issued under the NHRA; or
 - (v) the re-zoning of a site exceeding 10 000 square metres in extent; or

² National Heritage Resources Act, 1999 (Act 25 of 1999).

- (vi) any other category of development provided for in regulations issued under the NHRA.

The authority currently responsible for the administration of the HIA provisions of the NHRA is the SA Heritage Resources Agency (SAHRA).

If there is reason to believe that heritage resources would be affected by a development described in section 38 of the NHRA, SAHRA might call for a Heritage Impact Assessment (HIA) of the particular proposed development on the potentially affected heritage resources. The report on the outcome of such an assessment must be compiled at the cost of the person proposing the development.

According to section 38(3) of the NHRA, the information to be provided in a HIA report must refer to or include -

- the identification and mapping of all affected heritage resources within the area of the proposed development;
- an assessment of the significance of affected resources in terms of the heritage assessment criteria prescribed under the NHRA;
- an assessment of the impact of the proposed development on such heritage resources;
- an evaluation of the impact of the proposed development on these heritage resources relative to the sustainable social and economic benefits to be derived from the development;
- the results of consultation with affected communities and other interested parties regarding the potential impact of the proposed development on heritage resources;
- the consideration of alternatives if heritage resources will be adversely affected by the development; and
- appropriate recommendations with regard to the mitigation of any such adverse effects during the construction phase and after completion of the proposed development.

If an evaluation is required of the impact of a development, referred to in section 38 of the NHRA, on heritage resources in terms of any other legislation such as the Environment Conservation Act, 1989 (Act No. 73 of 1989), or the integrated environmental management guidelines issued by the Department of Environment Affairs and Tourism, or the Minerals Act, 1991 (Act No. 50 of 1991), it will be the duty of the consenting authority to then ensure that such an evaluation still meets the minimum requirements prescribed in section 38(3) of the NHRA. Any comments and recommendations of SAHRA with regard to such a development must also be taken into account by the consenting authority prior to the granting of any consent.

3.3 Application of the Burra Charter

The *Australia ICOMOS Charter For The Conservation Of Places Of Cultural Significance* (commonly known as the Burra Charter)³ is well known to anyone involved in heritage conservation. The Burra Charter is a user-friendly reference tool, with sufficient depth, to inform those who provide advice, make decisions about, or undertake work to places of cultural significance, including owners, managers and custodians. The principles laid down in the Burra Charter are widely used to identify and assess culturally significant places and to inform the planning process that guides decision-making with respect to the management of culturally significant places.

It is generally believed that the standard of practice set by the Burra Charter for those participating in the management of places of cultural significance, is such as to fully meet the requirements of the NHRA. The Burra Charter has proved of great benefit in refining the assessment methodology of the study and in developing a set of guidelines aimed at the management of the Bhunga Building in such a manner as to ensure the retention, and where possible, the enhancement of its cultural significance as a heritage resource.

One of the general principles for heritage resources management stipulated in section 5 of the NHRA, reads as follows:

“Heritage resources have lasting value in their own right and provide evidence of the origins of South African society and as they are valuable, finite, non-renewable and irreplaceable they must be carefully managed to ensure their survival”.

This should be read together with the principles below, quoted from article 2 of the Burra Charter:

- 2.1 *Places of cultural significance should be conserved.*
- 2.2 *The aim of conservation is to retain the cultural significance of a place.*
- 2.3 *Conservation is an integral part of good management of places of cultural significance.*
- 2.4 *Places of cultural significance should be safeguarded and not put at risk or left in a vulnerable state.*

The set of management guidelines contained in this report is premised on a commitment to, firstly, the careful management of heritage resources, and secondly, the principles laid down in article 2 of the Burra Charter.

³ Australia ICOMOS Burra Charter, 1999 (<http://www.icomos.org/australia/burra.html>).

3.4 Assessment of cultural significance

The author, in his interpretation of the historic layered development of the Bhunga Building, and the development of preliminary statements of significance, was cognisant of the assessment criteria of general application specified in section 3(3) of the NHRA, hereafter called the NHRA assessment criteria. According to this provision, a place is considered of cultural significance or other special value, based on one or more of the following criteria:

- its importance in the community, or pattern of South Africa's history;
- its possession of uncommon, rare or endangered aspects of South Africa's natural or cultural heritage;
- its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage;
- its importance in demonstrating the principal characteristics of a particular class of South Africa's natural or cultural places...;
- its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- its importance in demonstrating a high degree of creative or technical achievement at a particular period;
- its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; and
- sites of significance relating to the history of slavery in South Africa.

The detailed criteria required to assess culturally significant places, as contemplated in section 7 of the NHRA, are yet to be developed through regulations.

It is suggested that the NHRA assessment criteria lack the necessary depth to determine the contextual significance of heritage resources. It was therefore decided to add this as a separate criterion to the existing assessment criteria prescribed in section 3(3) of the NHRA. The importance of the contextual significance of heritage resources is fully recognised in section 7 of the NHRA.

On the subject of the physical condition of heritage resources, it is suggested that the physical condition of a heritage resource does not affect its significance unless it has been so altered, by extensive structural changes or lack of maintenance, that it is difficult to research the extant fabric of such a resource and to develop a statement of significance from such an investigation.⁴

The most important concept remains that of cultural significance, which according to the Burra Charter, finds embodiment in *the place itself, its fabric, setting, location, use, associations, meanings, records, as well as related places and objects*. These aspects, some of which are of a tangible and some of an intangible nature, all form part of the make-up and the layering or layered development of places of cultural significance. They are the ‘building blocks’, which combine to make up the cultural significance of places such as the Bhunga Building.

The building blocks of cultural significance	What does the Burra Charter say about this? (the descriptive notes in brackets do not form part of the Charter)
<i>Fabric</i>	All the physical material of the place including components, fixtures, contents, and objects (the Burra Charter, article 1.3). Fabric includes building interiors and sub-surface remains, as well as excavated material.
<i>Setting</i>	The area around a place, which may include the visual catchment (the Burra Charter, article 1.12). Reference is nowadays also made to the <i>curtilage</i> of a heritage resource, which means the geographical area that provides the physical context for a resource, and which contributes to its significance ⁵ .
<i>Location</i>	The physical location of a place is part of its cultural significance (the Burra Charter, article 9.1).
<i>Use</i>	The functions of a place, as well as the activities and practices that may occur at the place (the Burra Charter, article 1.10).
<i>Associations</i>	The special connections that exist between people and a place (the Burra Charter, article 1.15). Associations may include social or spiritual values and cultural responsibilities for a place.
<i>Meanings</i>	Denoting what a place signifies, indicates, evokes or expresses (the Burra Charter, article 1.16). This generally pertains to such intangible aspects as symbolic qualities and memories.

⁴ See in this regard History and Heritage, Investigating Fabric and Heritage Curtilages, Heritage Office, New South Wales, 1996.

⁵ Heritage terms and Abbreviations (from Heritage Information Series, New South Wales Heritage Office, <http://www.heritage.nsw.gov.au/>).

<i>Records</i>	The records about the history of a place and the records associated with the conservation of a place (the Burra Charter, article 32).
<i>Related place</i>	A place that contributes to the cultural significance of another place (the Burra Charter, article 1.13).
<i>Related object</i>	An object that contributes to the cultural significance of a place but which is not at the place itself (the Burra Charter, article 1.14).

3.5 Conservation principles of general application

Appearing below in alphabetical order, are various principles and terms, taken from the NHRA and the Burra Charter, which are pertinent to the planning of any work to existing heritage resources.

Adaptive re-use

The modification of a heritage resource to suit an existing use or proposed new (compatible) use. Adaptation must be limited to that which is essential to a use for the place.

Alteration

Any action which may affect the structure, appearance or physical properties of a heritage resource, whether by way of structural or other works, by painting, plastering or other decoration or any other means.

Compatible use

A use, which involves no change to culturally significant fabric, changes which are substantially reversible or alternatively, changes which require a minimal impact.

Conservation

Conservation includes – the “protection, maintenance, preservation and sustainable use of places or objects so as to safeguard their cultural significance;” (section 2[iii] of the NHRA).

Development

Any physical intervention, excavation, or action, other than those caused by natural forces which, in the opinion of the responsible heritage resources authority, may in any way result in a change to the nature, appearance or physical nature of a place, or influence its stability and future well-being, including -

- construction, alteration, demolition, removal or change of use of a place or a structure at a place;
- carrying out any works on or over or under a place;
- subdivision or consolidation of land comprising, a place, including the structures or airspace of a place;
- constructing or putting up of display signs or hoardings;
- any change to the natural or existing condition or topography of land; and
- any removal or destruction of trees, or removal of vegetation or topsoil.

Improvement

This may include the repair, restoration and rehabilitation of a heritage resource.

Interpretation

This means all the ways of presenting the significance of a heritage resource.

Management

In relation to heritage resources, management means “the conservation, presentation and improvement of a place” protected in terms of the NHRA. (section 2[xxiii] of the NHRA).

Maintenance

This means the continuous protective care of the fabric and setting of a heritage resource, and should be distinguished from repair. Repair denotes restoration or reconstruction. Maintenance is considered fundamental to the conservation of all heritage resources.

Presentation

This may include the exhibition or display of a heritage resource; the provision of access and guidance to such a heritage resource; the provision, publication or display of information in relation to a heritage resource, including interpretive plaques; performances of oral presentations related to heritage resources.

Preservation

This means maintaining the fabric of a heritage resource in its existing state and retarding deterioration.

Reconstruction

This means returning a heritage resource to a known earlier state. This is distinguished from restoration by the introduction of new material into the fabric. New material may include recycled material salvaged from other places.

Restoration

The return of the existing fabric of a heritage resource to a known earlier state. This may involve the removal of accretions or the reassembling of existing components without the introduction of new material.

Relocation

Cultural significance may have much to do with a heritage resource's relationship with its surroundings. This relationship can demonstrate important aspects of the heritage resource's history and this evidence is lost if the relationship is broken. A clear statement of significance will often show that relocation is not an acceptable conservation solution. Only in exceptional circumstances will it be acceptable to relocate significant historic fabric to ensure its survival.

Statement of significance

A statement summarising the reasons a heritage resource is of importance to present and future generations.

Structure

Any building, works, device or other facility made by people and which is fixed to land, and includes any fixtures, fittings and equipment associated therewith.



Bhunga Building from the North, within context of Mthatha, July 2010. Owen Road on right hand side⁶

⁶ Photograph taken from the roof of KD Matanzima Building

3.6 Categories of investigation and sources of information

The following aspects and preparatory work formed part of the study:

Research of relevant published and unpublished information

Published literature consulted includes various reference works, which provided the author with insight into the history and functioning of the United Transkeian Territories General Council.

Various unpublished archival documents were consulted. The Candidates Circulars from the Institution of Civil Engineers in London were consulted for biographical information the Civil Engineers employed by the TTGC who were involved in the alterations and major addition carried out to the Bhunga Building in 1934.

The Letter Books of the Cordeaux, Farrow and Stocks practise were consulted for information related to the design and construction of the building.

The Minutes of the UTTGC held at the Mthatha Archives were consulted for the detailed motivation for the buildings and for the progress of the works over time.

Numerous articles published in the Daily Dispatch were located which provided useful contemporary descriptions of some of the significant events.

The drawings archive at the Provincial Department of Roads and Public Works in Mthatha was a useful source of information on the changes made to the building over time.

Various Charters concerning the protection of cultural heritage and the management of heritage resources were consulted.

Documentation and assessment of physical evidence

As part of the study, the building and site was inspected in detail and documented photographically.

4. THE BHUNGA BUILDING AND ITS CONTEXT

The town of Mthatha⁷ developed from a British Military post established in 1876 on the banks of the Mthatha River.⁸ The town was situated above the Mthatha River, which flows in various horseshoe bends, terminating in the Mthatha Waterfall, which was used in the early days of Mthatha's development to generate electricity.⁹

By 1882 Mthatha had become a flourishing village and a Village Management Board met for the first time in March of that year. A municipality was established in Mthatha in November 1882 in terms of the recently promulgated Municipal Act.

The Bhunga Building¹⁰ was constructed in 1927 on a prominent, generously scaled and elevated site in Mthatha, bounded by Owen Street (to the west), Victoria Street (to the north) and by commonage - which was to become Alexander Road - (to the south).

In terms of the hierarchy of roads in the planning of the township of Umtata, Owen Street and Alexandra Road were clearly two of the more important thoroughfares. Both were planned as dual carriageways with a central planted island. Owen formed a generous promenade, sloping down towards the Mthatha River to the north.

The Market Square, the Town Hall and the Magistrates Court were all sited on Owen Street in close proximity to the site of the Bhunga Building. These formally planned buildings, each with their own landscaped gardens, formed a significant civic setting to the small frontier town. The Bhunga building contributed greatly to this measured and defined urban setting.

The large stone built Anglican Cathedral of St John the Evangelist is sited in close proximity to the east of the Bhunga Building. The Mthatha Museum - accommodated in the old Post Office building - is directly to the northeast of the Bhunga Building

Despite numerous modern large-scale developments in the immediate proximity, and many recent badly planned commercial developments in the immediate surrounding urban fabric, the Bhunga building still provides a fine ordered urban scale within the townscape of Mthatha. The building is more importantly a significant and well-known landmark in Mthatha.

⁷ The town was originally called 'Umtata' and the name was used in this form until recently. The different forms of the name have been used where appropriate.

⁸ P. E. Raper: A New Dictionary of South African Place Names.

⁹ Cape Province Directory, 1914 - 1915.

¹⁰ The Xhosa noun 'Bhunga' can be loosely translated as 'council' or 'caucus'. In Xhosa, the verb 'ibhunga' means to seek someone's council, or to have a private conversation about something important.



Mthatha River

Owen Street

Bhunga Building

Alexander Street

Umtata, 1938, Extract from Aerial Photograph supplied by Chief Directorate, National Geo-Spatial Information, Surveys & Mapping
Photo No 132_005_19324

5. THE BHUNGA BUILDING: PROPERTY OWNERSHIP

The Bhunga building, as the Council Chamber and Offices constructed for the Transkeian Territories General Council was to become known, was constructed on the western half of Town Block XXXV¹¹ in the Township of Mthatha. This Town Block comprised of eight separate erven, numbered consecutively from 384 to 391, all of which had been granted to the Umtata Municipality.

The town block was bounded by Victoria Street to the North, Owen Street to the West, Alexandra Road (the main road to and from Dutywa - now the N2) to the south and by York Street to the east.

The four erven on the west side of the block (Building Lots 384, 386, 388 and 390) on which the Bhunga Building was to be constructed, had been granted by the Crown Colony to the Umtata Municipality and had been transferred to them on 16 July 1894.¹² The four erven comprised a total area of 364 square roods and 86 square feet of land.¹³

The grant of these Building Lots to the Municipality was made under Section 10 of Act 15 of 1887, entitled "An Act for regulating the manner in which Crown Lands of the Colony shall be disposed of." The text of the Title Deed associated with the grant reads:

IN THE NAME AND ON BEHALF OF HER MAJESTY VICTORIA, BY THE GRACE OF GOD OF THE UNITED KINGDOM OF GREAT BRITAIN AND IRELAND QUEEN, DEFENDER OF THE FAITH.

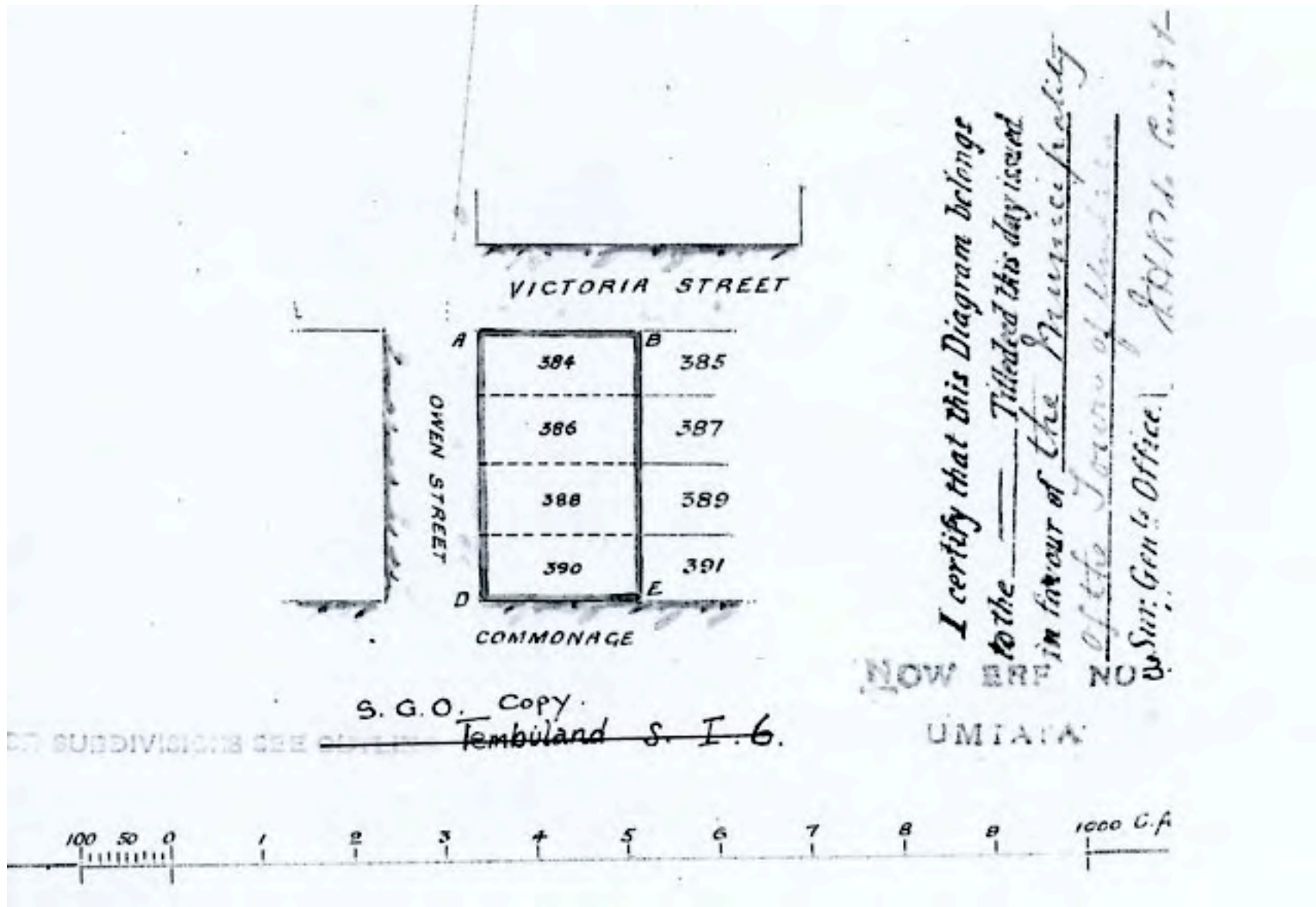
I DO HEREBY GRANT, CEDE AND TRANSFER UNTO THE COMMISSIONERS FOR THE TIME BEING OF THE MUNICIPALITY OF THE TOWN OF UMTATA, CERTAIN FOUR PIECES OF LAND CONTAINING TOGETHER THREE HUNDRED AND SIXTY FOUR SQUARE ROODS AND EIGHTY FOUR SQUARE FEET (364 SQ:RDS; 84 SQ:FT) BEING LOTS NOS. 384, 386, 388 AND 390, BLOCK XXXV, SITUATED IN THE TOWN OF UMTATA, TEMBULAND AND REPRESENTED AND DESCRIBED IN THE DIAGRAM HEREUNTO ATTACHED: ON CONDITION THAT THE SAID LAND SHALL BE SOLD AND THAT THE PROCEEDS OF THE SALE THEREOF SHALL BE DEVOTED TO TREE PLANTING WITHIN THE MUNICIPALITY AND GENERAL IMPROVEMENTS TO QUEENS PARK PLANTATION WITH FULL POWER AND AUTHORITY HENCEFORTH TO POSSESS THE SAME IN PERPETUITY SUBJECT, HOWEVER, TO ALL SUCH DUTIES AND REGULATIONS AS ARE EITHER ALREADY OR SHALL IN FUTURE BE ESTABLISHED WITH REGARD TO SUCH LANDS.

SIGNED ON 16TH JULY 1894 ON BEHALF OF THE GOVERNOR AND HIGH COMMISSIONER

¹¹ Plan of the Township of Umtata situated on the River Umtata in Tembuland; surveyed in 1883 by L A Changuion, of the Govt. Land Survey Dept.

¹² The four erven on the east side (385, 387, 389 and 391) had also all been granted to the Municipality but were transferred ten years prior to this, on 14 May 1884.

¹³ Area data extracted from SG Diagram 213 of 1894 from the Surveyor General's Office.



Extract from SG Diagram dated 16.7.1894, Tembulaud Folio F.1-14
Deeds Office, Mthatha

A search of the Deeds Office in Mthatha established the following property transactions related to the four erven¹⁴ - arranged by date order:

- Erf 390 was sold by the Umtata Municipality to William Black on 2 November 1898¹⁵;
- Erven 384 and 386 were sold by the Umtata Municipality to Robert Viedge and Henry Viedge, "carrying on business in partnership at Viedgesville and elsewhere under the style or firm of Viedge Brothers" on 14 January 1899;¹⁶
- Erf 398 was sold by the Umtata Municipality to RH Walsh on 16 January 1913¹⁷ and shortly thereafter was sold to the Viedge Brothers on 25 March 1913¹⁸;
- Erf 390 was sold by William Black "as undivided half shares" to Rose Weincier and Rachael Weincier, the minor daughters of Jacob Weincier on 8 July 1922¹⁹;
- Erven 384, 386 and 388 were sold by Robert Viedge and Henry Viedge to The Transkeian Territories General Council on 3 June 1926 for the sum of Two Thousand Pounds²⁰,
- Erf 390 was sold by Jacob Weincier "in his capacity as father and natural guardian of his minor daughters" to The Transkeian Territories General Council on 8 December 1926 for the sum of Eight Hundred and Fifty Pounds²¹.

The last two above noted Deeds of Transfer in favour of The Transkeian Territories General Council were both endorsed by the Deeds Registry in Cape Town on 24 March 1931 in terms of the Vesting Proclamation of 1930. The endorsement - carefully inscribed by hand in copperplate style on the front page of each Deed - stated "In terms of Section 4(2) of Proclamation 279/1930, the within mentioned property vested on the 1st January 1931 in The United Transkeian Territories General Council, established by that Proclamation."

¹⁴ Sufficient Title Deeds were located to establish the purchase history of the four properties, however not all of the purchase prices were established.

¹⁵ Deed of Transfer No 8882/1898

¹⁶ Deed of Transfer No 190/1899

¹⁷ Deed of Transfer No 209/1913

¹⁸ Deed of Transfer No 1942/1913

¹⁹ Deed of Transfer No 5842/1922

²⁰ Deed of Transfer No 5811/1926 Number stamp indistinct. Presumably a vacant property.

²¹ Deed of Transfer No 12560/1926. Presumably a vacant property.

The two Deeds of Transfer were again both endorsed by the Deeds Registry in Cape Town on 19 September 1956. The endorsement – inscribed by hand in ballpoint within a ruled border on the front page of each Deed – stated “By virtue of S (2) and (3) of Proc. 180/56, the within property now vests in the Transkeian Territorial Authority.”

On 5 June 1961, the last mentioned Deed of Transfer for Erf 390 was again endorsed – this time with a rubber stamp with details filled in by hand – namely that “The land herein described is registered as, and must in future be described as Erf No 350 Umtata.”

On 13 July 1961, the second last mentioned Deed of Transfer, but in this case only for Erf 388 was again endorsed – also with a rubber stamp – namely that “The land herein described is registered as, and must in future be described as Erf No 349 Umtata.”

6. THE BHUNGA BUILDING: AN HISTORIC PERSPECTIVE OF ITS LAYERED DEVELOPMENT

6.1 Condensed history of the United Transkeian Territories General Council (U.T.T.G.C.)

The United Transkeian Territories General Council grew out of the Fingoland District Fund, an organization created under the guidance of Capt. M. S. Blyth, C.M.G., the first Chief Magistrate of the Transkei, (1878 to 1890).²² By means of this Fund the inhabitants of 'Fingoland'²³ from 1882 to 1893 voluntarily taxed themselves to provide money for the construction and maintenance of roads and for the provision of educational facilities for their children. The principles of this system were derived from the Village Management Board system that was operating at the time in the Cape Colony.²⁴

In 1894, Cecil John Rhodes, the Prime Minister of the Cape Colony, toured the Transkeian Territories. Arising out of this visit it was decided to establish the Transkeian Territories General Council with subsidiary district councils under a formal constitution. The stated aim of the Government was to assist the inhabitants of the Transkei "to advance in knowledge and prosperity". The objects of the Council were *inter alia* "that (the inhabitants) should have a reasonable voice in the management of the internal affairs of the country" and "that they should be provided with the means of carrying out the local works and other useful services which are deemed necessary and desirable".²⁵

During 1911 a similar but independent system was inaugurated in the three districts of Western Pondoland. As from 1 January 1931, the Transkeian Territories and the Pondoland General Councils amalgamated into one, the United Transkeian Territories General Council.²⁶

Every District Council normally met six times a year and consisted of the Resident Magistrate as Chairman and with six or seven members from that District. The Transkeian Territories General Council consisted of the Chief Magistrate of the Transkeian Territories, as presiding officer, the Resident Magistrate of each of the participating districts and nominated or elected community members from these districts. The annual session of the General Council was called during the autumn each year by summons from the Chief Magistrate and usually lasted a fortnight.²⁷

²² E. W Pearse: The Bunga

²³ The South West portion of the Transkei division of the Cape Province

²⁴ C B Young: The Transkei Bunga and the Bantu Authorities Act

²⁵ E. W Pearse: The Bunga

²⁶ Ibid

²⁷ Ibid

Revenues of the General Council were derived from the rent from quit-rent²⁸ land and from the proceeds of a local tax levied in respect of every hut or dwelling occupied by a person not a quit-rent payer²⁹. The General Council operated engineering and agriculture departments, made a pro-rata contribution to the cost of treating patients in state aided and mission hospitals and spent considerable sums on soil and water conservation, road building, fencing and the like.

The General Council's political power was confined to matters affecting the local population, but in 1932 its powers were extended to the consideration of any proposed legislation affecting African. The officials reviewed all resolutions taken by the Council before these were submitted to the Governor General for his information.³⁰

6.2 Interim Accommodation: 1903 to 1906

The first session of the Transkeian Territories General Council took place in 1903 in the Magistrate's Court in Umtata, presided over by the Chief Magistrate, Walter Stanford. On that occasion the other Magistrates attending were apparently crowded around a single table and the Councillors sat on benches and in the Jury box. By 1905 it was decided that the inconvenience of meeting in the Courtroom could not continue and the Council resolved to procure better accommodation.³¹

²⁸ Quit-rent was effectively a land tax imposed on freehold or leased land by the government.

²⁹ D Hammond-Tooke: Chieftainship in Transkeian Political Development

³⁰ Ibid

³¹ TTGC: Reports of Select Committees at the Session of 1929

6.3 Church to Assembly Hall: 1907 to 1927

The Transkeian Territories General Council duly purchased the former St James' Anglican Church in Umtata in 1907 and converted it for use as an Assembly Hall. Two Committee Rooms and some offices for the Engineering staff were also added to the building.³²

A fine archival photograph survives of the Transkeian Territories General Council in the Assembly Hall during their 6th Annual Session in 1909. From this one can determine that the Hall had a simple rectangular nave with exposed scissor trusses and intermittent steel tie bars at wall plate level. The lancet windows had pointed arches that matched the large internal pointed arch over what was presumably the 'altar' end of the nave.

The interior of the Hall was furnished with two parallel rows of narrow tables on the perimeter of the room for the councillors. The two rows of tables returned in opposing quadrants at the entrance of the hall to form a half round or 'horse shoe' arrangement. The internal walls were whitewashed. A low timber balustrade with turned timber newel posts presumably separated the public seating area from the balance of the space.

The perimeter tables flanked a substantial central table that accommodated the resident magistrates from the participating Districts. The committee clerk sat at the altar end of the table, and behind him sat the presiding officer, raised on a low podium. A notable feature of the Council tables was the finely turned legs – suggestive that these were purpose made for use in the Assembly Hall. The delegates all sat on wooden 'Captain's chairs' with turned spindle backs, contiguous curved arm and backrest and a moulded timber seat. A dado rail was applied around the perimeter of the space to prevent the chair backs damaging the wall surface.

In 1912 the Chairman of General Council was A H Stanford; The Secretary and Treasurer was W Carmichael and the Engineer was E J D Brooks.³³ Two years later, in 1914, the Chairman of General Council was W T Brownlee and the Treasurer was W Carmichael.³⁴ In 1924 W T Welsh - the Chief Magistrate of the Transkeian Territories – was the Chairman; his Chief Clerk, E H W Muller, was the Secretary and Treasurer. The Council Engineer was still E J D Brooks.³⁵ By 1925 J T Kenyon had been appointed as the Chief Clerk and Accountant, E. J. D. Brooks was now recorded as the Surveyor and J. W. D. Hughes was the Director of Agriculture.³⁶

³² Ibid

³³ East London and Frontier Red Book, 1912.

³⁴ Cape Province Directory, 1914 – 1915.

³⁵ East London and Frontier Red Book, 1924.

³⁶ Donaldson's Cape Province Directory, 1925

William Thomson Welsh was, for a period of 13 years, the Chief Magistrate of the Transkeian Territories. During this period he was Chairman and Chief Executive Officer of the Transkeian Territories General Council. He subsequently became a Member of the Provincial Council for East London (North) following which he was appointed as a Senator to represent the Transkeian Territories in the Senate.³⁷



William Thomas Welsh, Chairman and Chief Executive Officer of the Transkeian Territories General Council, 1924
SA Who's Who, 1941

³⁷ South African Who's Who, 1941.



6th Annual Session of the Transkeian Territories General Council, in the former St. James' Church, Umtata in 1909.
C.P.S.A. Diocese of St John's: Collection Number AB1653. Historical Papers, William Cullen Library, University of the Witwatersrand

6.4 Proposed new Council Chamber

It was under Welsh's direction that the Council decided to investigate the proposed building of a New Council Hall and Offices. The preliminary discussions on this item were held during the Session held in 1925, which met for a period of seven days from Wednesday 7 to Thursday 15 April 1926. The Councillors noted that their Hall had been erected circa 1896 and had been in continuous use by the General Council for a period of 25 years.

The Treasurer of the General Council, Mr. M G Apthorp, in his Annual Report for 1924³⁸ provided a detailed summary to the General Council motivating for a new Council Chamber. Apthorp pointed out that:

- the present chamber was too small and had no provision for the public to attend to listen to the debates;
- there were insufficient Committee Rooms and inadequate toilet facilities for the Councillors or Magistrates attending the Sessions;
- the staff of the Council had grown considerably and some of these were being accommodated in buildings off site;
- the control of all Agricultural development in the Transkeian Territories was to fall under the Council, and additional office accommodation was required for these staff.

Apthorp further advised that a suitable site would be purchased in the vicinity of the Government Buildings and that options had been secured on the identified site. A Select Committee of the General Council, having considered the report of the Treasurer recommended that the need for erecting a new Council Chamber was imperative; that in view of the likely expense involved, the preparation of plans and designs be submitted to public competition; and that the existing 'horseshoe' seating arrangement be retained in the proposed Council Chamber.

The Estimates for the 1926-1927 Financial Year included an amount of £3 000 for the purchase of a new site. An additional provision of £7 400 was made to enable the commencement of building works and the laying out of the site.³⁹ Apthorp cautioned that the total cost of a new building 'worthy of the Council' was as yet unknown and that a suitable provision would have to be made for the balance in the Estimates for 1927-1928, once this figure had been established.

The Council duly supported the recommendation of the Committee and the proposed financial expenditure. It has not been established whether an architectural competition was indeed held, however one of the leading pioneer architectural firms in East London, the practice of Cordeaux, Farrow and Stocks, was subsequently appointed by the Transkeian Territories General Council to prepare a design for the new Council Chamber and Office building.

³⁸ TTGC Proceedings and Reports of Select Committees at the Session of 1925 - Annual Reports and Accounts for 1924.

³⁹ Ibid

6.5 Cordeaux, Farrow & Stocks: Architects

John Wilford Hilbert Farrow, (born 1878), was one of the partners in this practice. Farrow was probably born in England where he was articled to A. E. Sidford, MSA, in Wokingham, Berks from 1894 to 1895, becoming a registered probationer with the RIBA in 1897. In 1898 he entered the office of Kingwell Cole and Kenneth Wood as an assistant, probably in London. From 1900 to 1901 he was in Banister Fletcher's office where he was responsible for about thirty line drawings 'illustrating Mr Fletcher's *History of Architecture*'.⁴⁰

Farrow attended classes and lectures in design at the Architectural Association from 1900 to 1903 and moved from Banister Fletcher's office to that of Bonner Hopkins. In 1902, still in London, he was with Harrison Townsend and would have known of Townsend's Whitechapel Art Gallery and his Horniman Museum. Farrow left for South Africa the same year and entered HJC Cordeaux's office in East London as a 'fully qualified assistant' where he remained until 1904 when he was promoted as manager of the King William's Town branch office.

In 1909, when Cordeaux was on a visit to England, Farrow acted as his *locum tenens*⁴¹ in East London in the post of Chief assistant. Farrow was invited into partnership in 1912. Following the outbreak of the First World War, Farrow joined the Border Company of the SA Infantry, returning to practice after the War. When Cordeaux died suddenly in 1923, Farrow continued the practice. C W B Stocks joined him in 1924 with whom he formed a partnership in 1926, styled as Cordeaux, Farrow & Stocks.

Clifford William Burnett Stocks, was probably born in South Africa in 1891.⁴² He was articled to a leading Eastern Province architect, William White-Cooper, from May 1908. On completion of articles Stocks remained in White-Cooper's office as an assistant until April 1918 'except for 940 days active service'. During this time, Stocks attended the School of Art in Grahamstown. From May 1918 to May 1919 the Public Works Department, Cape Town, employed him as an architectural draughtsman. He entered private practice in Cape Town in June 1919 on winning the competition for the Stal Plein improvement scheme in Cape Town. From 1921 to 1923 Stocks practised in association with Perry.

Stocks was employed by the East London Municipality in 1921 to carry out a housing scheme and large school buildings for the School Board, East London. In 1922 he passed the examination qualifying for candidature as an Associate of the RIBA; White-Cooper signed his RIBA papers and commented that Stocks showed much promise. In 1924 Stocks joined the East London office of Cordeaux & Farrow, later forming a partnership, styled as Cordeaux, Farrow & Stocks. He remained in partnership with Farrow and in 1926 the partnership became known as Farrow & Stocks. Stocks remained within this partnership for the rest of his career.

⁴⁰ The History of Architecture, 4th edition of 1901

⁴¹ A professional person who substitutes temporarily for another.

⁴² Walker, J. Dictionary of South African Architects; unpublished research for the HSRC.

The late 1920's and early 1930s are a well-documented and prolific period of Cordeaux, Farrow & Stocks. They were in considerable demand throughout the Eastern Province. While their large buildings made use of classical vocabulary, some of the smaller commercial buildings were of modern design.

In 1928 the firm became known as Farrow & Stocks. In 1935 Farrow was living at 35 King Street, in Southernwood East London. Stocks was living at 9 Athlone Crescent in Selborne, East London.⁴³ Stocks passed away on 17 November 1950. Farrow died on 20 April 1952.⁴⁴ The practice is now styled as Smale & Partners.

⁴³ East London and Frontier Red Book, 1935.

⁴⁴ Walker, J. Dictionary of South African Architects; unpublished research for the HSRC.

6.6 Design and Documentation of the Bhunga Building

The architects met with Mr. M G Apthorp the Treasurer of the TTGC in Umtata on 11 June 1926⁴⁵ and confirmed in a letter a few days later that they were prepared “to undertake the commission in accordance with the scale of charges laid down by the Royal Institute of British Architects at the pre-war rate of 5% on the cost of the buildings.’ They also undertook to forward ‘preliminary sketch designs in the course of a few days.’

On 14 July 1926 the architects duly submitted two alternative Schemes A and B⁴⁶ to Apthorp. They advised that “Scheme A is drawn up in accordance with the accommodation and particulars furnished at our interview. Scheme B is on a similar line, but with somewhat increased accommodation, laid out on a more generous plan and in many respects superior to Scheme A. Scheme A might be erected for the sum mentioned viz £16 000.”

A Municipal Submission blueprint drawing positioned the new building on the corner of Owen and Victoria Streets and only required the two northern most erven.⁴⁷ This option might well have been Scheme A, as the building as constructed did not conform to this siting.

The architects met again with Apthorp on 6 August 1926 arising out of which they were requested to provide some additional information, namely the estimated cost of Scheme “B” and the estimated cost of furnishing the Council Chamber and Galleries. These were provided to Apthorp a few days later, namely £18 250 and £750 respectively.⁴⁸ The total estimate for Scheme ‘B’ including furnishings came to £19 000.

Apthorp must have spoken to the architects a few days later as they duly confirmed the TTGC’s instruction to proceed with Scheme B, and advised that they had commenced with the working drawings and specification.⁴⁹ In mid October 1926, two months after the instruction to proceed with Scheme B, the architects submitted two sets of blue prints of the working drawings to their client.⁵⁰

The TTGC requested various minor amendments to the working drawings and queried whether ‘Grahamstown Tiles’⁵¹ would not be more suitable than corrugated iron as a roof covering.⁵² The architects advised that there would be a considerable extra for such tiles and that the roof was in any event not a great factor in the design.⁵³

⁴⁵ Letter from Cordeaux, Farrow & Stocks to M G Apthorp, dated 16 June 1926.

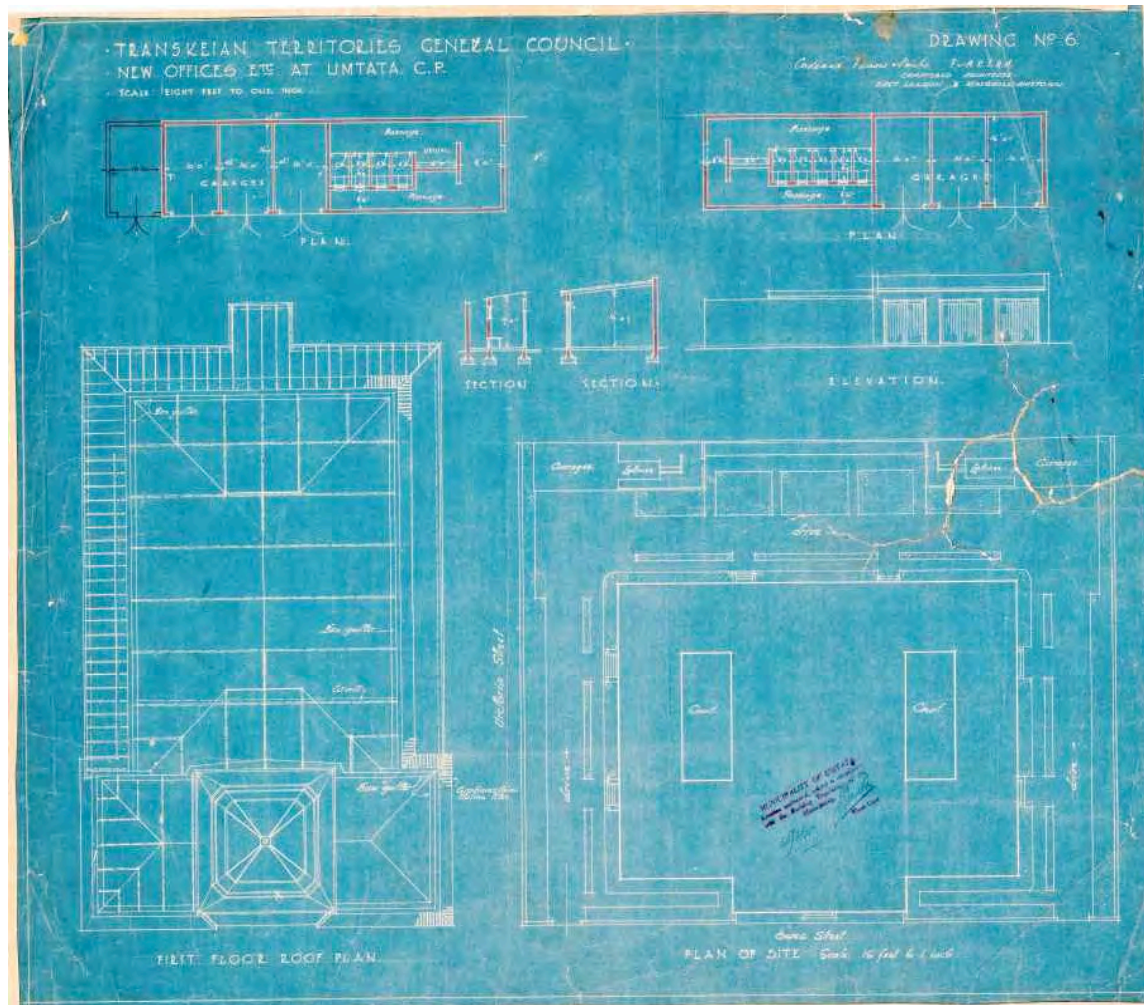
⁴⁶ Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 14 July 1926.

⁴⁷ Drawing No 6: Cordeaux, Farrow & Stocks: First Floor Roof Plan, Site Plan and Outbuildings, Transkeian Territories General Council, Umtata. 1927.

⁴⁸ Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 10 August 1926.

⁴⁹ Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 14 August 1926.

⁵⁰ Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 15 October 1926.



First Floor Roof Plan, Site Plan and Outbuildings, Transkeian Territories General Council, Umtata
 Drawing No 6: Cordeaux, Farrow & Stocks of East London, 1927

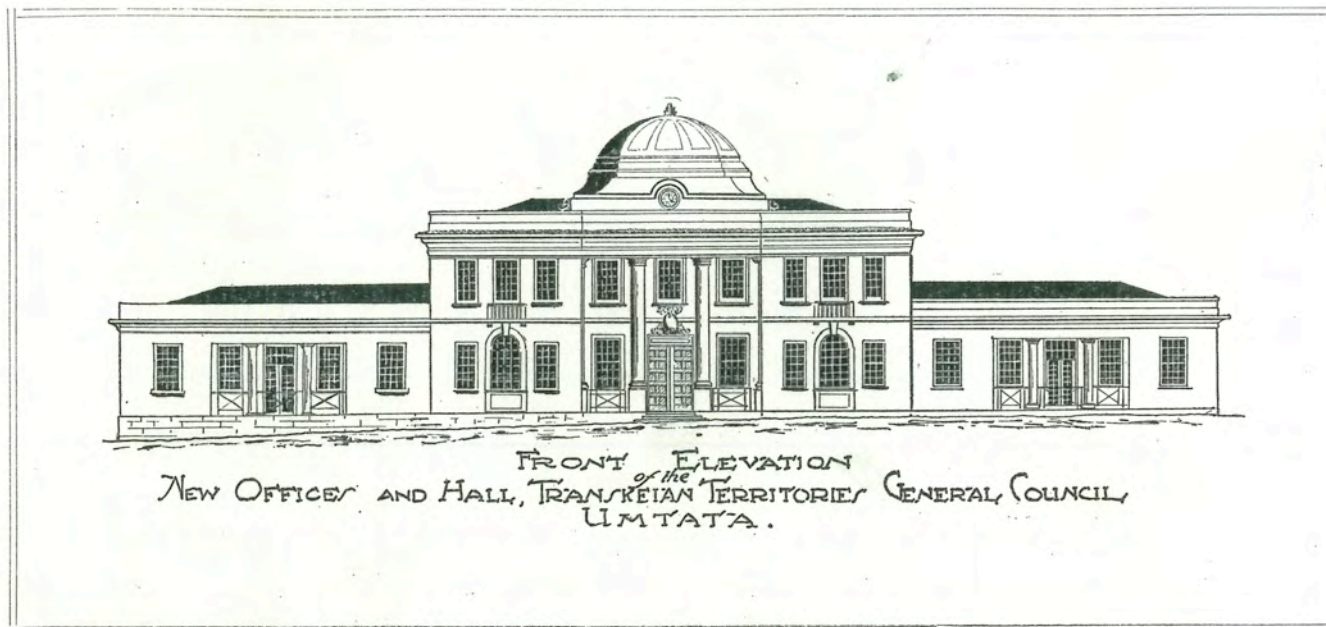
⁵¹ A clay roof tile – possibly a ‘Broseley’ or a ‘Marseilles’.

⁵² Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 27 October 1926.

⁵³ The low sloped hipped roof to the Council Chamber and the two office wings was largely hidden by the use of parapet walls and box gutters. The proposed corrugated iron roof was pursued and this remains in relatively good condition.

The architect's design of the building was completed in a defined neoclassical manner. Both the planning and the external elevational treatment were strongly symmetrical, around the centrally placed main Council Chamber. The Owen Street (West) façade was divided into three main bays, the central double storey bay flanked by a single storey bay on either side, set back from the plane of the central bay. Each of the three bays was articulated by a recessed central space; on the two flanking bays the recessed space formed a covered verandah, on the central bay it formed the substantial entrance portico. This further reinforced the triple module established by the subdivision and modulation of the overall façade.

The north and south elevations were provided with very much broader recesses forming substantial covered verandahs. Both of these verandahs were provided with five rectangular supporting columns, forming a six-module subdivision. Both verandahs were accessible from the internal passages and were used as covered external circulation spaces.



Front Elevation of the New Offices and Hall, Transkeian Territories General Council, Umtata
Cordeaux, Farrow & Stocks, East London, 1927.

Used as Frontispiece of the TTGC Proceedings and Reports of Select Committees at the Session of 1927 - Annual Reports and Accounts for 1926⁵⁴.

⁵⁴ The published proceedings of the Transkeian Territories General Council Session of 1927 circulated to the Councillors included this black and white line elevation drawing of the Front Elevation facing onto Owen Street - prepared as a 'block' for publication by the Daily Dispatch.

The scale and presence of the General Council building was emphasised by the shallow dome (with inset clock) over the centralised double volume entrance portico. The dome had an unusual square plan with each corner truncated to create an octagonal base. The portico on the west facade, with two giant order Doric Columns flanked by an attached Doric pilaster on either side, provided covered access through a large double door into a generous entrance lobby and thence into the Council Chamber. The entrance door was surmounted with a decorative shield – possibly intended to have a painted crest – but this has not been confirmed.

The Entrance Hall directly adjoined a linear ‘Crush Hall’ from which one entered directly into two large Committee Rooms on either side and into the Council Chamber on the axis of the entrance door. A noteworthy feature of this integrated Hall space was the two freestanding Tuscan columns with their trabeated connections on the underside of the ceiling to the attached Tuscan pilasters on the periphery of the space.

The ‘Crush Hall’ also gave direct access into two large U-shaped Lounges; that on the north side for the Magistrates - that on the south side for the Councillors. The unusual planning of the two Lounges was as a consequence of the small recessed verandah that intruded into each of the spaces. Each Lounge was provided with a fireplace on the east side of the room. Each of the lounges had an additional door that opened onto the larger verandahs on the north and south side respectively.

The First Floor level was accessed via two generous, symmetrically placed stairs on either side of the ‘Crush Hall’. These stairs gave access onto the first floor lobby into which space an additional three large Committee Room opened. The first floor lobby also gave access onto two public galleries on the north and south sides of the Council Chamber, each one directly over the flanking courtyard verandahs at Ground Floor. A third gallery space on the east side of the building completed the circulation route around the chamber at First Floor and gave access to a third, narrow service stair down to the offices below.

The two lavatory spaces at Ground Floor level – presumably again separately serving Magistrates and Councillors – were only provided with wash hand basins. Access to the two lavatories was via the covered verandahs flanking the sides of the Council Chamber. However a range of five Earth Closets and an adjacent open air Urinal - presumably again separately serving Magistrates and Councillors - were located in each of the two small symmetrically placed outbuildings on the east side of the site. Each of the two outbuildings also accommodated three single garages.

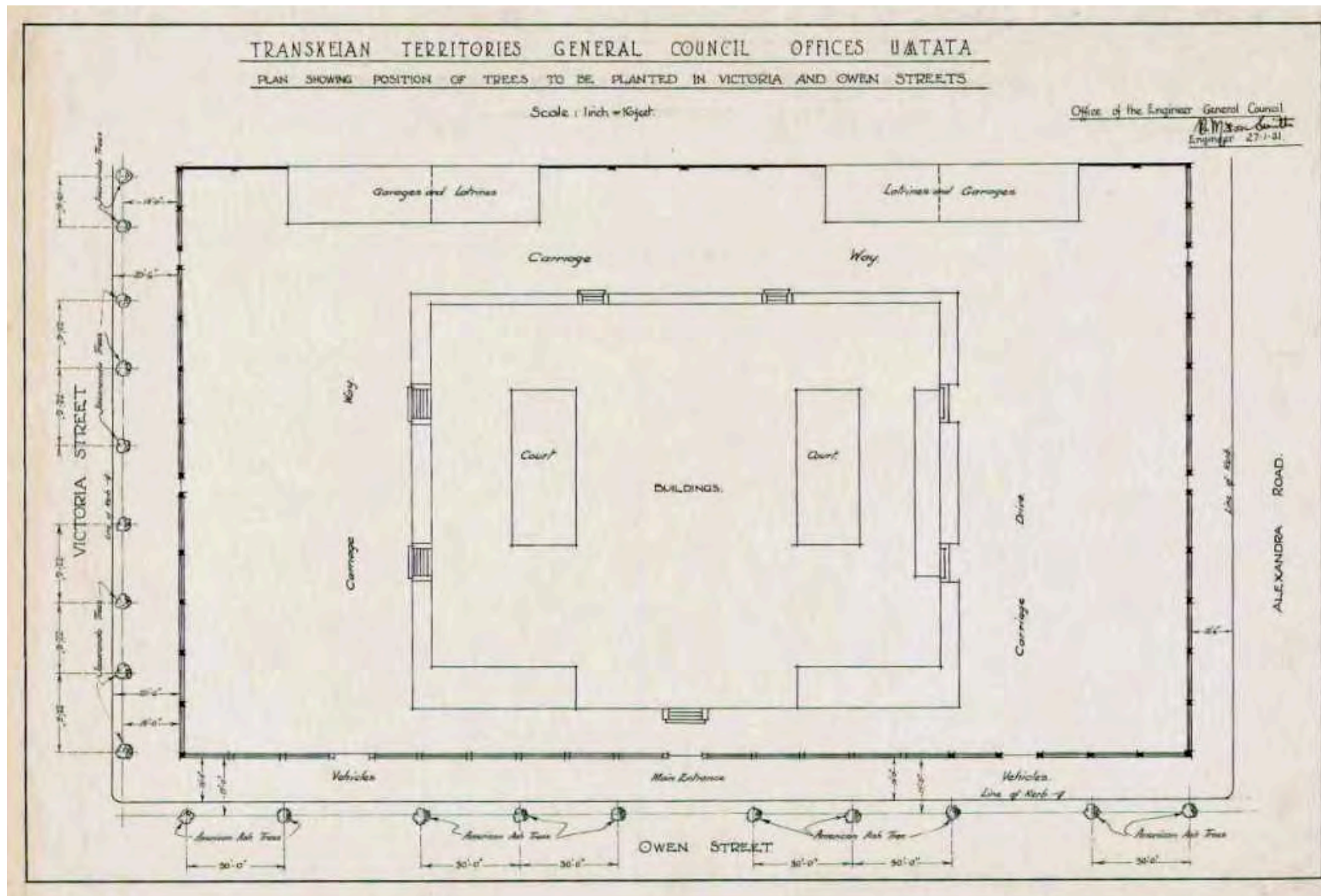
The long axis of the rectangular Council Chamber was oriented east to west and the Chamber was flanked on the north and south sides by a narrow courtyard. Each courtyard was enclosed on three sides by a single storey set of offices arranged in a U-shape around the courtyard. A verandah adjacent to both sides of the Chamber served as a covered external circulation across the length of both courtyards. Originally there was no access from the Council Chamber onto either of the two verandahs, but the original window openings have in the

recent past been replaced with glazed outward opening timber French doors.⁵⁵ Two large rectangular reflecting ponds originally flanked either side of the main entrance as part of the formal landscaping of the grounds.⁵⁶

Vehicular access onto the site was originally from Owen Street, with a separate entrance and exit at the north and south end of the site respectively. A U-shaped 'carriage drive' enabled easy circulation around the rear of the building and provided access to the two sets of garages. A site plan drawing prepared by the Engineering Department of the TTGC in 1931 described the positions of the two outbuildings at the rear of the site and the positions of the two vehicle entrances. The drawing also specified the positions and type of the proposed street trees to be planted on the pavements fronting onto the building on the North and West sides; Jacarandas on Owen Street and American Ash on Victoria Street.

⁵⁵ The French doors are badly made using 'shop fitting' joinery and strange details such as the brass 'kick plates' mounted on the top rails.

⁵⁶ Remnants of the mosaic cladding used in the ponds are still visible on the inner face of the low boundary walls.



Site Plan Showing position of Trees to be planted in Victoria and Owen Street
 Transkeian Territories General Council Offices, Umtata.
 Office of the Engineer, General Council, 27.01.1931

6.7 Appointment of Building Contractor and Preparatory Work on site

The architects advised the TTGC that they considered it adequate to restrict their advertising for prospective contractors in East London, Johannesburg, Cape Town, Durban, Port Elizabeth and Bloemfontein.⁵⁷ On the 1 December 1926, the architects advised that they had inserted advertisements in six different newspapers⁵⁸ inviting prospective tenderers to submit their names by the 14th of December 1926.⁵⁹

To Builders.

Builders wishing to tender for the erection of
**New Council Chamber and Offices at
Umtata for the Transkeian Territories
General Council**

are requested to advise us in writing by mid-day on
TUESDAY, the 14th DECEMBER, 1926.

CORDEAUX, FARROW & STOCKS, F. & A.R.I.B.A.,
Chartered Architects.

East London and King Williamstown,
December, 1926.

6797

Invitation to Prospective Tenderers

Page 3; Daily Dispatch, 2 December 1926

⁵⁷ Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 27 October 1926.

⁵⁸ Daily Dispatch (EL), Eastern Province Herald (PE), The Friend (Bloemfontein), The Cape Times (CT), The Star (Jhb) and The Mercury (Dbn).

⁵⁹ Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 1 December 1926.

A total of fifteen applications were duly received from prospective contractors.⁶⁰ The Bills of Quantities and Specification were finally concluded and on the 8 February 1927, copies were submitted to each of the fifteen contractors, with the advice that the drawings could be inspected at the TTGC offices in Mthatha or at the architects' offices in East London.⁶¹ The tenders were to be submitted on or before noon on 28 February 1927.

The architects provided a list of the tenders received to the TTGC on 1 March 1927 and reported that while the lowest tenderer exceeded the preliminary estimate, he was accustomed to carrying out very large works and was recommended by the architects.⁶² A Contract was duly entered into with the lowest tenderer, Mr. James Thompson of Johannesburg. The Contract was signed on 19 March 1927 with a Contract value of £22 085 and a Contract period of 12 months. The Contract was signed by G A Walsh on behalf of James Thompson, as Walsh was in charge of Thompson's East London branch - and was at that time in East London for the construction of the East London Post Office.⁶³

James Thompson was born in Durban in August 1866. He arrived in Johannesburg in 1887 and commenced contracting on his own account in 1890. He was responsible for the construction of a number of significant buildings including the New Law Courts in Johannesburg, Arcadia (designed by Baker), Northwards for Sir George Albu and the University College at Bloemfontein. In 1923 Mr. Thompson was involved with the construction of a new building for Selborne College in East London and the Standard Bank at Bloemfontein. Thompson also involved himself in civic affairs and served as the Mayor of Johannesburg, the President of the Master Builders and the President of the Caledonian Society.⁶⁴

The Engineering Department of the General Council had involved themselves in the design of the platform on the site prior to the contract being let. The Council's Engineer Mr. E J D Brooks compiled a drawing describing the datum level and the platform levels required for the building platform, and included the overall dimensions of the site.

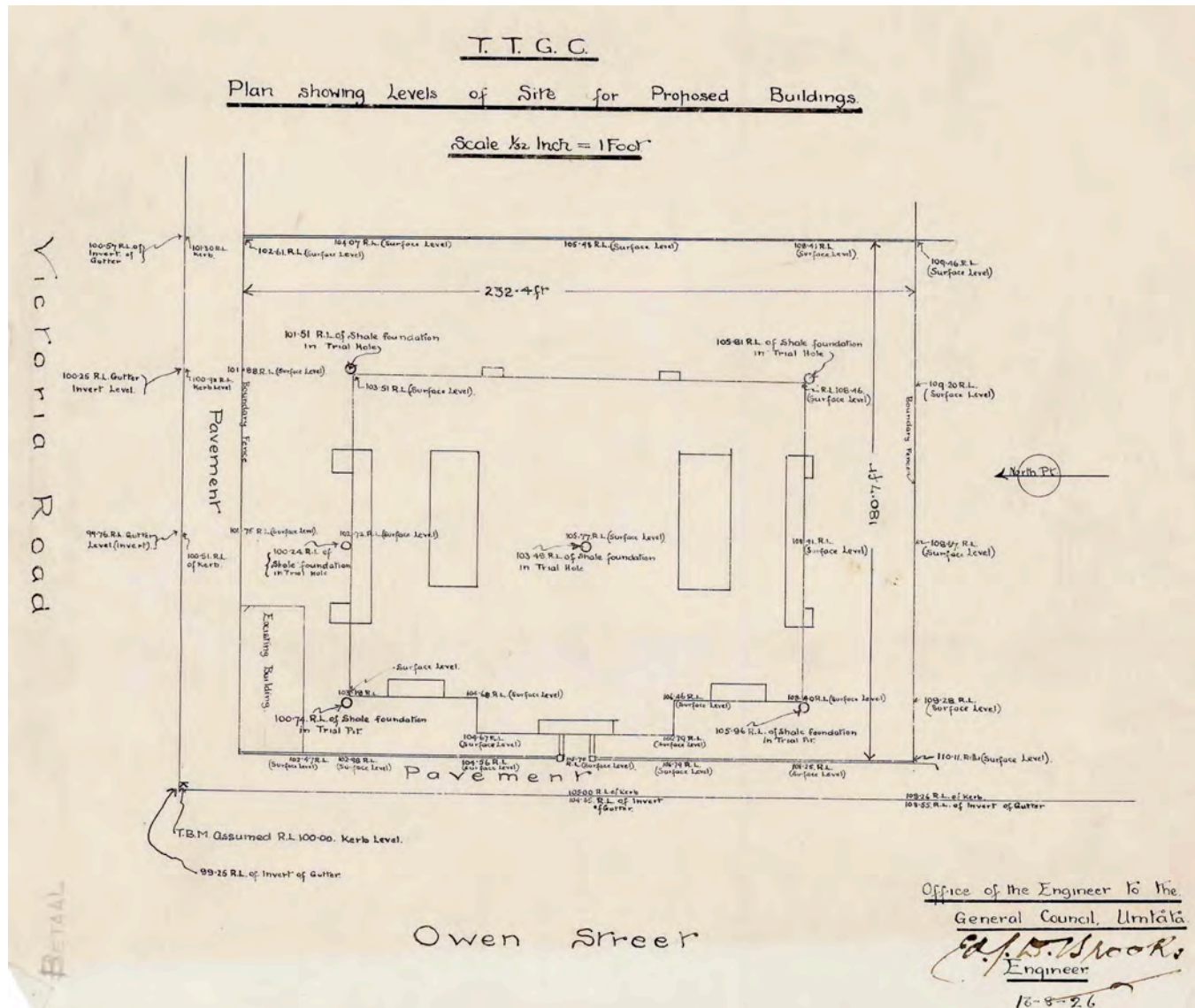
⁶⁰ Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 14 December 1926.

⁶¹ Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 8 February 1927.

⁶² Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 1 March 1927.

⁶³ Letter from Cordeaux, Farrow & Stocks to M G Apthorp dated 19 March 1927.

⁶⁴ Extracted from profile published in *The SA Builder*, February 1923. Thompson died in 1937 and is buried in the Braamfontein cemetery in Johannesburg



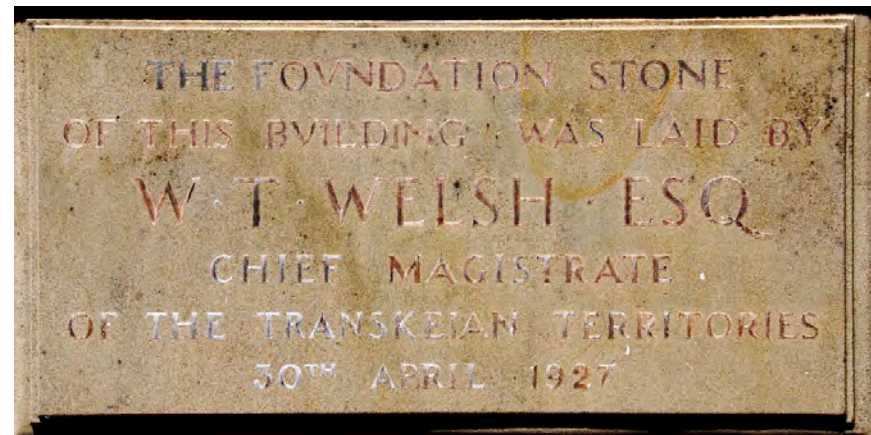
Plan Showing levels of site for Proposed New Building, Transkeian Territories General Council, Umtata.
Office of the Engineer to the General Council, 16.8.1926

6.8 Laying of the Foundation Stone: 1927

During the morning Session of the General Council held on 30 April 1927, the chairman advised those present before adjourning 'that the laying of the foundation stone of the new General Council Chamber would take place at 11am'. The chairman further advised that there 'would be no celebrations and no public invitations had been issued.' He continued that he hoped the Councillors would attend.⁶⁵

A large sandstone Foundation Stone, with moulded surround and finely crafted lettering (inlaid with lead insets) had been prepared by a monumental mason prior to the ceremony – see transcript and photograph below.⁶⁶ The architects presented Welsh with a silver trowel for the stone laying ceremony.⁶⁷

THE FOUNDATION STONE
OF THIS BUILDING WAS LAID BY
W. T. WELSH ESQ
CHIEF MAGISTRATE
OF THE TRANSKEIAN TERRITORIES
30th APRIL 1927



At the stone laying function, Welsh read out a number of telegrams of congratulation to those present, from the South African Prime Minister, General Smuts, Mr A. B. Payn M.L.A., Senator Dr. Roberts, and Mr Gilson, M.L.A.⁶⁸. One of the telegrams read that '*the eyes of South Africa are today turned to Umtata*'. Welsh further expressed a wish that the Council could meet in their new Hall in the following year.⁶⁹

⁶⁵ TTGC Proceedings and Reports of Select Committees at the Session of 1927 - Annual Reports and Accounts for 1926.

⁶⁶ The stone was to be laid on the left hand side of the entrance portico, set into the panel directly beneath a large arched window.

⁶⁷ Transkei Native Council - Daily Dispatch, East London, Monday 2 April 1927.

⁶⁸ Ibid; M.L.A: Member of the Legislative Assembly.

⁶⁹ TTGC Proceedings and Reports of Select Committees at the Session of 1927 - Annual Reports and Accounts for 1926.

While W T Welsh was the only person formally credited on the Foundation Stone, he was in fact assisted by one of the Councillors. A motion of thanks, proposed by Councillor Sopela, at the afternoon session following the stone laying, recorded the Council Members' appreciation of the arrangements made by the chairman at the laying of the Foundation Stone but in addition thanked the Chairman for using a Councillor to assist in the laying of the Foundation Stone. Welsh responded that it had always been his intention to have some form of religious service at the stone laying ceremony but at the risk of offending rival congregants from different churches he had decided against it. Welsh had however noticed a minister, Councillor Jacob Manelle of the Xalanga district was present, and had requested him to perform a religious ceremony. Welsh confirmed that Manelle did this at short notice and in a most dignified manner.⁷⁰

At the Council session on Monday 2nd May 1927 the Chairman again read out the telegram conveying the South African Prime Minister's congratulations and good wishes on the occasion of the laying of the foundation stone.⁷¹

6.9 Progress on Site and Completion: 1928

A year later, Welsh, in his opening address to the General Council on Monday 30 April 1928,⁷² advised the Councillors that the building was not yet complete. While it had been the intention that the new building be ready for the 1928 Session, it would now only be complete in August 1928. The building work was clearly well advanced as Welsh continued that 'It can be seen that the (Bhunga) building will be a credit to Umtata and one of which you can be justly proud.' He recommended to the Councillors that they made a point of inspecting the building to satisfy them that the expenditure involved was justified.

R M Fox Smith, Engineer to the General Council, confirmed in his Annual Report for the Year 1927⁷³ that 'satisfactory progress had been made' by James Thompson and that 'the building is under the supervision of this office.'

In the Annual Report of the Treasurer for the same year, M G Apthorp pointed out that the expenditure incurred on the new Council Building had been transferred from 'Vote VII Section H Etcetera' to 'Vote IV Section D Capital Works' as it was considered that the significant expenditure on this item merited this change. He continued that it would be necessary to make a small provision in the estimates for 1928 - 1929 for the payment of Retention monies that would be due to the contractor as well as for the balance of the architect's fees. This was in the amount of £5 170.

⁷⁰ TTGC Proceedings and Reports of Select Committees at the Session of 1927 - Annual Reports and Accounts for 1926.

⁷¹ Ibid

⁷² TTGC Proceedings and Reports of Select Committees at the Session of 1928 - Annual Reports and Accounts for 1927.

⁷³ Ibid

The TTGC took occupation of the building in September 1928. Their Engineering department was undertaking the laying out of the grounds and good progress had been made.⁷⁴ The Council's Engineer R M Fox Smith however reported that the services of a landscape gardener have been sought to advise on a scheme for the improvement of the grounds surrounding the new building.

The Treasurer, A L Barrett, noted in his Annual Report for 1928 that the total cost of the building, including site and furniture, would be nearly £30 000. He pointed out that while this expenditure might be considered excessive, no less than £25 000 of this amount had accumulated since 1905 from the timely manipulation of floating balances of the Council, such balances being placed on fixed deposits.⁷⁵ Thus he continued 'it is not inappropriate to view this handsome pile of buildings as a monument to the admirable financial administration of the Council in its most formative years. It is indeed a fine tribute to the financial methods of the Council that these inspiring precincts have been brought into being without any burden of debt.'

6.10 Opening Ceremony: 8 April 1929

The new building of the Transkeian Territories General Council was formally opened at 10am on Monday 8 April 1929 in the presence a large and representative gathering. His Lordship the Bishop of St John's, the Right Rev Dr. Etheridge, conducted the religious portion of the ceremony. The Chief Magistrate, W T Welsh then called upon the Hon Walter Stanford KBE CB CMG to open the building. Following a lengthy speech by Stanford, which included a short history of the General and District Council systems, the Chief Magistrate presented a silver key, appropriately inscribed to Sir Walter Stanford, who then unlocked the main door of the building. Those present then proceeded to inspect the building.⁷⁶

In the opening address by the Chairman to the Council Session of 1929 (held from 8 April to 22 April 1929) he noted that the outstanding event of the year had been the completion and opening of the TTGC Building. He recorded the Council's thanks and appreciation to the architects and builders for the excellent services rendered by them. He stated that "Architecturally this Assembly Hall is characterized by dignity and restraint".

The chairman then invited all the Councillors to a dinner arranged for them at 6h30 that evening in the old hall and hoped that they would have a pleasant evening.⁷⁷ Dignitaries that were present at the dinner included the Paramount Chief of the Zulus, the Paramount Chief of Tembuland and the Paramount Chief of Western Pondoland.

⁷⁴ TTGC Proceedings and Reports of Select Committees at the Session of 1929 - Annual Reports and Accounts for 1928.

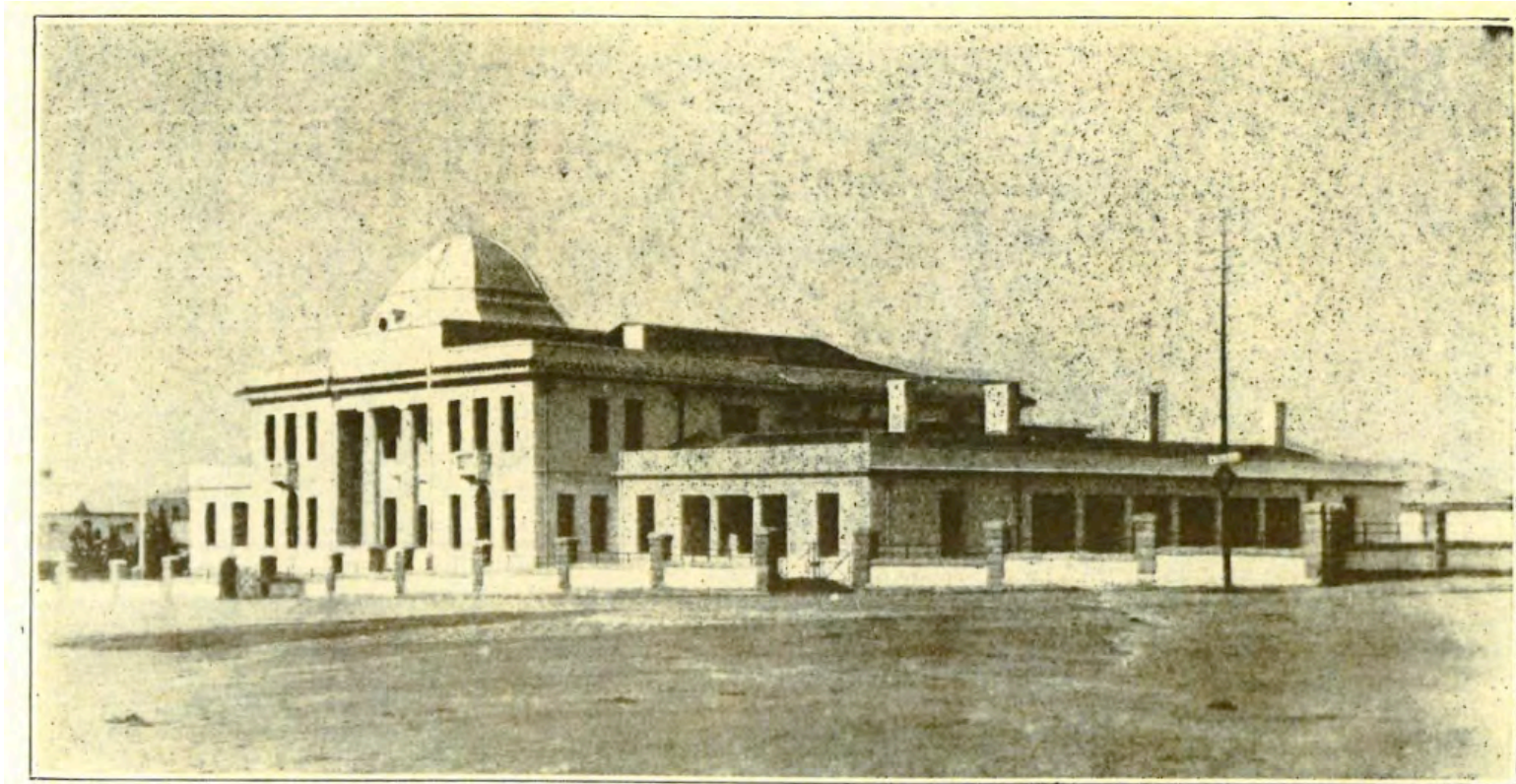
⁷⁵ Ibid

⁷⁶ TTGC Proceedings and Reports of Select Committees at the Session of 1929 - Annual Reports and Accounts for 1928.

⁷⁷ Ibid

Councilor E Qamata, at the session held on Tuesday 9 April 1929 proposed a motion thanking the Chairman for the arrangements, the hospitality and the entertainment of the Councillors at the commemorative dinner and he ended his contribution by saying;

'Ungandinwa Nangamso'⁷⁸

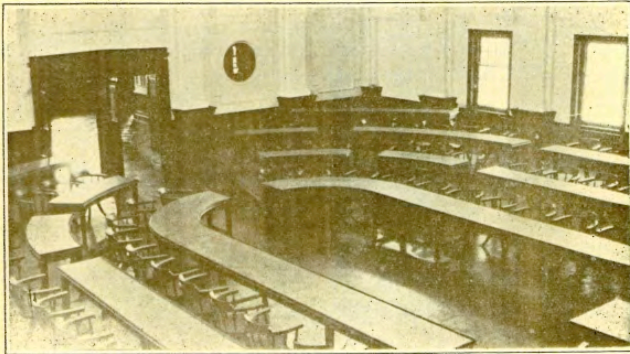


Transkeian Territories General Council Chamber and Offices, Umtata.

Oblique view of newly completed Bhunga building from Alexandra Road, circa February 1929
Photograph appeared in TTGC Proceedings and Reports of Select Committees at the Session of 1929 - Annual Reports and Accounts for 1928

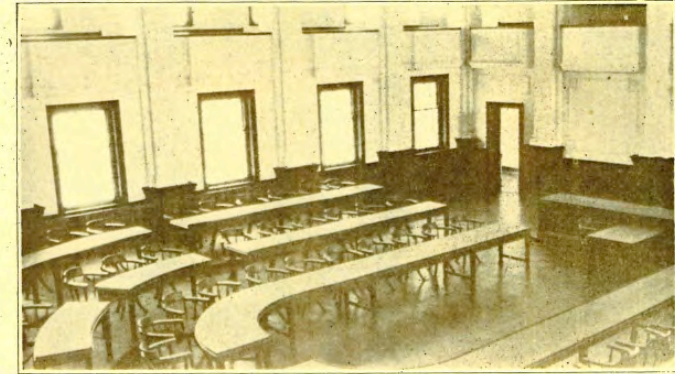
⁷⁸ Loosely translated from Xhosa this would mean 'Thanks do it again; don't get tired' or perhaps 'Encore'.

INTERIOR OF GENERAL COUNCIL HALL, UMTATA.

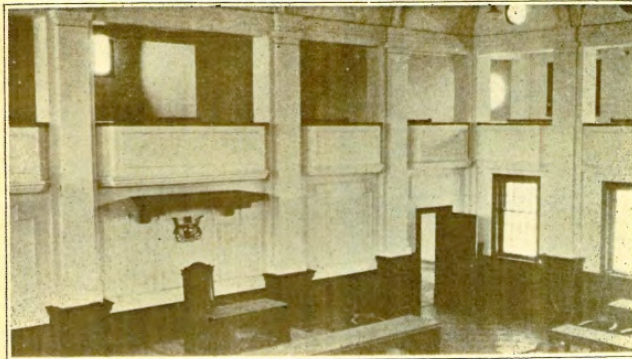


View towards exit, showing seating arrangement

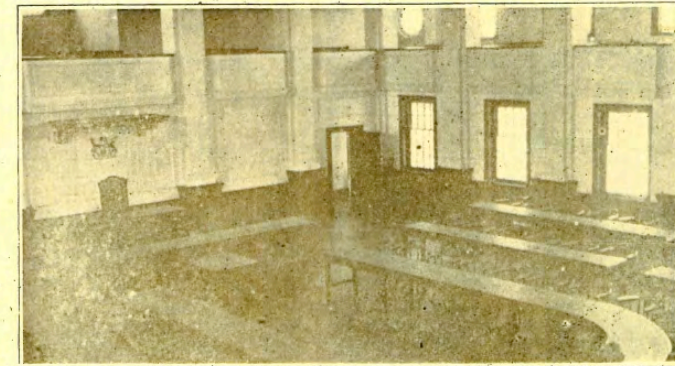
INTERIOR OF GENERAL COUNCIL HALL, UMTATA



Portion of Side of Hall



A corner of the Hall, showing Visitors' Bays



View towards Chairman's Seat

Interior of the Bhunga Building shortly after completion in 1928

Photographs appeared in TTGC Proceedings and Reports of Select Committees at the Session of 1929 - Annual Reports and Accounts for 1928

6.11 The United Transkeian Territories General Council: 1931.

A group photograph⁷⁹ taken on the steps of the north verandah of the Bhunga Building, records the names of all Council Members present at the First Session of the UTTGC held in 1931. The Magistrates and Council officials occupied the bottom two rows, with the Councillors occupying the five rows behind them. The full list of names has been transcribed below as this provides a useful 'snapshot' of the composition of the General Council at this point in its history.

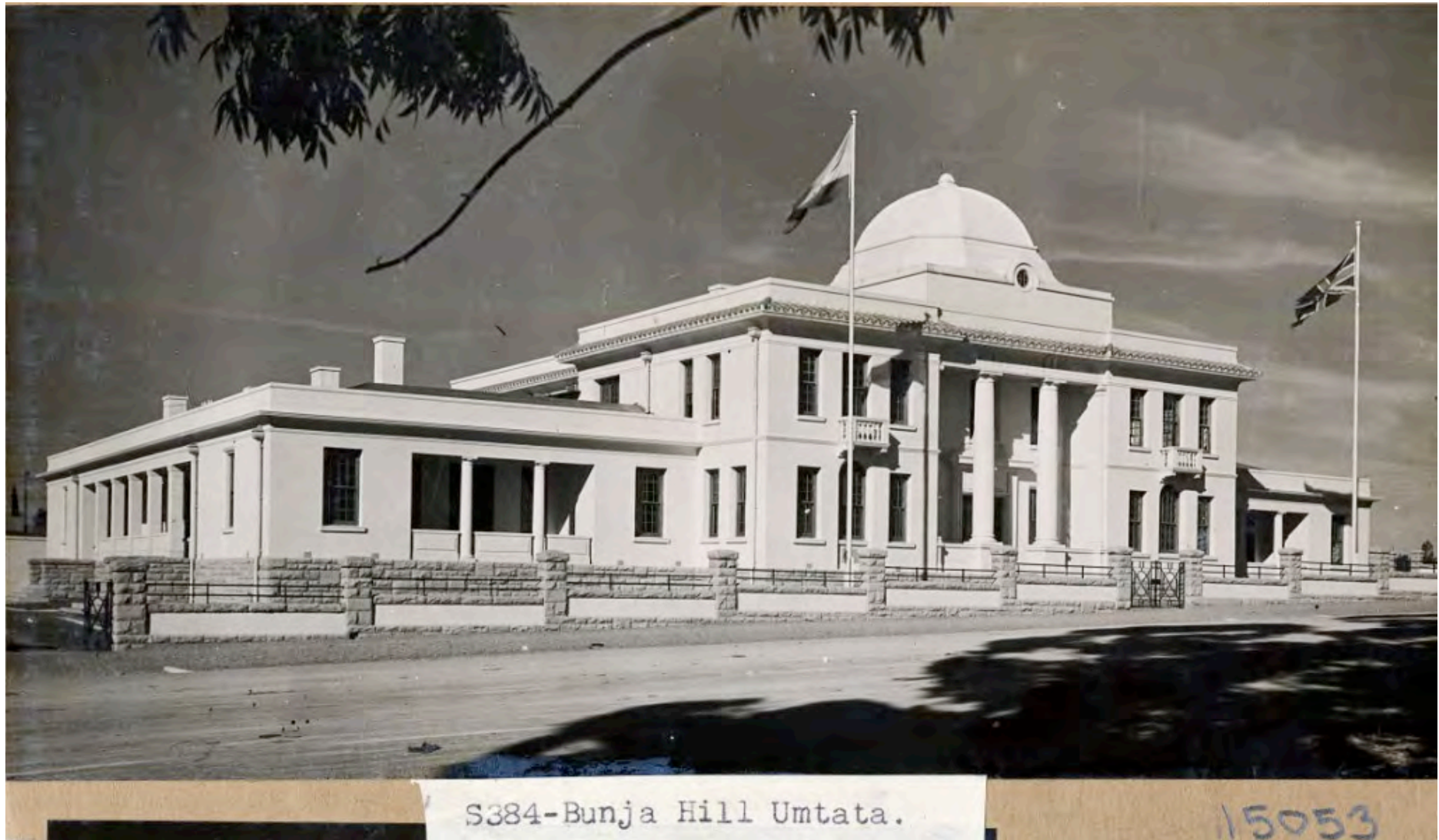
- Front Row: V. M. de Villiers, E. F. Godfrey, L. Shepstone, E. W. Wilkins, W. R. Boart⁸⁰, E. W. Lowe, W. H. P. Freemantle, F.J. Kockott, F. C. Pinkerton, J. W. D. Hughes, J. T. Kenyon, R. M. Fox Smith, C. Morgan.
- Second Row: E. F. Owen, R. Welsh, F. E. G. Munscheid, E. W. Bowen, H. E. F. White, R. J. McLeod, E. G. Lonsdale, R. D. H. Barry (Assistant Chief Magistrate), W. T. Welsh (Chief Magistrate), O. M. Blakeway, R. H. Wilson, B. Whitfield, F. N. Doran, W. F. C. Trollip, H. B. Garner, R. Fyfe King, C. Ross Norton, H. M. Nourse.
- Third Row: D. Bulube, M. Sikutshwa, F. Soxujwa, H. Makamba, F. U. Soga, S. Lehana, S. S. Matoti, N. Sigcau, D. Dalindyebo, Mswakeli Sigcau, V. Poto, Z. Mtirara, J. Moshesh, C. K. Sakwe, E. Mda, M. Mda, J. Nodada.
- Fourth Row: B. Mbizweni, Mbizweni Jogo, W. Makaula, W. Jozana, T. Ntintili, T. Dumalisile, M. Nyangiwe, E. J. Mayeza, W. D. Cingo, R. Vimbindlela, R. Duze, M. Kona, M. M. Balfour, G. Sirabu, W. W. Dana, D. Bewana.
- Fifth Row: J. Laqa, S. Mdongolo, S Zulu, P. Tshangana, S. Majeke, A. Nomvete, P. Mdingi, P. T. Xabanisa, P. Qosho, E. Qamata, W. P. Mlandu, G. Jico, E. Bam
- Sixth Row: J. Renqe, N. Makaula, J. Xakekile, D. Sikutshwa, A. Ludidi, N. Bokleni, Y. Mayosi, D. S. Dlela, N. Gwebindlala, D Tyelinzima, P. Lusaseni, J. Qongqo, M. Baleni, L. Ludidi, N. Zibo, T. W. Poway, J. J. Xaba
- Seventh Row: P. Lavish, G. Nkangala, W. Hlamvana, E. Pinyane, S. Mato, M. Njoti, A. Ngudle, D. Mbube, R. Mabija, L. Bam, T. Mangala, B. Sigidi, S. Bacela, M. Mgudlwa, W. Gcanga, B. Mgudlwa, B. Holomisa, I. Butuma.

⁷⁹ The framed photograph, taken by the photographer H E Smale, hangs in the Cultural History room of the Mthatha Museum, Mthatha.

⁸⁰ This particular surname - on the text included within the mounting of the original photograph - is indistinct. The spelling of this surname might therefore not be correct.



Group photograph taken at the First Session of The United Transkeian Territories General Council, 1931.
Mthatha Museum Photograph Collection, H. E. Smale - Photographer, No catalogue number.



S 384 - Bunja Hill (i.e. Bunga Hall), Umtata, Oblique view of façade (from Northwest), c 1931.
Visual Collection, National Library of South Africa, Cape Town Campus. Album 17 (15053) Cape Times
Both the Union Jack and the Flag of the Union of South Africa were flown outside the Bhunga building.



**GENERAL COUNCIL CHAMBER AND OFFICES OF UNITED TRANSKEIAN TERRITORIES GENERAL
COUNCIL, UMTATA, C.P.**

Photo : *Cape Times.*

Architects : Farrow and Stocks, F./A.R.I.B.A., M./M.C.Q.S., M./M.I.A.

General Council Chamber and Offices, Umtata, CP (Cape Province).

The South African Architect, Volume 1, Number 8, November 1939. Illustration appearing on pg 284. Photographer: Cape Times

6.12 Alterations and Additions: 1934

The first major addition and alteration to the TTGC building took place in May 1934, clearly to accommodate the larger staff complement arising out of the amalgamation the Transkeian Territories General Council and the Pondoland General Council into one, namely the United Transkeian Territories General Council.

The work comprised a substantial extension to the east side of the building creating a covered drive way at Ground Floor and a large set of offices at First Floor to accommodate the Engineering Department. The First Floor level was supported on a series of free standing rectangular plastered columns and the First Floor level matched the existing First Floor level on the West side of the Building.



North Elevation of the Bhunga Building showing the proposed first floor extension on the left hand side.
Office of the Engineer, UTTGC, Umtata, Extract from Sheet 2 of 2, Cape Archives M3/4046

One of the two ground floor entrances on the East side of the building i.e. that in line with the verandah on the north side of the Council Chamber was closed and the short flight of external stairs and double door with arched fanlight removed. The passage space, the narrow room alongside it and two small offices were consolidated into two large offices; one for a Clerk, the other for Records. The small space beneath the existing staircase was converted for the installation of an 'Oxydol' fitting⁸¹ and a wash hand basin. A minor change was also made in the southeast quadrant of the building where a passage was created to provide a separate access to three rooms, rather than the enfiladed⁸² access that had existed till then. This change created a Chairman's Retiring Room and two separate Offices for the Agriculture Department.

The triangular ventilator was reinstated to the east as part of the extended hipped roof over the new First Floor portion. The moulded parapet with clay tile capping was also extended around the perimeter of the new extension. The submission drawing indicated that the parapet was concrete and it is likely that the deeply coved cornice was cast in situ. The extension served to symmetrise the south and north elevations by the creation of a matching bay to the east of the Council Chamber. A note on the drawing advised that the doors and windows were to be purpose made to match the existing.

The submission drawings⁸³ for this work were directly based on the original working drawings prepared by Cordeaux, Farrow and Stocks, although in this case it appears that no architect was involved. The submission drawing was signed by the TTGC's Engineer, Rhodes MacPherson Fox Smith and was drawn by his deputy Robert Munro Cameron Skinner. The design and details closely matched those used in the original building. Both submission drawings were stamped and signed by G Gale, the Town Clerk of Umtata on behalf of the Municipality. The erection of the proposed additions and alterations was authorized subject to compliance with the Building Regulations of the Municipality.

Fox Smith was born on 28 April 1897 and received his general education at the Grey Institute High School in Port Elizabeth. He received his tertiary education in Engineering at Rhodes University College, the SA College and the University of Cape Town where he graduated with distinction.⁸⁴ The Transkeian Territories General Council and the Pondoland General Council employed him in 1919 where he served as a Junior Assistant Engineer for a period of six months and as Chief Assistant Engineer for six years. During this time he was involved in the design and construction of road bridges, buildings, water schemes, surveying and the supervision of road building in mountainous countryside. The area over which his work was spread covered an area of 16 000 square miles⁸⁵.

⁸¹ Presumably the Oxydol was a type of toilet with sanitizer – most likely for the Chairman of Council - but neither point has been confirmed.

⁸² "Enfiladed" describes a linear arrangement of a series of interior doors to a suite of rooms to provide a vista when the doors are open.

⁸³ Diazo prints of the two municipal submission drawings are housed at the Cape Archives Depot M3/4046 and M3/4047.

⁸⁴ Institution of Civil Engineers, London: Candidates Circular for R M Fox Smith

⁸⁵ The equivalent of about 41 500 square kilometres.

Fox Smith was elected as an Associate Member of the Institution of Civil Engineers (ICE) in London on 13 April 1926. Eight years later Smith gave his address to the ICE as P.O. Box 33, Umtata, Tembuland, South Africa. In the late 1950's Fox Smith had moved to King Williams Town and by 1969 he was no longer on the ICE Roll.

Skinner was born on 27 July 1900, and received his High School education in Glasgow. Following Military Service in the last year of First World War, Skinner was employed for three years as an assistant Quantity Surveyor in Glasgow. He relocated to Johannesburg in 1922 where he was employed by the well-known shop fitting company, Frederick Sage, preparing architectural drawings, estimates and specifications. From 1924 to 1927 African Explosives and (Chemical) Industries employed him during their extension of their Fertilizer factory in Natal. From 1927 he served his three years Practical Training with the Engineering Department of the TTGC under R M Fox Smith and from April 1930 he was appointed as Chief Assistant Engineer.

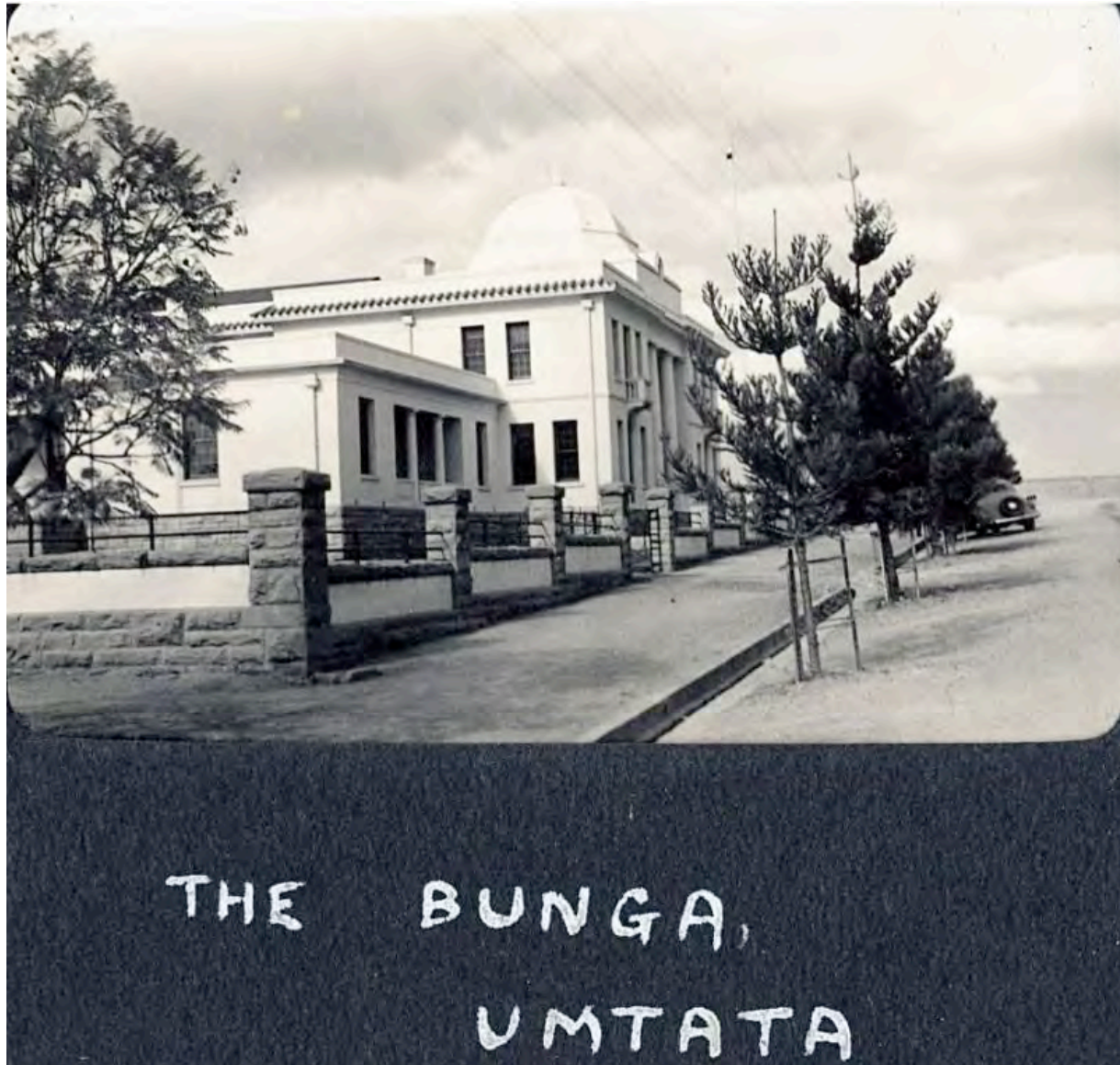
Skinner was elected an Associate Member of the ICE on 7 February 1933.⁸⁶ The following year he gave his address as the Engineer's Department, General Council, Umtata, Transkei. He then relocated to Pretoria, then King Williams Town and finally Pietermaritzburg. By 1965 he was no longer on the ICE Roll.

⁸⁶ Institution of Civil Engineers, London: Candidates Circular for R M C Skinner



The opening ceremony for the 1934 Session of the United Transkeian Territories General Council
Mthatha Museum Photograph Collection, No catalogue number.

The hipped roof to the addition at First Floor is visible in the top left hand corner of the photograph. The vehicle entrance onto the site is visible on the left hand side. Note the mounted horsemen parading opposite the portico.



The Bunga, Umtata, Oblique view of façade (from Northwest), 1939.

Visual Collection, National Library of South Africa, Cape Town Campus. Album 169 (19675) M Godlonton

Note the Norfolk pines planted on the road margin

6.13 Visit of the Governor-General of the Union of South Africa: c 1947

The Right Hon. Gideon Brand van Zyl, the Governor-General of the Union of South Africa, visited Umtata circa 1947 and was hosted at a function held at the Bhunga building. Van Zyl was the first South African born holder of this office and served from 1945 until 1950.⁸⁷ A temporary podium with large umbrella was erected adjacent to the north verandah leading off the Magistrates' Lounge. Buntings were hung from the building parapet and dome, and the whole assembly appears to have had a festive air.



Visit of His Excellency the Governor-General to Umtata, August 1947⁸⁸
Mthatha Archives Photograph Collection, No catalogue number.

⁸⁷ Dictionary of South African Biography, Volume IV

⁸⁸ No contemporary newspaper report of this occasion could be located in the month of August 1947, and the date stated is probably questionable.



The General Council Building At Umtata; View from Northwest, 1947; Photographed by Larrabee, Constance Stuart⁸⁹, 1914 - 2000
Smithsonian Institution, National Museum of African Art, Eliot Elisofon Photographic Archive, EEPA_1998_061357 General Council Building

⁸⁹ Constance Stuart Larrabee, the well known photographer, was visiting the Transkei to research the housing problems facing South Africa, when she photographed the Bhunga Building



The General Council Building at Umtata; West Elevation onto Owen Street, 1947. Photographed by Larrabee, C S, 1914 - 2000.
Smithsonian Institution, National Museum of African Art, Eliot Elisofon Photographic Archive, EEPA_1998_061358 General Council Building

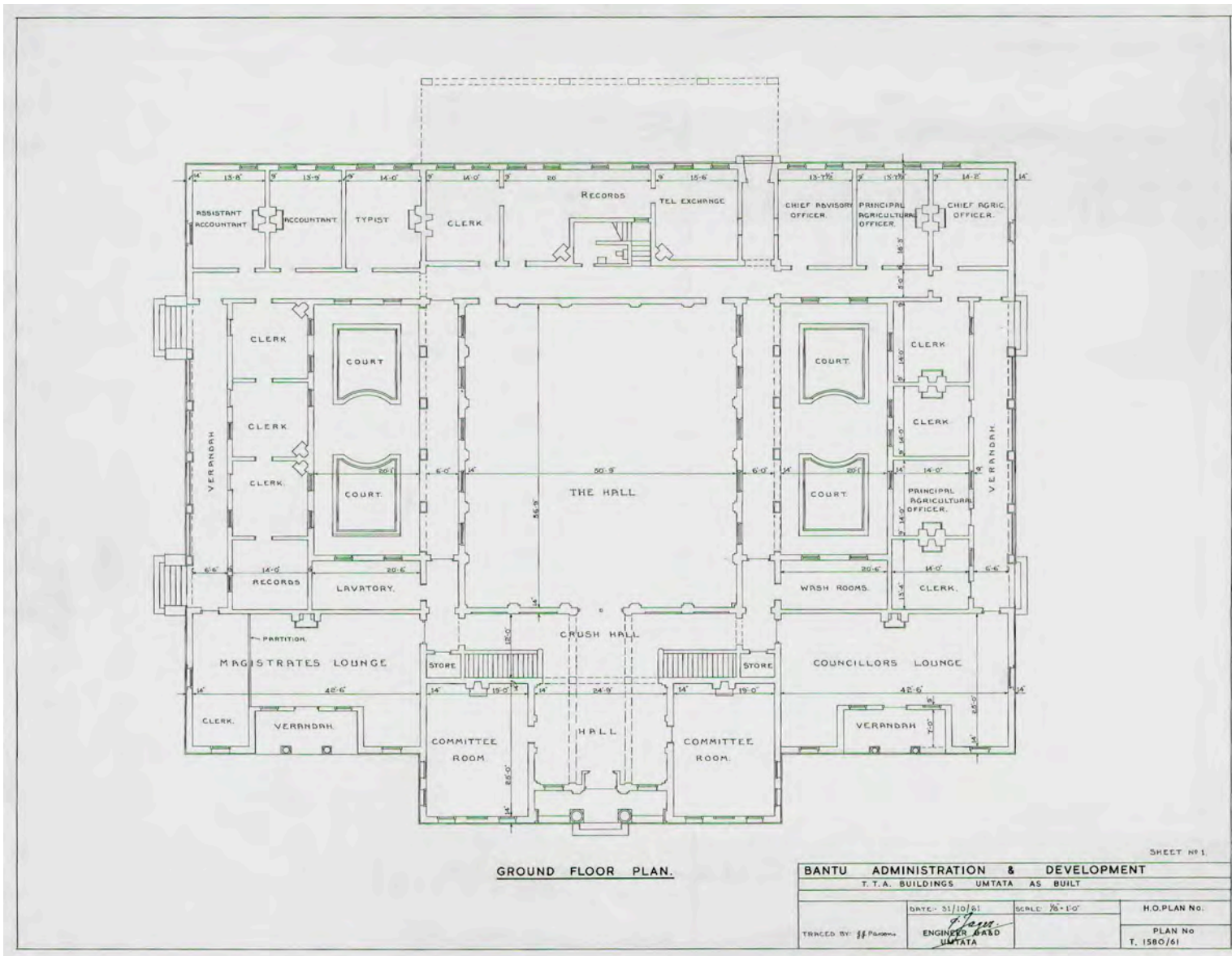


Session of the General Council in 1948 in the Council Chamber of the Bhunga Building. Photo taken looking towards the Chairman's podium
Mthatha Archives Photograph Collection, No catalogue number.

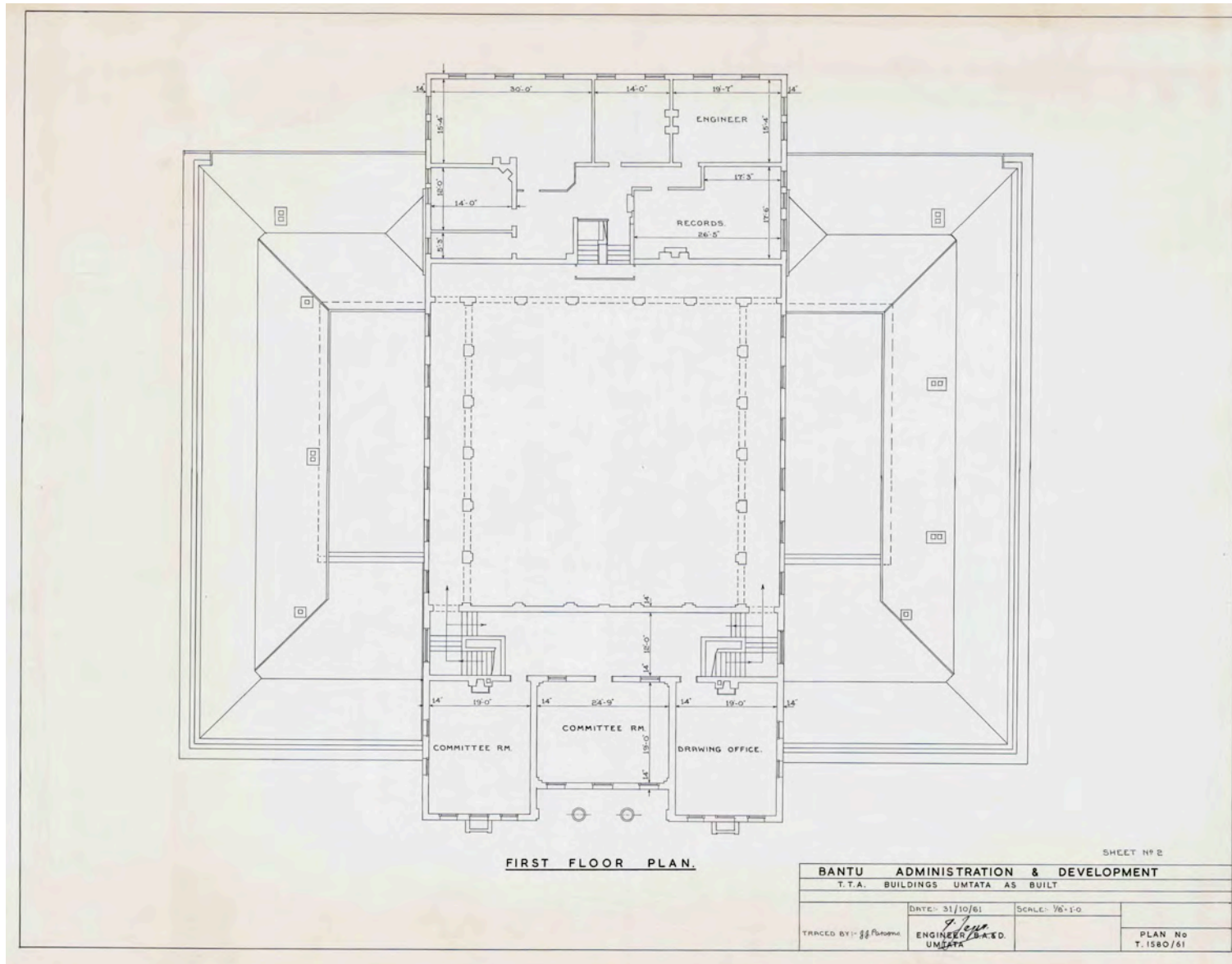
6.14 Transkeian Territorial Authority: 1956

Subsequent to the dissolution of the UTTGC, the Bhunga Building accommodated the Transkeian Territorial Authority.

The as-built drawings prepared in 1961 for the Transkeian Territories Administration, prior to Transkei obtaining independence; provides a clear picture of the building and the range of accommodation it provided, following the major additions and alterations carried out in 1934.



As-Built Ground Floor Plan, Transkeian Territories Administration Building, 1961, Umtata Bantu (sic) Administration and Development, Department of Public Works Drawing Archive, Mthatha.



As-Built First Floor Plan, Transkeian Territories Administration Building, 1961, Umtata
Bantu (sic) Administration and Development, Department of Public Works Drawing Archive, Mthatha.

6.15 Self Government of the Transkei in 1961: Major extension for Transkei Legislative Assembly

The second major extension to the building took place after the granting of self-government to the Transkei in 1961 at the request of The Territorial Authority under the chairmanship of Chief Kaiser Matanzima. The request was given legal effect in terms of the Transkei Constitution Act, No 48 of 1963, passed by the South African Parliament.⁹⁰

On 20 November 1963 the voters in the Transkei elected their own representatives to the Transkei Legislative Assembly (TLA), which replaced the Transkeian Territorial Authority. The TLA was a mixture of the traditional system and modern democracy and was premised on the basis of the South African government's policy of 'separate development'. Provision was made for a total of 75 chiefs and paramount chiefs together with 75 elected members. The term of office of the TLA was limited to five years.⁹¹

The ceremony to open the Transkei Legislative Assembly was scheduled to commence at 10H00 on 11 December 1963.⁹² An hour before hand, a crowd of more than 1 000 people had gathered in front of the building. Uniformed policemen flanked the entrance steps and the 34 strong Police band from Orlando had set up to one side. Two imbongi's⁹³ praised Matanzima's achievements with traditional hyperbole and the crowd greeted this chanting with repeated cries of "Ah Daliwonga."

On arrival, Chief Matanzima stood at the top of the entrance steps, together with by Mr. M. D. C de Wet Nel, a member of the South African Parliament and the Minister of Bantu (sic) Administration and Development and Mr. J H Abraham, the Commissioner-General of the Xhosa National Unit. The police band then played "Die Stem" and "Nkosi Sikele Afrika" the national anthem of the Transkei. The police and military officers present saluted the playing of the anthems.

Before moving into the Chamber, the official procession lined up behind the mace-bearing Sergeant-at-Arms, Mr. S Mkatini (in black uniform with red waistband and ruffled white lace cravat) and the Chairman, Mr. N J Busakwe (wearing purple-faced robes with leopard skin trimming). The procession entered the Chamber to a fanfare of trumpets.

The five Members of the Transkei Cabinet were all present at the opening ceremony, namely: Chief Jeremiah Moshesh (Minister of Interior); Mr. George M. M. Matanzima (Minister of Justice); Mr. Bennet B. Mdledle (Minister of Education); Mr. Matanda S. Mvusi (Minister of Roads and Public Works); and Mr. Columbus Madikizela (Minister of Agriculture and Forestry);

⁹⁰ The New Transkei, 1976

⁹¹ Ibid

⁹² The Daily Dispatch, 12 December 1963

⁹³ Traditional praise singer to Chief Matanzima. One of the praise singers was a Mr. Kumalo, acting in this capacity since 1949.

Some of the Transkeian Paramount Chiefs attended the ceremony, notably Victor Poto of Western Pondoland; Sabata Dalinyebo of Tembuland; Botha Sigcau of Pondoland and Zwelidumile Sigcau of Gcalekaland. The only women member of the House, Miss Lilian Twetwa of Emboland, was also present.

The number of representatives of Traditional Tribal Authorities⁹⁴, elsewhere in South Africa also attended the ceremony: Chief T.T. Pilane: Chairman of the Tswana TTA; Chief Patrick Mphephu: Chairman of the Venda TTA; Chief Mhinga: Chairman of the Tsonga TTA. Cyprian Bekuzulu, the Paramount Chief of the Zulus and Chief Bethoen II: Paramount Chief of Bechuanaland also attended.; Mr. M. C. Botha: Chairman of the Native (sic) Affairs Commission and Mr. C. B. Young: Secretary for Bantu (sic) Administration and Development represented their respective Departments.

Other significant guests at the ceremony included Mr. Horace Byrne, The American Consul; Mr. J Esherwood, British Consul; Mr. Vic Leibrandt, former Chief Magistrate of the Transkei; Mr. T Gray Hughes, M.P. for the Transkeian Territories and Dr. Khotso Sethuntse, reputed millionaire herbalist from Kokstad.

The Chairman of the House formally swore in the Chief Minister and the five members of the Cabinet. The Chief Minister took the following oath:

“I do hereby swear to hold my office as Minister of the Transkei cabinet with honour and dignity; to respect and uphold the Constitution of the Transkei and all other laws in the Transkei; to be true and faithful; not to divulge directly or indirectly any matters brought before the cabinet which are entrusted to me under secrecy and to perform the duties of my office conscientiously and to the best of my ability, and I undertake before God, to honour this oath. So help me God.”

The five Cabinet Ministers then took a similar oath, before de Wet Nel gave a 70-minute speech in English and Afrikaans - translated at suitable intervals into Xhosa.⁹⁵

Mr. Grünbauer of Protea Film Productions filmed the whole ceremony for the Department of Information in Pretoria (see Point 6.16 below).

⁹⁴ It has been assumed that the acronym TTA was derived from Traditional Tribal Authority

⁹⁵ The Daily Dispatch, 12 December 1963

A commemorative bronze plaque⁹⁶ recording the extensions to the Bhunga Building to accommodate the Legislative Assembly was worded in Xhosa, English and Afrikaans.



Cast bronze commemorative plaque, unveiled on 11 December 1963.

A transcription of the English wording of the Commemorative plaque is provided for easy reference below:

COMMEMORATIVE PLAQUE UNVEILED BY DR. THE HONOURABLE M. D. C. DE WET NEL, M.P.
MINISTER OF BANTU ADMINISTRATION AND DEVELOPMENT ON THE 11TH DECEMBER, 1963
TO COMMEMORATE THE EXTENSION OF THIS BUILDING ON THE OCCASION OF THE
GRANTING OF SELF GOVERNMENT TO THE TRANSKEI.
ARCHITECT KARL JOOSTE CONTRACTOR G. VINCENT & CO

⁹⁶ The plaque was installed on the right hand side of the entrance portico, set into the panel directly beneath a large arched window.

The architect for the extensions was Karl Johannes Jooste⁹⁷ of Pretoria. Jooste was born on 16 October 1925. At the age of 38 he was presumably already well connected to the then SA Government administration, to have obtained this commission in Mthatha. Jooste passed away eight years after the completion of the Bhunga extensions, on 12 February 1971, at the relatively young age of 46 years, predeceasing his parents and his wife. His residential address at that time was 109 Johan Rissik St, in Waterloo Ridge, Pretoria.⁹⁸

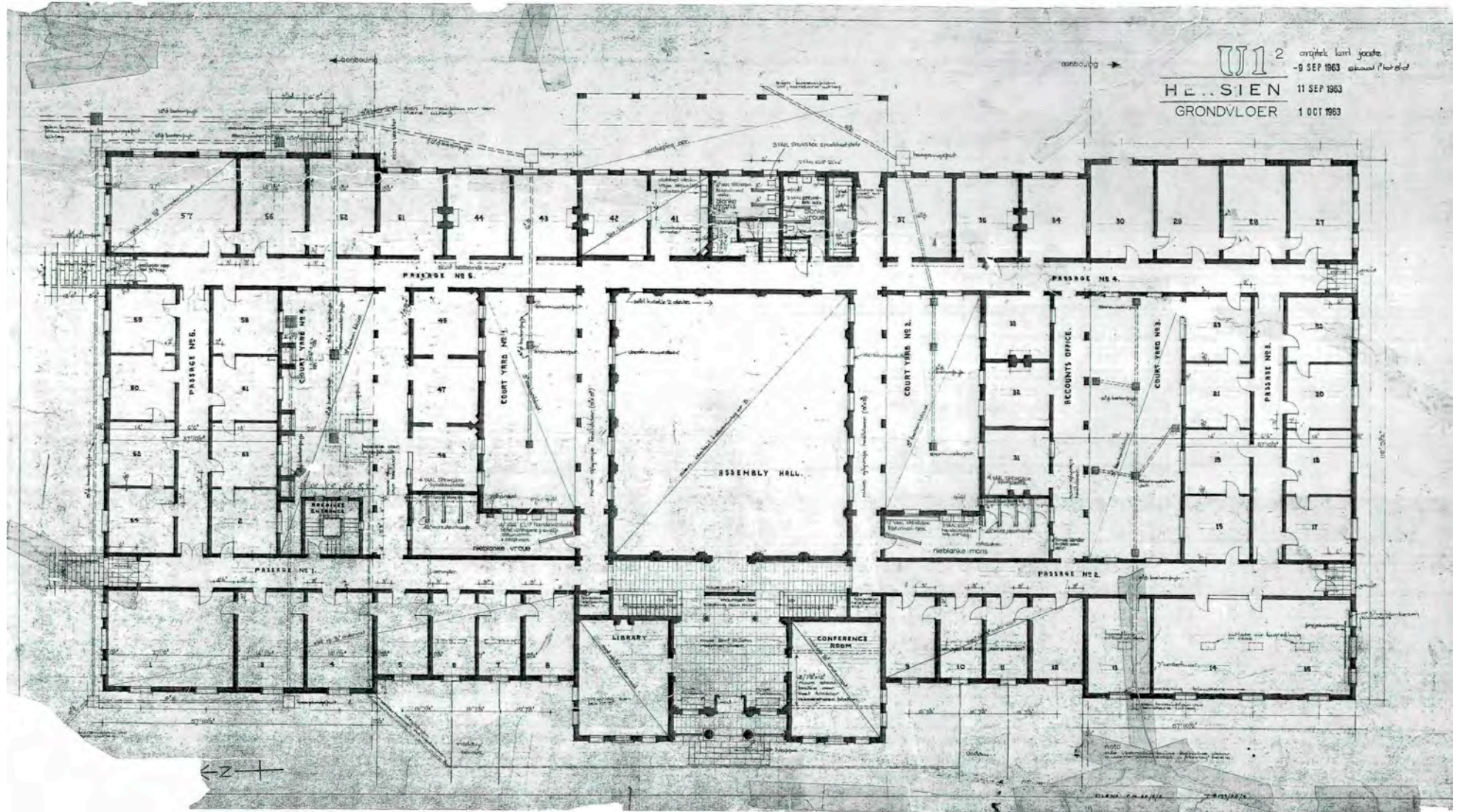
The additions designed by Jooste comprised two u-shaped wings, each wing arranged around a courtyard adjacent to what had been the columned verandahs on the north and south facades respectively. The building now had four separate courtyards. The two minor verandahs to the original two flanking wings on the main west façade - facing Owen Street - were removed and the space incorporated into the adjacent rooms.

The new wing on the north side accommodated the natural fall in the ground by the insertion of a generous basement accessed via an enclosed staircase from the new courtyard. A secondary entrance to the basement was provided on the east side. The existing internal corridors to the east and west of the Council Chamber were continued into both new wings and those at the north end exited the building via a shallow external lobby onto steep flights of concrete stairs ending on the pavement. The corridors on the south side similarly exited via a shallow external lobby onto pathways ending on the pavement.

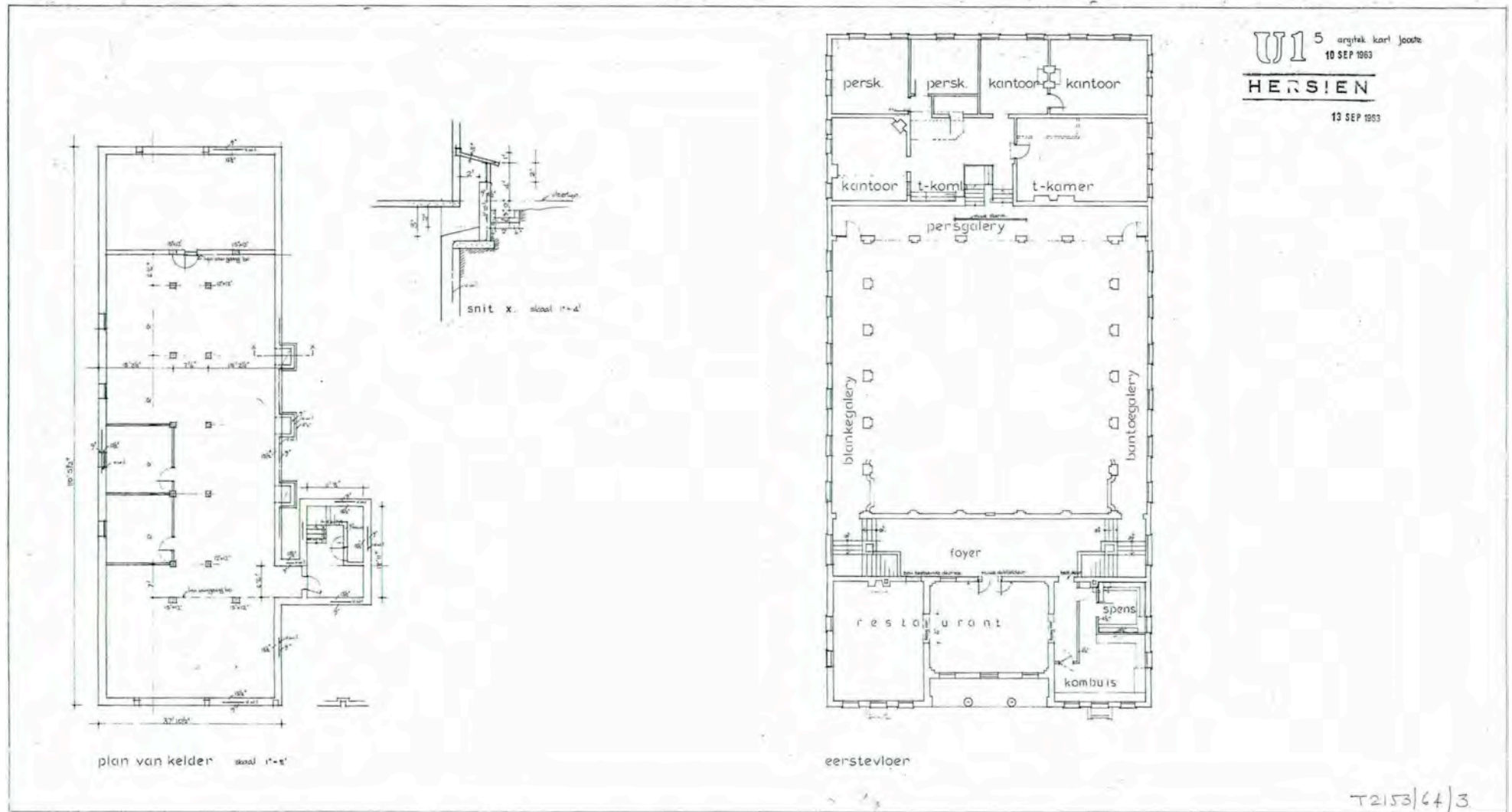
Stylistically the extensions were a close match of the detailing of the existing single storey wings, with some minor refinements and simplification. Both new wings projected slightly beyond the line of the existing external facades, thereby creating a distinct visual break between the old and the new work.

⁹⁷ No information has yet been located about this architect's training, practice and other completed works.

⁹⁸ Jooste was clearly a successful architect. The Distribution Account filed with his Estate Papers listed the following motorcars: 1969 M.G., 1968 Aston Martin and a 1965 Jaquar; as well as numerous shares in listed companies and shares in his own property owning company, Karl Jooste (Eindoms) Beperk.



As-Built Ground Floor Plan, Transkeian Territories Administration Building, 1963, Umtata
 Drawing Archive, Department of Public Works, Mthatha. Note the reflecting pond indicated on either side of the central projecting bay.



As-Built basement Floor Plan and First Floor Plan, Transkeian Territories Administration Building, 1963, Umtata Drawing Archive, Department of Public Works, Mthatha.

6.16 Bunga to Assembly: A National Film Board Production: 1963

During the months of April and May of 1963, Werner Grünbauer of Protea Film Productions of Pretoria filmed the opening sessions of the Territorial Authority in 35mm color with a synchronized sound track. This work was undertaken on behalf of the National Film Board (NFB) who in turn was following a directive from the Department of Information.⁹⁹ The film was intended 'as a historical record of events which took place in the Transkei' but it would 'of course be used for other purposes as well'.

Protea Films did not proceed with the editing of the film sequences and on 5 June 1964 Grünbauer agreed to the sale of the 3 000 feet of Eastman color picture negatives to the NFB in the amount of R3 223.09. Four days later the NFB submitted a quotation to the Secretary for Information for the in-house editing and sound production of a 35mm, ten-minute color documentary, in English, titled "Bunga to Assembly" in the amount of R1 806.03. The quote was duly accepted and work proceeded.¹⁰⁰

Of interest to the historical record of the Bhunga Building is the approved script, which includes extracts from the speeches made on the occasion of the last meeting of the Bhunga held on Tuesday 14 May 1963. Mr. Hans Abraham, the Commissioner General for the Xhosa National Unit representing the South African Government was present, as was Chief Kaizer Matanzima and other Councillors.

Selected portions of the script are included below:¹⁰¹

- Mr. Abrahams "Paramount Chiefs, Chiefs, Headmen here present, Mr. Chairman and members of the liaison committee of the Transkei, I have extended this invitation to you to come today to this occasion in order that matters of mutual interest and mutual concern may be discussed in an unbiased and friendly way".
- Commentator "Tuesday 14th May 1963 was to be a great milestone for the Transkei. It was to be the last meeting of the "Bunga", the Transkeian Territorial Authority. "Bunga" means "the place of meeting and discussion" but actually refers to the General Council established in 1931 for the 26 Districts of the Transkei..."
- "A constitution for independence had been drafted by the Bantu (sic) leaders and had been accepted by the Parliament of the Republic of South Africa. The Chairman of the Territorial Authority of the Transkei is Chief Kaiser Matanzima, a traditional chief and university graduate with much experience as a leader and administrator who recently succeeded Paramount Chief Botha Sigma".

⁹⁹ National Archives, Pretoria: "Bantoe (sic) Films: Bunga to Assembly"; NFR, Vol 161, Ref 15/6/3/2.

¹⁰⁰ A copy of the film titled 'Bunga to Assembly' is held at the National Film, Video and Sound Archives in Pretoria, but has not been viewed by the author.

¹⁰¹ The 'patronising' portions of the script have been omitted.

(Matanzima speaks)

Mr. Matanzima “...Paramount Chiefs, Chiefs and Councillors, I have the pleasure and respect to be honoured once again to welcome the notable guests to this our last and historic Transkeian Territorial Authority”.

Commentator Chief Matanzima went on to explain the agreement for self-government.

(fade in Matanzima again)

Mr. Matanzima “...with the resolutions passed in this chamber at diverse sessions and was intended to show the country that the policy of separate development was a manifestation of the repeated requests made by the people of the Transkei to the then Union Government. We are now coming to the end of the old order, which is giving place to new. Many people opposed to the future policies of these territories, have advanced fantastic ideas in condemnation of the policy. Sometimes their indictment of the traditional leaderships has been expressed in the most malicious and provoking terms. I wish to make it clear to these self-styled wise prophets, that the people of the Transkei are ready to assume the leadership of their territory in all the departments offered to them in the Transkei Constitution Act. (Applause) I will now call on the Commissioner General to address the gathering.”

Mr. Abrahams “At the last session of this Territorial Authority it considered inter-alia, the report of the Recess Committee which was appointed at the 1961 session to investigate the implications of self-government. After exhaustive discussions the report was adopted unanimously by the Territorial Authority. It was then submitted to the Government of the Republic of South Africa, where it was introduced as a Bill to be considered by the Republic parliament at present in session.

Commentator Mr. Abraham went on to detail the arrangements for the General Election for which all adults could register as voters... He stressed that the Government of the Republic would continue to help...(the Transkei) to become fully economically self sufficient, a requirement of all great nations. He detailed the achievements of the first year of the five-year plan, which had been implemented.

As the country passes from the old order to the new, the Territorial Authority to a Legislative Assembly, the future is indeed bright for the Xhosa people of South Africa.

END CREDIT TITLES



Transkeian Women in traditional dress in front of the 'Bunga' the Transkeian Parliament Building, circa 1975. South African Archives, Pretoria. SAB 16309 Photograph donated to the Archives by the Bureau for Information.

6.17 Transkei Independence: 1976

Subsequent to independence granted to the Transkei in October 1976, the Bhunga Building accommodated the Republic of Transkei Parliament, the Council Chamber being used for the sittings of the Parliament. In 1979 the Transkei Cabinet comprised the following individuals¹⁰²:

President:	Paramount Chief K D Matanzima
Prime Minister, Foreign Affairs and Information:	Hon. Chief G.M. Matanzima
Minister of Justice	Hon. D. S. Koyana
Minister of Agriculture & Forestry:	Mr. S. K. Ndzumo
Minister of Education, Sport and Recreation	Mr. W. S. Mbanga
Minister for the Interior and Social services	Hon. H. Pamla
Minister of Finance	Mr. T Letlaka
Minister of Local Government and Land Tenure	Chief. D. P. Ndmanase
Minister of Defense and Police	Chief D. S Ndabankulu
Minister of Health and Welfare	Rev G. T. Vika
Minister of Posts, Telecommunications and Transport	Mr. A. N. Jonas
Minister of Commerce, Industry and Tourism	Mr. R Madikizela
Minister of Works and Energy	Mr. H. A. Mlonyeni

Paramount Chief K D Matanzima was born in Amati in the St. Mark's District of the Transkei. He qualified as an attorney in 1948 and by 1954 he had been elected as a member of the United Transkeian Territories General Council. He was appointed Chairman of the Transkei Territorial Authority in 1961, the Chief Minister of the Transkei 'homeland' in 1963, and Prime Minister of the Republic of the Transkei when

¹⁰² S Keeble: The Black Who's Who of Southern Africa, 1979

Transkei chose independence from South Africa on 26 October 1976.¹⁰³ By 1978 he had been appointed as President of the Transkei. During this period the Bhunga Building also accommodated the Transkei Postmaster General and the Transkei Treasury. The independent status of the Transkei was however not recognized outside South Africa and the most well known international recognition was through the listing of the Transkei postage stamps in the Stanley Gibbons annual catalogue.¹⁰⁴



Stamps issued by the Republic of Transkei on 10 November 1982 to mark the Centenary of the Umtata Municipality in 1982. Scanned extract from First Day Cover – note the alternative spelling of ‘The Bunga’

¹⁰³ Ibid

¹⁰⁴ <http://www.geocities.com>, Republic of Transkei

6.18 Return to Democracy: 1994

Reforms to the apartheid policy in South Africa in the 1980s failed to stop mounting opposition. In 1990 President F W de Klerk began negotiations to end apartheid, culminating in multi-racial democratic elections in 1994, which were won by the African National Congress under Nelson Mandela.

During the transition back to Local Government, the Bhunga Building housed the Kei District Council,¹⁰⁵ which was to become the King Sabata Dalinyebo Local Municipality.¹⁰⁶

6.19 Changes to the Bhunga Building over time

Various inappropriate modifications have been carried out to the Bhunga building particularly within the four courtyard spaces by the enclosure of the courtyard verandahs to create additional office space.

The external facades have unfortunately been coated in sections with a textured wall coating, which has completely obscured the clarity of the finer moldings and edges.

The majority of the external windows have had wrought iron burglar bars added which obscure the original lines of the fenestration.

The original low wrought iron perimeter railing has been replaced at the north and south ends with a more substantial railing to improve the security.

Numerous security cameras and alarm beams have been added to the facades often in expedient positions. Various air-conditioning units have been bolted to the façade in places.

The trees planted in the formal gardens surrounding the Bhunga building now detract from the setting of the building due to their size and their ability to screen views to the building from the immediate surrounds.

The large modern advertising signage placed at the two street corners detracts from the setting and context of the Bhunga building.

¹⁰⁵ An office inventory dated September 1997 for the Kei District Council was found behind the door of an unused office.

¹⁰⁶ http://www.nelsonmandelamuseum.org.za/bhunga_building.htm

The recent installation of a water storage system using numerous green plastic tanks in the rear courtyard has detracted significantly from the setting of the rear of the building.

6.20 The Bhunga Building re-used as The Nelson Mandela Museum: 2000

Nelson Rolihlahla Mandela was born in the Umtata district on 18 July 1918, the son of a Chief of the Tembu Royal house. After mission schooling and tertiary study at the University of Fort Hare and the University of the Witwatersrand, he established an attorneys' practice with Oliver Tambo in Johannesburg in December 1952.

Mandela joined the African National Congress in 1944 and helped to found the ANC Youth League, and shortly thereafter was elected as the General Secretary of the ANC. Following his involvement in the Defiance Campaign of 1952 he was banned for a period of two years. Similar restrictions were imposed on him in March 1956, but this time for a period of five years.

He travelled to Ethiopia in 1962 to address a conference of national leaders and on his return was sentenced to five years imprisonment for inciting strikes and leaving South Africa illegally. He was subsequently arrested and charged with plotting violent revolution and sentenced to life imprisonment on 12 June 1964.

Mandela served 27 years in prison, spending many of these years on Robben Island. Following his release from prison on 11 February 1990, Mandela supported reconciliation and negotiation, and helped lead the transition towards multi-racial democracy in South Africa. Mandela was elected in 1994 as the first democratic President of South Africa.

Mandela received numerous gifts from the South African and international community, in recognition of his enormous contribution to freedom, peace and democracy.¹⁰⁷ Mandela accepted these gifts, received before and after his appointment as President of South Africa, on behalf of the South African community and was determined that they be displayed near his home village of Qunu in such a way as to be accessible to the people.

The initial idea of building a single museum in Qunu then evolved into the idea of creating separate museums at three separate sites, namely Mvezo, Qunu and Mthatha.

The Bhunga Building began functioning as one of the site of the Nelson Mandela Museum on 11 February 2000, ten years to the day after his release from prison. An all day programme of speeches, celebration and feasting marked the occasion of the opening of the three museum sites. The Department of Arts, Culture, Science and Technology hosted the celebrations. The Minister, Ben Ngubane, said at the opening that the government's stated aim in developing the Nelson Mandela Museum was to celebrate Madiba's legacy. It was also to tell

¹⁰⁷ "A living Legacy", Brochure from the Nelson Mandela Museum

the story of his struggle and his life, to exhibit the local history and to encourage development, tourism and business in the region. The project cost – including the expenditure related to the opening ceremony – was R11 million.¹⁰⁸

The museum's stated vision is "To be a living museum that embraces development and is a fitting tribute to the legacy of Nelson Rolihlahla Mandela, a product of ubuntu".¹⁰⁹

The permanent exhibition was recently completely restructured in a joint venture between the Apartheid Museum, the Nelson Mandela Museum and the Nelson Mandela Foundation. Opened on 30 October 2009¹¹⁰ by Professor Kader Asmal¹¹¹, the spaces were converted into modern, interactive museum environments. The front façade was enlivened by 'wrapping' the two freestanding columns of the portico with images of Mandela's face. A large photographic image¹¹² of Mandela, the full width of the portico, was fixed at the base of the dome.

A major new temporary exhibit has been installed in the Council Chamber. Titled 'In Conversation' this exhibition compares the lives of Luthuli and Mandela, using a 'stage-set' approach to reinterpreting the space. It traces the historical layout of the 'Council' chamber in reinstating the positions of the Councillors' tables. These are then juxtaposed against 'conversations' amongst comrades in the ANC and others that have would have been previously impossible in this room.¹¹³

Only about 40% of the available space in the Bhunga Building is currently being used for exhibition space. The remaining space is either used for office accommodation or is standing vacant and unused.

¹⁰⁸ Daily Dispatch, East London. Mandela hailed at Museum unveiling, 12 February 2000.

¹⁰⁹ The principles of 'ubuntu' include respect for human dignity and that 'a person is a person through other people'.

¹¹⁰ Personal communication with Emilia Potenza, Apartheid Museum, Johannesburg.

¹¹¹ Chairman of the Council of the Nelson Mandela Museum.

¹¹² The photograph has a backdrop of mountains at Mvezo – Mandela's birthplace – see cover illustration.

¹¹³ E-mail correspondence with Noëleen Murray of Design Matters, Cape Town.

7. PROPOSED DEVELOPMENT GUIDELINES

7.1 Architectural details and features

The Bhunga Building has numerous distinctive architectural features, details and materials and some of these are noted below, together with an appropriate photograph. Various inappropriate changes to the building are also documented:



Plastered concrete dome and timber finial



Rectangular veined marble floor tiles in Entrance Lobby



Classical pilasters and moulded beams in Entrance Lobby



Moulded sheet metal rainwater head and column capital



Deep overhanging moulded cornice



Detail of Roman tile coping to cornice and shadow-line.



Moulded window surround at intersection with cill



Details of moulding to window surround obscured by textured plaster



Arched window with 'keystone' flanked by sliding sash windows and insertion of air-conditioning unit.



External burglar bars over windows



Columns and column capitals to entrance portico



Pair of brass door handles to entrance doors



Louvred ventilator in hammer dressed sandstone plinth



Rectangular opening in hammer dressed sandstone plinth



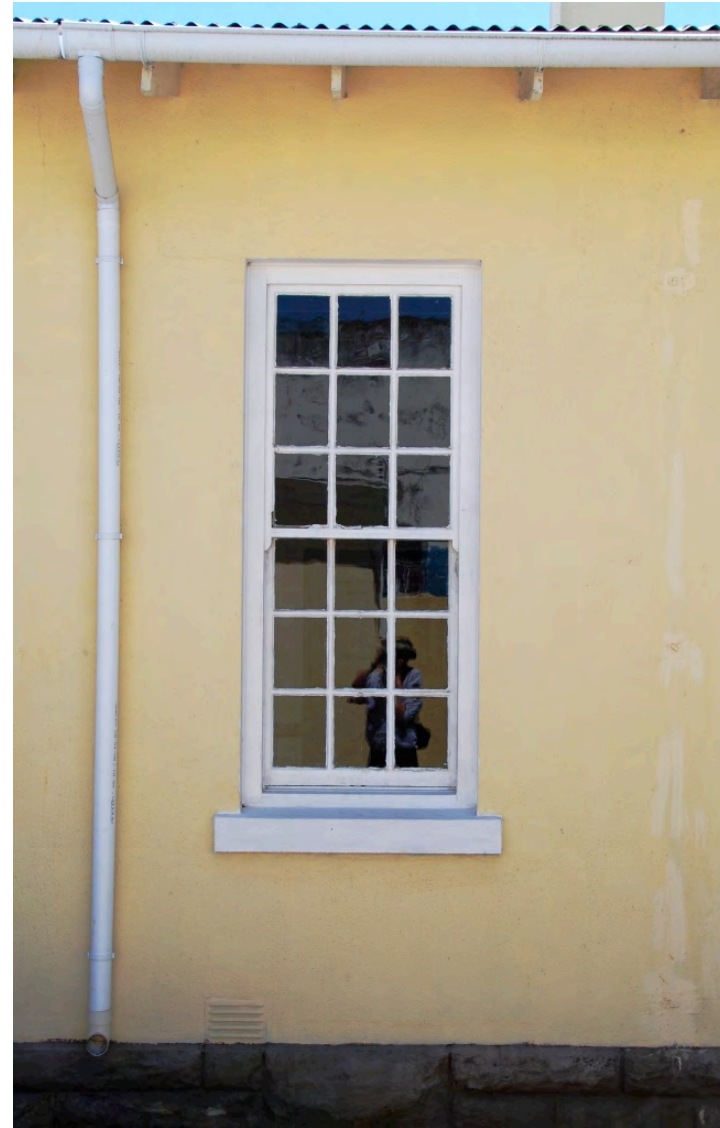
Hipped corrugated iron roof with plastered chimney stacks



Verandah on south side of Council Chamber with modern TV monitor blocking circulation



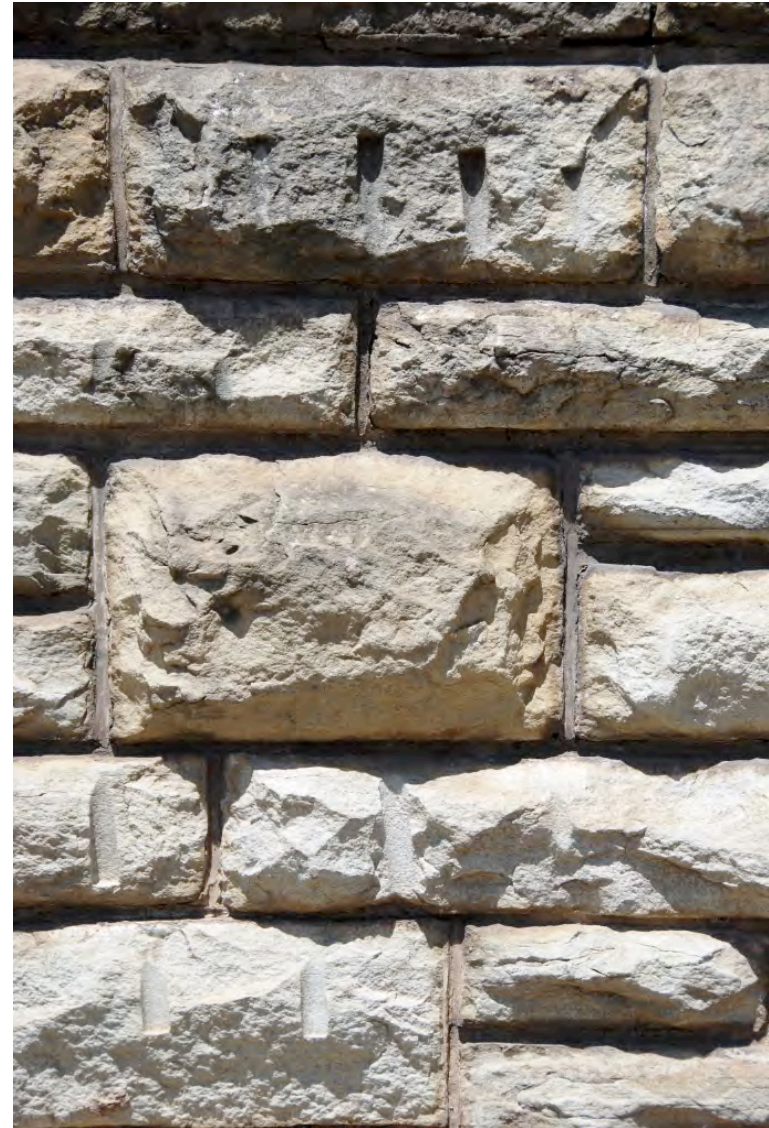
Timber sliding sash window with arched top and keystone with later surface mounted electrical conduits on lhs.



Timber sliding sash window



Louvred airbrick, later textured wall coating and stone plinth



Hammer dressed sand stone plinth – note rock drill hole marks



Proliferation of security lights and cameras



Installation of inappropriate Air-conditioning machinery



Etched glass door panel to Members Gallery on First Floor



Etched glass door panel to the telephone booth on



Arched 'klompie' brick fireplace with heavy teak mantelpiece



Vaulted ceiling in Council Chamber

7.2 Proposed Guidelines: External

The external form and massing of the Bhunga building must be respected.

The restricted palette of materials used on the existing external facades must be respected as an appropriate design approach for any new additions.

The colour of the building should ideally remain the same restricted palette of light colours - as evidenced on the historical photographs - with the proviso that different colours are always reversible provided they are only painted on previously painted surfaces.

The hammer dressed sandstone plinth and sandstone perimeter boundary wall must be neither painted over nor sealed with a clear sealer.

The Bhunga Building must not be encumbered with permanent inappropriately scaled, illuminated or other advertising signage on the external facades.

All application of signage must be of a temporary nature and easily reversible.

Signage must relate to the scale and proportions of the building and not obscure any of the major landmark features of the building.

The landmark status of the central dome with timber finial must be conserved and celebrated.

The open, columned entrance portico must be conserved and protected.

The refined classical aesthetic of the three street facades must be retained and respected.

The hammer dressed sandstone perimeter wall (albeit with later metal fence in parts) must be retained and conserved.

No textured wall coatings must be used on any surface of the Bhunga Building.

The existing textured coating must be carefully removed using suitable solvents and the affected surfaces restored and painted.

The existing corrugated iron roof must be retained and restored.

The plastered chimneys must be retained and restored, notwithstanding that their original function is no longer applicable.

The terracotta tiled coping to the perimeter parapet wall cornice must be retained and restored.

Serious consideration should be given to the removal of the external burglar bars, which obscure the original lines of the fenestration, and the replacement with a suitable electronic security measures.

The installation of air-conditioning machines, security cameras, motion detectors and the like on the facades must not occur – but where no other options are available must be carefully controlled in terms of a defined policy.

7.3 Proposed Guidelines: Internal

The large internal double volume space of the Council Chamber must be maintained, together with all architectural details, mouldings and fittings.

The existing circulation routes within the building must be retained to retain the original planning configuration;

The First Floor gallery spaces overlooking the Council Chamber must be maintained.

The original neo-classical detailing, materials and fabric within the building must be respected, including Burmese teak wall panelling, marble floor tiles, brass door and window furniture, panelled ceilings, Klompie Brick fireplaces and teak mantelpieces, Burmese teak doors, jamb linings and architraves etc.

The existing tinted floor screed – a modern insertion – should either be retained and repaired or replaced with some suitable surface finish.

Where additional lighting and museum displays are to be inserted within existing spaces, these should be clearly modern and not copy existing details and finishes.

Where existing cellular spaces are too small to be adaptively re-used proposals could be made to integrate these into larger spaces; where possible a “memory” of the original division walls should be kept.

7.4 Protection Status

As the central core of the Bhunga Building is older than 60 years, the building, outbuildings, site works and boundary wall is protected under the “60 Year Rule” of the National Heritage Resources Act (NHRA).

There is no doubt that the South African Heritage Resources Agency (SAHRA) should acknowledge the special national significance of the building and the site and declare it a **national heritage site**.

8.0 SIGNIFICANCE OF PLACE:

8.1 Assessment of the significance of the Bhunga Building

The inspection and survey of the Bhunga building provided physical evidence of the historic layered development of the building. The assessment of the value of the building as a heritage resource, which follows, is based on the outcome of this survey.

8.2 Why is the Bhunga Building considered a heritage resource?

Reference was previously made to the NHRA assessment criteria. See 3.4 Assessment of cultural significance. According to the NHRA, a place is considered of cultural significance, i.e. a heritage resource, based on one or more of the assessment criteria.

Having investigated the historic layered development of the Bhunga Building in detail and having inspected and photographically surveyed the building, the site and the context the author is of the opinion that the Bhunga Building is of major cultural significance.

8.3 The physical location of the Bhunga Building is part of its cultural significance

The choice of a site for the Bhunga building was influenced by various considerations.

One of these considerations was the site of the existing Umtata Magistrates Court. When the Bhunga building was designed, the bulk of the officials participating in the Bhunga were employed by the Department of Justice as Resident Magistrates. It was therefore clearly beneficial for them to locate the building in close proximity to the Umtata Magistrates Court.

The site was in a prominent position overlooking the town of Umtata and was located in one of the important thoroughfares.

8.4 The contribution of related places to the cultural significance of the Bhunga Building

The Burra Charter emphasises the importance of recognising the value of related places, which contribute to the cultural significance of another place. See 3.4 Assessment of cultural significance. These would now include the Nelson Mandela Museums located at Qunu and at Mveso.

8.5 The setting of the Bhunga Building

The setting of a heritage resource is considered integral to the importance of such a heritage resource. According to the Burra Charter, this refers to the area around a place of cultural significance, including the visual catchments of such a place. See 3.4 Assessment of cultural significance. The many heritage sites in close proximity to the Bhunga Building contribute significantly to the setting.

8.6 Historic associations and meanings

The preliminary study of the history of the Bhunga Building contained in this report demonstrates the site to be particularly rich in historic associations and meanings, including:

- The special associations between those involved in the development of the General Councils and the Officials and Councillors who participated in them;
- The meanings that the Bhunga Building has for those who participated in the variety of official functions over the many years that the Bhunga Building accommodated and for the ordinary people of the Transkei who were interested observers;
- The associations between the Bhunga Building and the surrounding communities in the Transkei and Eastern Cape in particular and South Africa in general;
- The association of the Bhunga Building with the Nelson Mandela Museum.

8.7 Statement of Significance

The Bhunga Building forms part of the National Estate, as it is considered a place of cultural significance, i.e. a heritage resource, based on:

- Its importance in demonstrating a high degree of creative architectural achievement during its phased development;
- The potential of the building to yield information that contributes to an understanding of the social, cultural and political history of the Eastern Cape and
- The involvement of the Bhunga Building in the process that led to the eventual move to a democratic form of government in South Africa;

- The physical location of the Bhunga Building in the urban context of Mthatha;
- The contribution of other heritage sites in Mthatha which form part of the setting of the Bhunga Building;
- The recent installation of the Nelson Mandela Museum into the Bhunga Building; and
- The stature Nelson Mandela commands as one of the most significant leaders of modern world history.

9. PROPOSED HERITAGE MANAGEMENT GUIDELINES

9.1 Site: General architectural and development guidelines

The original clarity of the site planning and site layout must be respected.

The existing open areas between the buildings and structures on the site must be respected.

Existing views to and from the immediate surrounds of the building should not be obscured.

The three public roads outside the building must not be encumbered with any built structures should it be decided to pedestrianise them.

The insertion of trees and other landscaping elements should reinforce, rather than detract from the original site layout. The existing mature trees could be removed and replaced with more appropriate planting as they detract significantly from the current experience of the building.

The original materials used for paved external surfaces should be retained and repaired in preference to repaving with new materials. The use of inappropriate paving materials should be carefully considered¹¹⁴.

Provision of additional accommodation for the Museum should be restricted to the east side of the building and preferably should incorporate the adjoining sites to east – where possible – to accommodate parking and other service requirements.

Conversion of the four courtyard spaces into enclosed museum galleries should ensure that the original verandah columns are not obscured, that the entry of natural light into the space is maintained and that the impact of any roofing solution on the existing roofline of the building is taken into consideration.

9.2 Other management guidelines

When planning any new work to the Bhunga Building, the following general guidelines should be adhered to.

¹¹⁴ The recent use of a modern sandstone tile over the verandahs and internal courtyards and the loss of the level change between the two surfaces have significantly changed the quality and experience of these spaces.

These guidelines, are based on the principles laid down in the Burra Charter, and are not ranked in order of importance.

9.2.1 Exercise caution

“Heritage resources have lasting value in their own right and provide evidence of the origins of South African society and as they are valuable, finite, non-renewable and irreplaceable they must be carefully managed to ensure their survival.”¹¹⁵

Conservation of heritage resources is all about changing as much as necessary but as little as possible.

This recommended minimalist approach is based on the need to respect the existing fabric, use, associations, and meanings of the Bhunga Building as a place of cultural significance, i.e. a heritage resource.

The traces of additions and alterations to the fabric of the Bhunga Building are evidence of its history and historic use, which, in turn, are considered part of its significance. Conservation actions must be planned to assist and not impede their understanding.

Proposed changes to the Bhunga Building must therefore not distort the physical or other evidence it provides, nor be based on conjecture.

“Doing less to the fabric (of any heritage resource) is to be favoured, rather than more. The fabric of the place should be allowed to tell its own story, even if some of the physical evidence of that story has gone. Keeping change to a minimum protects the evidence of history...This...approach is different from the popular understanding of ‘restoration’ as an act of heroic change, intended to ‘return a place to its former glory’. Dramatic transformations, which shock and astonish with their revelations, are not precluded. But the value of the place as a complex and genuine entity should be upheld to encourage the retention of layers of complexity which are easily lost during radical change.”¹¹⁶

9.2.2 Continue to use the place

If the heritage resource is a building, it should preferably be used for the purpose for which it was built, or for a use with which it has a long association. If this is not feasible, a compatible use should be sought for the building, which would require the least change to the building and its context. A compatible use is usually understood to imply no or very little impact on the cultural significance of a heritage resource.

¹¹⁵ Section 5(1) (a) of the NHRA, 1999.

¹¹⁶ Marquis-Kyle, P. and Walker, M.: The Illustrated Burra Charter; Making good decisions about the care of important places, Australia ICOMOS, 1996.

It is accepted that the Bhunga Building will continue to function as a museum commemorating and celebrating the life of former President Nelson Mandela. Finding an appropriate, compatible and long-term use for the building is therefore not an issue.

9.2.3 Repair rather than replace

Keep as much of the existing or historic fabric of the Bhunga building.

Heritage resources are by definition authentic examples of the architecture and lifestyle of previous generations and should be respected as sources of evidence.

When change is being considered, a range of options should be explored to seek the option, which would have the least detrimental impact on the significance of a heritage resource.

The amount of any proposed change should be guided by the significance of a heritage resource.

9.2.4 Make reversible changes

If alterations and additions are to be carried out to the fabric of the Bhunga Building, such changes should be as reversible as possible. For example, where the need and possibility exists for the consolidation of internal spaces, the 'memory' of the intervening walls could be retained.

Non-reversible changes should only be used as a last resort and should not prevent future conservation action.

The painting of the exterior sandstone plinths and boundary walls would constitute an irreversible change.

If significant elements are removed, they should be properly inventoried and stored for possible future reinstatement.

9.2.5 Make a visual distinction between old and new

New work such as additions may be acceptable where this would not distort or obscure the significance of the Bhunga Building as a heritage resource, or detract from its visual appreciation. Such work must, however, be readily distinguishable as such.

9.2.6 Avoid precise imitation of architectural detail

Changes such as proposed new additions should generally not imitate the precise architectural detail of the existing buildings and other structures. Additions should not try to look “old” as this will only confuse and compromise the integrity of the historic fabric of the Bhunga Building.

9.2.7 Ensure changes are sympathetic

Any proposed new work to the Bhunga Building must be “sympathetic”, i.e. compatible with its character and with its context.

Additions must therefore be planned with careful consideration being given to aspects such as existing use of materials, bulk, height, setback, plan configuration, surface patterns, texture and colours.

It is generally accepted that a safe approach would be for new additions to appear more neutral and to recede visually from the fabric of the Bhunga building, both in details and massing. They might also be of a lower profile and lighter construction.

9.2.8 Respect the ageing process

There is no reason why old buildings, like old people, should not look old.

There may consequently be no reason to repair cracks that are structurally sound, to recoat worn surfaces, or to remove patina. It would likewise, be totally unnecessary to excessively clean surfaces where the coating of time is not destructive or concealing detail.

The application in the recent past of a textured wall coating onto the mouldings and wall surfaces of the Bhunga building has significantly affected the legibility and clarity of the detail and it is strongly advised that these coatings be removed – provided this can be done without damaging the underlying moulding

9.2.9 Respect previous layers

The Bhunga Building comprises of valuable layers of historic development, which all contribute to the cultural significance of the site, and should therefore be respected.

Emphasis should not be placed on one period of the development of the building, at the expense of others. Later additions may be removed if they can be shown to be of much lesser importance than the earlier fabric. An example of this would include the author's recommendation to remove the modern infill walls that enclose the courtyard verandahs, which was an expedient and badly thought out decision to create to create additional office space.

9.2.10 Discontinue previous unsound practices

Previous unsound practices or details should not be continued, whether in original work or subsequent repairs. Critical failures, such as the absence of a damp course, should be corrected as soon as possible.

9.2.11 Stabilise problem areas

The correction of severe structural problems, such as leaning walls, warped beams or uneven floors may cause damage, which lessens the authenticity of a building. It might be better to secure and stabilise the problem area, as this might be sufficient to restore the structural stability of the building.

9.2.12 Respect the context and location of the Bhunga building

The context (setting) of the Bhunga Building is part of its significance.

New intrusions into the setting of the building should therefore be attended to with great circumspection.

*"Conservation requires the maintenance of an appropriate visual setting: e.g., form, scale, colour, texture and materials. No new construction, demolition or modification which would adversely affect the setting should be allowed. Environmental intrusions which adversely affect appreciation or enjoyment of the place should be excluded."*¹¹⁷

9.2.13 Respect the contribution of related places

Recognise and retain the contribution, which related places, such as the other components of the Mandela Museum make to the current significance of the Bhunga Building.

¹¹⁷ Marquis-Kyle, P. and Walker, M.: The Illustrated Burra Charter; Making good decisions about the care of important places, Australia ICOMOS, 1996.

9.2.14 Maintain important views

Important views of the Bhunga Building from the surrounding urban context of Mthatha must be protected and maintained. Important internal views through the building should be respected and maintained.

9.2.15 Allow for participation

Allowance should be made for the participation of people for whom the Bhunga Building has special associations or meanings, or who have social or other connections with the building, in the conservation, presentation, and adaptive re-use of the building as a heritage resource.

“Heritage resources form an important part of the history and beliefs of communities and must be managed in a way that acknowledges the right of affected communities to be consulted and to participate in their management.”¹¹⁸

9.2.16 Retain associations and meanings

Significant associations between people and the Bhunga Building should be respected and not obscured. Opportunities for the interpretation, commemoration and celebration of these associations should be investigated and implemented.

Significant meanings of the Bhunga Building should be investigated and likewise respected, and celebrated.

9.2.17 Institute measures of presentation and commemoration

The significance of the Bhunga Building is already clearly explained by presentation in the Museum exhibitions. Additional presentation would lead to a greater understanding and hopefully lead to an enjoyment of the value of the Building as a heritage resource.

“Heritage resources contribute significantly to research, education and tourism and they must be...presented for these purposes in a way that ensures dignity and respect for cultural values.”¹¹⁹

¹¹⁸ Section 5(4) of the NHRA, 1999.

¹¹⁹ Section 5(5) of the NHRA, 1999.

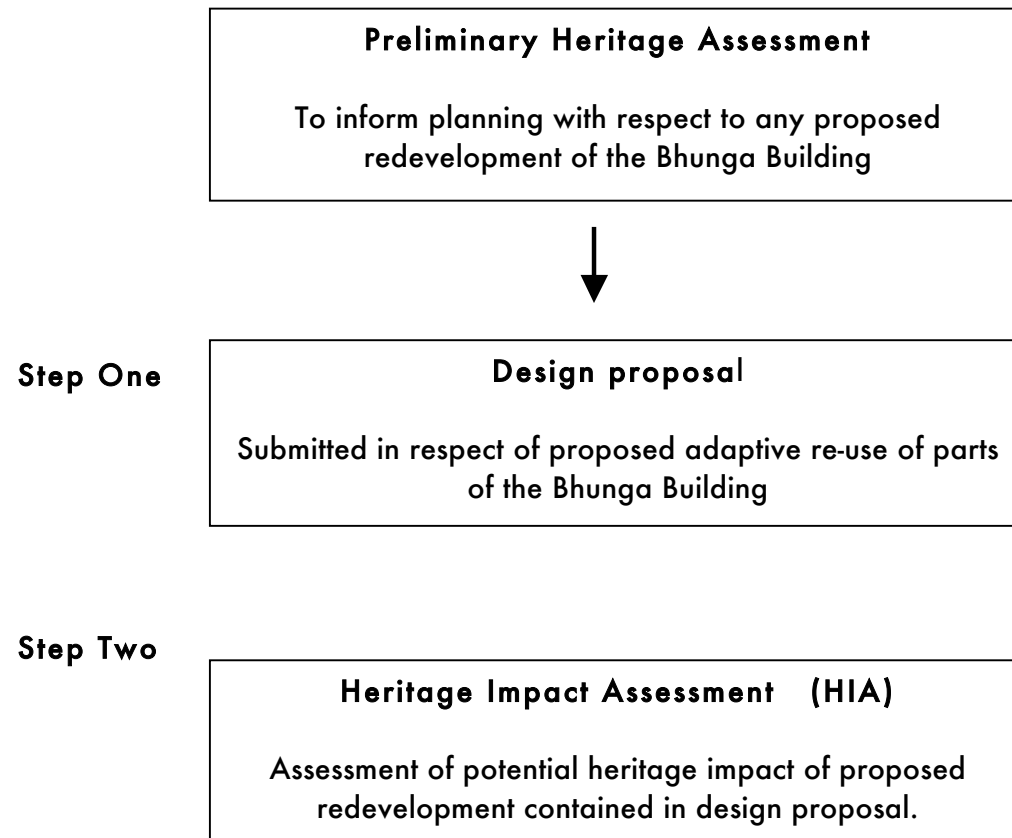
9.2.18 Seek design excellence

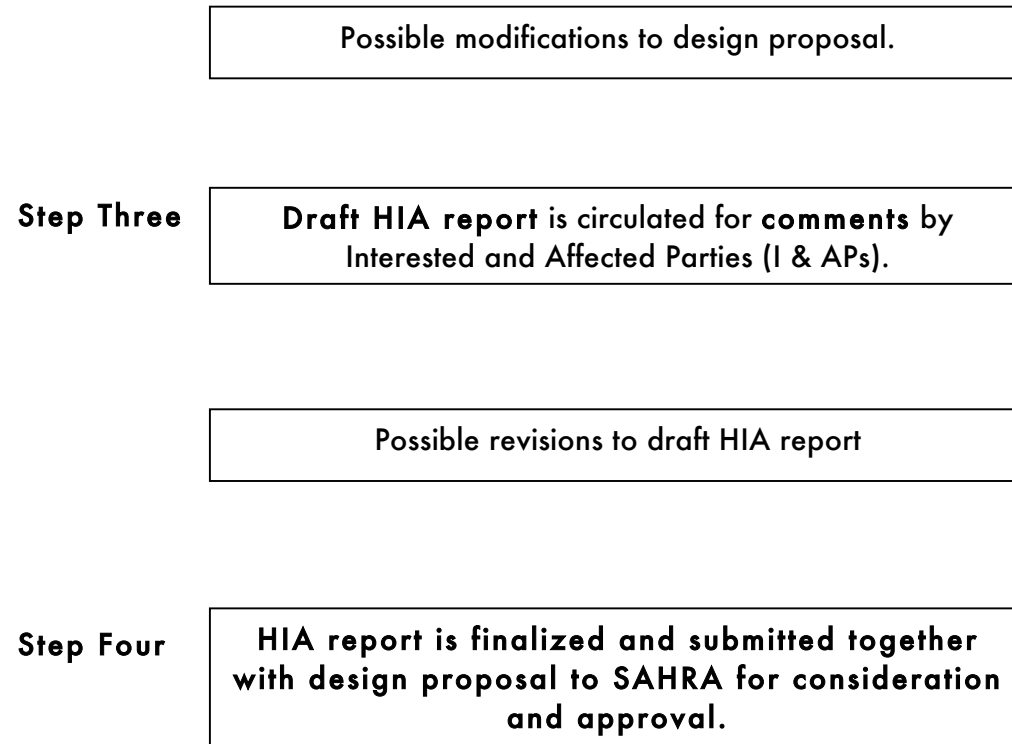
Seek design excellence by striving to produce inventive, interpretive, contemporary design solutions of high architectural quality. New work may be quite different in spirit and appearance from the existing fabric, but still sympathetic to its heritage values.

9.2.19 Statutory conservation requirements

Previous mention was made of the HIA provisions of the NHRA.

Given the importance of the Bhunga Building from the point of view of its layered historic development, any proposed adaptive re-use of the building, albeit in part or in its entirety, is subject to the HIA provisions of the NHRA.





The assessment of perceived or potential heritage impacts of the proposed redevelopment of any portion of the Bhunga Building, in accordance with the HIA provisions of the NHRA, would be to ensure that the layered histories contained within the building and their context would not be compromised.

Compliance with the HIA provisions of the NHRA, require the provision of a thorough documentation of aspects such as historic associations, and meanings.

10.0 HERITAGE REQUIREMENTS: SECTION 38 (3) OF THE NATIONAL HERITAGE RESOURCES ACT (NHRA)

10.1 Design Proposals for Proposed Museum Upgrade

Impendulo Design Architects (IDA) of East London was appointed by the Department of Public Works (DPW) in 2010 to make proposals for the upgrading of the Nelson Mandela Museum. Following lengthy consultation with representatives of the Nelson Mandela Museum and the DPW¹²⁰, the proposed alterations and additions have been finalised in a set of working drawings (reduced copies of which are included in this HIA).

The following IDA working drawings formed the basis of the assessment of the Heritage Impact on the Bhunga Building.

Basement Plan	2.01	Rev A	13/06/2010
Ground Floor Plan	2.02	Rev D	22/04/2010
First Floor Plan	2.03	Rev D	22/04/2010
Roof Plan	2.04	Rev D	24/05/2010
Sections	3.01	Rev D	22/04/2010
Elevations	4.01	Rev C	13/05/2010

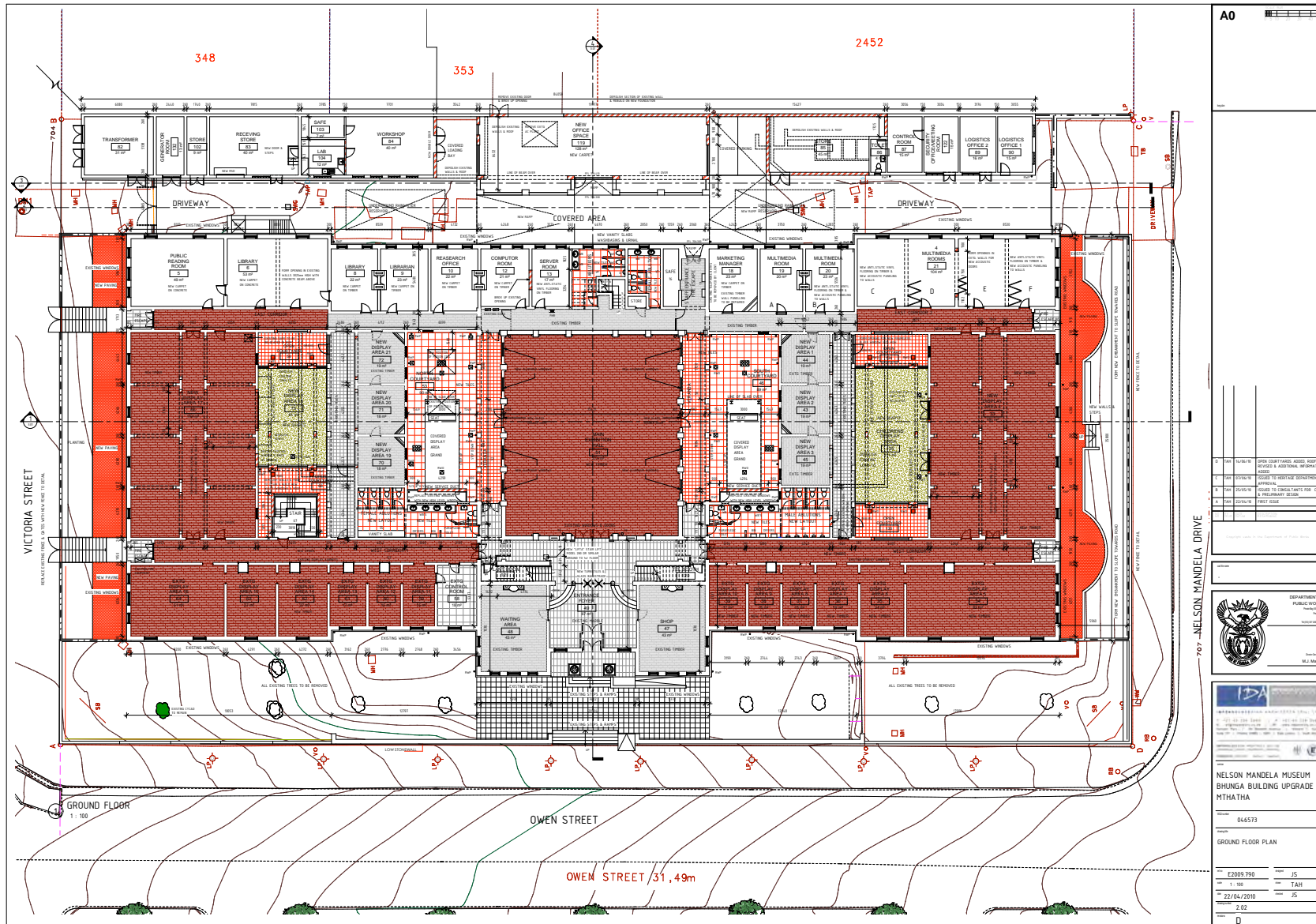
10.2 Summary of Proposed Changes

A written summary of the proposed changes to the site and building has been compiled and is noted for the record below:

GENERAL

- Redecorate building and where possible remove all textured coatings, which disfigure the original mouldings to window surrounds and overhanging cornice below parapet walls;
- Remove all later wrought iron burglar bars and replace these with electronic detection alarm system;
- Remove all badly sited air-conditioning condenser units from external façade;
- Reinstate painted window frames to (only if feasible as oiled / varnished timber frames have been badly maintained);
- Scratch plaster finish recently added to south, west & north elevations to possibly remain & be repainted.
- Complete general upgrade of electrical installation

¹²⁰ IDA also consulted the author on an ongoing basis.



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1	2009/06/16	ISSUE FOR TENDER
2	2009/06/16	ISSUE FOR TENDER
3	2009/06/16	ISSUE FOR TENDER
4	2009/06/16	ISSUE FOR TENDER
5	2009/06/16	ISSUE FOR TENDER

DEPARTMENT OF PUBLIC WORKS
Mthatha
Mthatha

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**NELSON MANDELA MUSEUM
BHUNGA BUILDING UPGRADE
MTHATHA**

046573

GROUND FLOOR PLAN

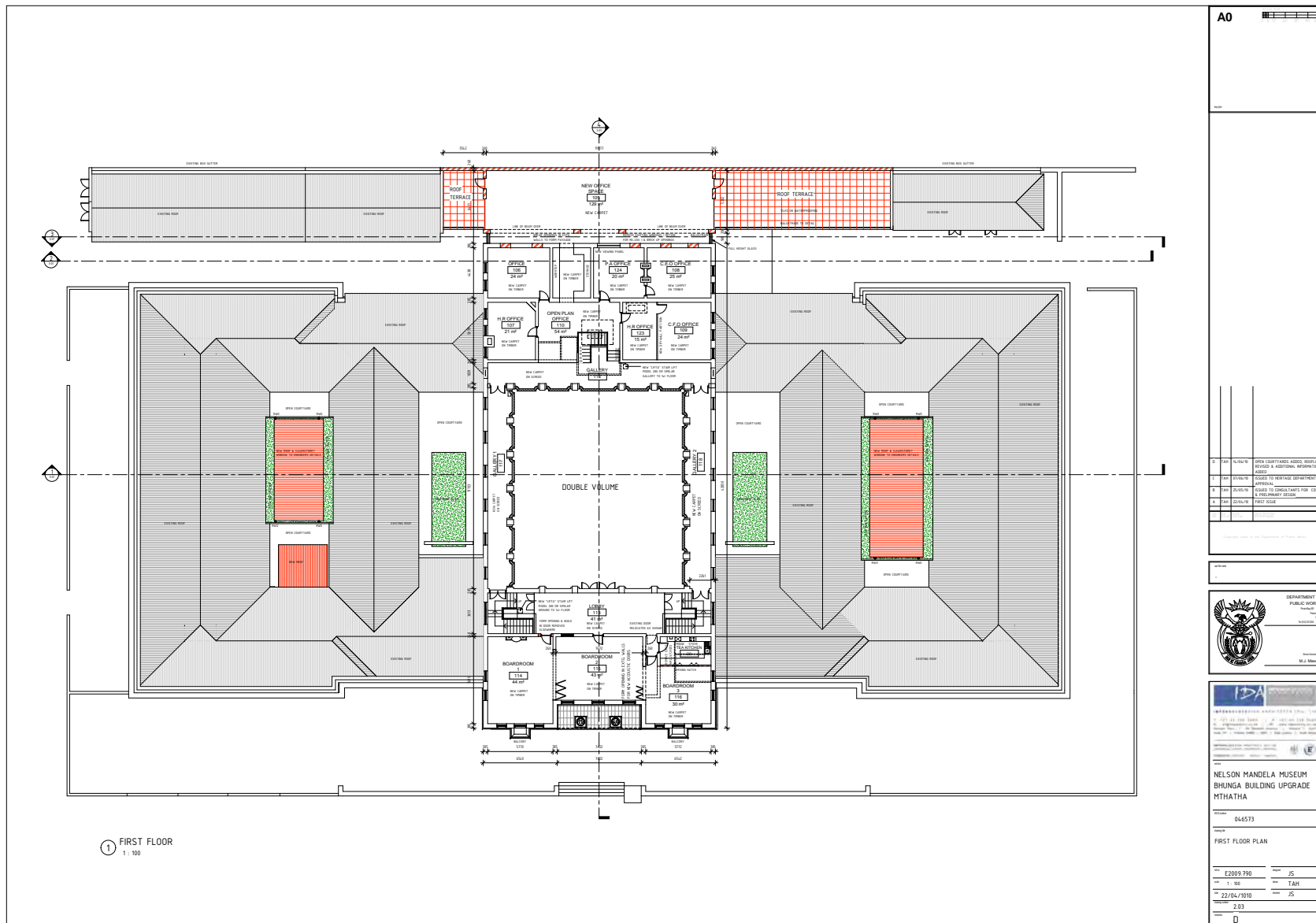
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2	22/04/2010	JS	JS

D

Ground Floor Plan 2.02 Rev D 22/04/2010
Impendulo Design Architects, East London

GROUND FLOOR

- Insert security control turnstiles in the entrance lobby;
- Remove recent glazed doors on north and south sides of Council Chamber and replace these with simple glazed openings to match the original window dimensions;
- Upgrade existing public toilets on Ground Floor: Male (on south side) and Female (on north side), including construction of screen walls in adjacent courtyards;
- Upgrade existing Male and Female Staff toilets on Ground Floor; East side;
- Adapt and modify existing cellular office spaces on the North side of Bhunga Building to form open plan Display areas;
- Adapt and modify existing cellular office spaces on the South side of Bhunga Building to form open plan Display areas;
- Insert pitched roof with clearstory window over central portion of second North courtyard to form new Display Area. The East and West ends of courtyard to remain open. First North courtyard remains open;
- Insert flat concrete roof over portion of first North courtyard, supported by screen wall and two free standing columns, to form covered display area;
- Insert flat concrete roof over portion of first South courtyard, supported by screen wall and two free standing columns, to form covered display area;
- Insert pitched roof with clearstory window over central portion of second South courtyard to form Children's Display Area. The East and West ends of courtyard to remain open. First South courtyard remains open;
- Install a new floor finish to all existing Display Areas and to proposed open plan Display Areas. These areas currently have a relatively recent tinted granolithic finish which is breaking up in places;
- Modify existing outbuildings, including open air urinals and toilet facilities to accommodate Stores and Service spaces;
- Insert new Open Plan Office into portion of rear driveway directly adjacent to covered area – utilising existing columns to form the structure of the west wall facing onto the driveway;
- Install new climate control system to display areas and resource facilities.



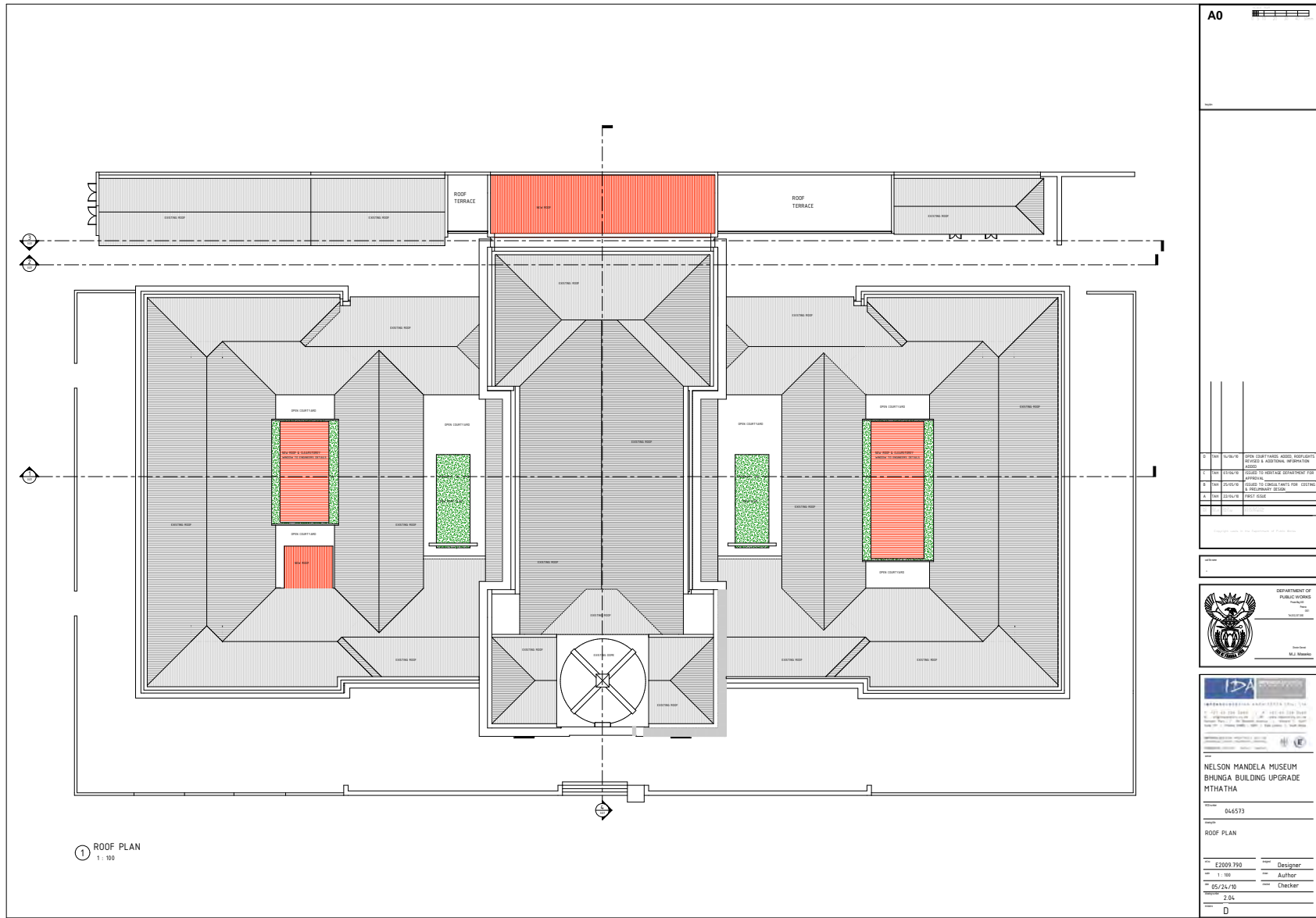
First Floor Plan 2.03 Rev D 22/04/2010
Impendulo Design Architects, East London

FIRST FLOOR

- Modify existing Boardroom, Meeting Room and Kitchen / Store above Entrance Hall on West side to form three independent Meeting spaces - separated by fold-away doors - with an attached Kitchen;
- Install Stair lift to northwest stair to enable disabled access to First Floor;
- Remove minor partitions in existing lobby at East end;
- Construct new Open Plan Office space on east façade, the same width as existing projecting bay, and separated from existing by a recessed panel on both north and south sides;
- Remove existing timber sliding sash windows on existing east façade to close openings between existing offices and proposed Open Plan Offices;
- Remove a portion of the moulded cornice on the east façade to enable flat roofed 'gasket' link between existing building and new extension;
- Install new climate control system to Boardroom area.

BASEMENT

- Modify existing entrance into Basement from rear driveway to facilitate the easy entrance of larger items into the storage space - including installing new mechanical hoist;
- Modify existing Strong Room to create passage from enlarged Basement entrance door into Basement Store Room.



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1	DA	IMPENDULO DESIGN ARCHITECTS	DESIGNER
2	DA	IMPENDULO DESIGN ARCHITECTS	AUTHOR
3	DA	IMPENDULO DESIGN ARCHITECTS	CHECKER
4	DA	IMPENDULO DESIGN ARCHITECTS	DATE

DEPARTMENT OF PUBLIC WORKS
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**NELSON MANDELA MUSEUM
BHUNGA BUILDING UPGRADE
MTHATHA**

046573

ROOF PLAN

046573	Designer
1 : 100	Author
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2.04	
D	

Roof Plan 2.04 Rev D 24/05/2010
Impendulo Design Architects, East London

SITE WORKS

- Remove mature trees which block the views towards (and from) the building;
- Install new paved apron adjacent to north façade;
- Install new paved apron and low retaining wall adjacent to south façade to resolve surface storm-water run-off in this area;
- Remove modern storm water storage tanks, tank bases and pumps in rear driveway;
- Construct new underground water storage facility at northeast corner of building – below driveway;
- Replace existing steel perimeter fence and gates with new steel fence and gates of a more appropriate design.



Sections 3.01 Rev D
Impendulo Design Architects, East London

22/04/2010



Elevations 4.01 Rev C 13/05/2010
 Impendulo Design Architects, East London

10.3 Identification and mapping of all Heritage Resources in the area affected: Section 38(3) (a)

The area under consideration in this HIA includes the Bhunga Building, the associated outbuildings and the landscaped garden.

10.4 Assessment of the Cultural Significance of the identified heritage resources: Section 38(3) (b)

A set of criteria has been used to determine the historical and cultural significance of the site. The National Heritage Resources Act (NHRA) has determined these criteria. The criteria generally respond to the significance of this site in terms of its undoubted 'national significance'.

1.	The importance of the cultural heritage in the community or pattern of South Africa's history i.e. historic and political significance.	Rating
	The Bhunga Building has accommodated a number of defined periods in the history of Mthatha and of the Transkei, each of which adds to the layered history of the building. Each of the identified periods, and their assessed significance, are summarised below:	
	- Property of the Crown Colony - undeveloped property	Low
	- Municipality of the Town of Umtata - undeveloped erven	Medium
	- Private ownership - undeveloped erven	Low
	- The Transkeian Territories General Council	High
	- The United Transkeian Territories General Council	High
	- The Transkeian Territorial Authority	High
	- Self Government of the Transkei	High
	- Transkei Independence	High
	- King Sabata Dalinyebo Local Authority	Low
	- Nelson Mandela Museum	High
2.	Possession of uncommon, rare or endangered aspects of South Africa's natural or cultural heritage	
	The Bhunga building represents a significant period in the social and political development of the Xhosa people.	High
3.	Potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage.	

	The detailed inspection and 'unpacking' of the history of the design and construction of the building, during the HIA study has yielded significant information, which has added to the understanding of South Africa's cultural heritage.	High
4.	Importance in demonstrating the principal characteristics of a particular class of South Africa's natural or cultural places or objects	
	The Bhunga building is representative of the Late Edwardian 'Administrative' style used in the design of the building. The design has a quality and integrity valued by architects, architectural historians and cultural historians.	High
5.	Importance in exhibiting particular aesthetic characteristics valued by a community or cultural group	
	The Bhunga building represents a significant example of an architectural style and typology of a building that is representative of the late Edwardian period. The building has lent itself remarkably well to the changing requirements of its user group over the 83 years that it has been in existence. The building has become a well-known landmark in Mthatha.	High
6.	Importance in demonstrating a high degree of creative or technical achievement at a particular period	
	The design skill used in the arrangements of the plan, the relationships of the three dimensional spatial volumes and the massing and proportions of the external elevations are all demonstrate a significant architectural skill, both by the original architects and those who designed the subsequent additions.	High
7.	Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	
	The people of the Transkei and Mthatha associate the Bhunga Building with important political figures and political groups through this period of Transkei's history, including Matanzima, Sigcau, Poto etc; but most importantly today with the memory of Nelson Mandela.	High
8.	Strong or special association with the life and work of a person, group or organisation of importance in the history of South Africa	
	The Bhunga Building is associated with the following persons or groups - each of differing significance:	
	- Cordeaux, Farrow & Stocks: Architects - based in East London	High

	- James Thompson Building Contractor – from Johannesburg	High
	- The Council Members and staff of the TTGC – from 1927 up until 1934	High
	- Chief Magistrate: William Thomas Walsh and the other District Magistrates involved	High
	- The Council Members and staff of the UTTGC – from 1934 up until 1956	High
	- R.M. Fox Smith and R.M.C. Skinner – Engineer’s Department: UTTGC	Medium
	- The Councillors and staff of the Transkeian Territorial Authority – from 1956 up until 1963	High
	- Johan Jooste: Architect - based in Pretoria;	Medium
	- K D Matanzima: Chief Minister of the Transkei Legislative Assembly	High
	- The Cabinet, representatives and staff of the Transkei Legislative Assembly – from 1963 up to 1976	High
	- Paramount Chief K D Matanzima: President of the Republic of Transkei	High
	- The Cabinet, representatives and staff of the Republic of Transkei Parliament – from 1976 to 1994	High
	- The Council members and staff of the Kei District Council	Low
	- The Council members and staff of the King Sabata Dalinyebo Local Municipality;	Low
	- Nelson Rolihlahla Mandela – past President of South Africa;	High
	- The Council, Director and staff of the Nelson Mandela Museum, Mthatha.	Medium
9.	The significance of the site relating to the history of slavery in South Africa	
	The site and the building have no known association with the history of slavery in South Africa.	None

10.5 Assessment of the impact of the development on heritage resources

The proposed development will have a positive impact on the long-term sustainability and use of the Bhunga Building as a Museum celebrating the life of Nelson Mandela.

10.6 Evaluation of the impact of the development relative to the sustainable social and economic benefits

The continued use of the Bhunga Building will clearly contribute to the cultural status of Mthatha in terms of the Nelson Mandela Museum being a world-class cultural resource. The use of the Museum as a teaching resource will continue to add enormous value to the learning experience of learners in the Transkei. The continued funding (and expansion) of the museum and the additional employment opportunities that arise, ensure important and long-term economic benefits to Mthatha.

10.7 Consultation with interested parties: Social Impact Assessment

Ashwell Adriaan, of Makana Heritage Solutions - a specialist heritage consultancy based in Grahamstown – conducted a Social Impact Assessment (SIA) on behalf of IDA. For the purposes of this assessment he visited the Nelson Mandela Museum to conduct interviews with staff members. He also conducted various other interviews remotely – both telephonically and via e-mail.

The following Heritage Practitioners, Museum Specialists, Authors and Historians were identified and interviewed by him for the SIA:

- Phumeza Mandela Staff Member, Nelson Mandela Museum
- Thembakazi Mvitshane Collections Officer, Nelson Mandela Museum
- Prof Wandile Kuse ex SAHRA chairperson and associated with the Nelson Mandela Museum
- Mda Mda Historian based in Butterworth
- Dr. Luli Callinicos Historian and Heritage Consultant, of Johannesburg; associated with the Nelson Mandela Museum
- Prof Jeff Peires Historian and Heritage Consultant, based at the Cory Library, Rhodes University.

Makana Heritage Solutions structured the interviews, around the following themes:

- Introduction of the research team, description of SIA principles and its relationship to the proposed restoration of Bhunga;
- Opportunities presented to the interviewees for any questions and comments;
- Basic general questions about profession, affiliated institution.
- Knowledge of the proposed activity and source of such knowledge
- Historical background and information about Bhunga Building.
- Its significance to local communities.
- Expected impacts of the activity/restoration.
- How do you think you will be affected?
- Whether Bhunga Building is a heritage site?
- Adaptive reuse and recycling of Bhunga Building.
- Potential and preferred mitigatory measures;
- How do you think these impacts can be minimized?

- How can positive impacts be maximized?

While the full text of the SIA report is available for scrutiny, it has been deemed appropriate to only include the following relevant extracts for easy reference:

Assessment of Impacts

The Proposed restoration is likely to have minimal impacts on the school community, visitors and employees. These impacts will arise due to increased noise and dust. There might also be a positive impact if the restoration work was to implement a local labour procurement policy.

Mitigation entails the empowerment of the entire community of practice. This could be done in a number of ways:

- *Information boards for visitors and school communities.*
- *Advertise on newspapers and websites the process and duration of the work*
- *Minimize visitors during restoration work*
- *Safeguard heritage objects within the working area.*

Finally, according to the respondents there was some degree of certainty regarding the restoration of Bhunga Building and its contribution to the socio-economic development. This research suggests that similar activities of SIA should be adopted as reasonable process for community engagement and negotiation process with affected and interested parties. It is, however, noted that community members need to be informed of the developments, as there is much concern surrounding the future of Nelson Mandela Museum.

Conclusion

In terms of the respondents it is recommended that restoration project should take careful consideration of the historical structure of Bhunga Building. Its historical layers and façade should be saved and preserved for future generations. Furthermore, material used should also compliment with the environment of the area and be sensitive to streetscape. Finally, restoration should go ahead in a sensitive manner as indicated by some respondents.

10.8 Consideration of possible alternatives

Development opportunities on the site are limited – and indeed are restricted to the rear of the building (on the east side) in the area of the existing outbuildings. The current proposals are a limited intervention and are considered appropriate infill without significantly compromising the heritage value of the site or buildings.

One alternative to the current proposals would be for the balance of the adjacent properties on this city block to be purchased and acquired by the Nelson Mandela Museum. This would enable some of the proposed additional facilities to be housed elsewhere but most importantly would permit additional parking to be accommodated.

10.9 Mitigation of any adverse affects

IDA has comprehensively measured up the Bhunga Building and has compiled a set of 'as-built' drawings recording the existing layout. These drawings include the Plans, Site Plan, Sections and Elevations. These drawings will provide an accurate record of the building, as it existed in 2010.

IDA and the author have comprehensively photographed the building. An accurate photographic record of all areas affected by the proposal, as they existed in 2010, has therefore been created.

The temporary disruption to the daily functioning and accessibility of the museum will be completely outweighed by the significant long-term benefits of the proposed Museum Upgrade.

The proposed temporary closure of portions of the museum must be advertised locally and on the Museum web page to ensure that both local communities and foreign visitors are kept apprised of developments in this regard. This will assist in mitigating any potential negative publicity or sentiment against the Museum.

The conversion of the bulk of the cellular office spaces within the 1934 addition will be mitigated by the retention of the 'memory' of the removed walls. Where existing fireplaces occur these will be retained where possible as another 'memory' of the original function of the space. The creation of large open plan Display Areas will also mitigate the loss of the cellular offices.

The construction of the proposed extension at the rear of the building will obscure and modify a small portion of the 1934 façade, which change constitutes a medium to low negative impact. The positive change this addition will make to the future functioning and management of the Museum will however mitigate this impact.

11. CONCLUSION AND RECOMMENDATIONS

The Bhunga Building represents a rich “vein” of tangible evidence of the historic layered development of Mthatha and of the Transkei. A high degree of creative achievement was displayed in the design of the Bhunga Building.

A future for the Bhunga Building as a heritage resource will only be possible if change is permitted. Such limited change, if respectful of the heritage attributes of the Bhunga Building, would become the vehicle for the retention and enhancement of the significance of the building as a heritage resource.

The Proposed Museum Upgrade will facilitate the retention, and enhancement of the heritage significance of the Bhunga Building.

The Heritage Impact Assessment has shown that the Proposed Museum Upgrade will have a high positive impact on the long-term viability and functioning of the Nelson Mandela Museum.

It is recommended that SAHRA provide their approval for the Heritage Impact Assessment under review and that the Proposed Museum Upgrade likewise be approved.

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