DEVELOPMENT AND IMPLEMENTATION OF INDIGENOUS KNOWLEDGE SYSTEMS (IKS) POLICY FOR GAUTENG DEPARTMENT OF SPORT, ARTS, CULTURE AND RECREATION

REPORT OF THE INDIGENOUS KNOWLEDGE SYSTEMS STAKEHOLDER PROVINCIAL POLICY WORKSHOP HELD IN JOHANNESBURG ON 5 JUNE 2009

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1. OPENING

A one day workshop on Indigenous Knowledge Systems (IKS) Provincial Policy development was organised and hosted by the Gauteng Province Department of Sport Arts, Culture and Recreation and facilitated by Khensani Maluleke of the Khensani Heritage Consulting on Friday, June 5 2009.

On the programme, institutional stakeholders were represented by the following speakers: Mr. Hlengani Mabasa from the Department of Arts and Culture (DAC) (standing in for Mr. Mbhazima Makhubele); and Mr. Thomas Auf de Heyde of the Department of Science and Technology (DST).

Professor Pitika Ntuli was invited to deliver a key note address and Dr Otsile Ntsoane summarised the proceedings of the workshop.

In a short welcome speech Ms. Charmaine Botha, representing the Provincial Department of Sport, Arts, Culture and Recreation, underlined the historic importance of the workshop - that defining a policy on IKS for Gauteng Province was long overdue. She noted keen public interest on the subject of IKS reflected in the workshop turnout and as measured in terms of the national departments and provincial structures that were represented – Creative Arts, Griqua Royal Council, Nelson Mandela Family House Museum, Kara Heritage Institute, June 16th Foundation, National House of Traditional Leaders, the South African Association of Traditional Healers, and other organisations.

She commended the Heritage Directorate for their foresight and initiative in working towards a framework for IKS policy for the Gauteng Province.
Ms. Busiswa Gcadinja shared with the participants the purpose and objectives of the workshop. In her remarks, the workshop was set to achieve the following:

- Contribute through discussions and deliberations towards the development of policy guidelines;
- Develop a framework on how to protect, conserve and promote IKS in the Gauteng Province;

Ms. Busiswa Gcadinja during her presentation

Ms. Gcadinja went on to say that the IKS Policy document will not only help the Department of Sports, Arts, Culture and Recreation but also guide other government departments in the application of IKS in their day to day use.

Mr. Khensani Maluleke said it was gratifying that Gauteng Province was the first province to take this initiative and thus assuming a vanguard role. This was consistent with its strategic position as the hub of social and economic development in the country.

Mr. Maluleke underlined that rather than re-invent the wheel, the provincial policy must be harmonised with existing policy initiatives like the Department of Science and Technology IKS Policy (2004), Department of Arts and Culture

2. SYNOPSIS OF THE SITUATION ANALYSIS REPORT

Mr. Maluleke went on to give a situation analysis on the status of IKS in the province and nationally. He noted the multiple and sometimes conflicting definitions of IKS and indicated that the national statutory framework was characterised by the interplay of many legislations, such as the National Heritage Resources Act No 25 (1999), the National Environmental Act (1998), and the National Constitution (1996).

In his presentation Mr. Maluleke also noted world trends in IKS, particularly the policy framework as exemplified by the UNESCO Intangible Heritage Convention and the UNESCO Convention on the Protection and Promotion of Cultural Diversity, which recognise IKS as a cultural expression.

Mr. Maluleke noted the difficulties of defining and applying IKS in the fluid metropolitan environment of the Gauteng Province. The province is a conurbation, a melting pot of diverse peoples from within South Africa and abroad who had brought in their cultural traditions and languages. There was also a marked tendency towards multiculturalism where the various cultures coexisted but within that setting asserted their independence.

Mr. Khensani Maluleke addressing the participants
During a question and answer session, Chief, White of the Khoi expressed concern at the lack of meaningful progress on the Khoi indigenous language development programme. There were many indicators such as lack of commitment including the allocation of educational resources, non-recognition of the language in early childhood education and in primary education, the persistence of slave names, and lack of a policy framework. He also lamented that traditional Khoisan authority structures that had not been restored.

Mr. Mokwena, Director of Heritage, Provincial Department of Sport, Arts, Culture and Recreation suggested that these issues must be resolved at the Constitutional Court because it would be difficult to deal with them effectively in the framework of a Provincial IKS Policy.

Chief White was however not satisfied, he wanted to see synergies and activity through the vertical spectrum of provincial and national government structures.

Mr Essack, Chairperson of the outgoing Provincial Heritage Resources Agency Gauteng (PHRAG) concurred that a policy on IKS must embrace language because IKS is embedded on language. Thus without a clear indigenous language policy and in the face of the pervasive power of English, indigenous languages were endangered, and so was IKS.

A gentleman named Mandla noted that whenever issues of IKS are raised there is a bias towards addressing African issues to the exclusion of other cultures especially white culture. Whites, therefore, felt that they were excluded. However Mr. Neo January of SAHRA said that it would be difficult to turn a programme of redress such as the IKS development policy into an inclusive project.
A representative from the South African Association of Traditional Healers said that it was necessary to recognise where the policy development framework was coming from. A policy of “redress” was about people and their customs and traditions which had been oppressed. It was not going to embrace all “cultures” in a general and non-specific framework.

Mr. Mokwena however insisted that a policy of redress should not marginalise other cultures; otherwise it would be practising apartheid in reverse.

Mr. Maluleke remarked that the issues raised in the debate demonstrated that IKS meant different things to different people.

One delegate said that IKS must be infused into the school curriculum, the inception must take place at lower levels and the subject must unfold wide at higher institutions. This entailed a fundamental overhaul of existing curriculums.

Mr. Thamsanga Mazibuko regretted that it was difficult to find a common ground on languages as history had shown that other communities were reluctant to learn other languages, and it was usually the case that indigenous languages were marginalised.

In light of the debate Mr. Maluleke noted that the development and promotion of indigenous languages underpinned the success of IKS policy.

Ms. Elizabeth Mbat'a of Gauteng Province Archives and Records asked about the status of Tsotsitaal in the framework of IKS policy and language development. The answer was it posed a threat of corrupting indigenous languages.
Dr. Ntsoane said that in developing a policy on IKS we must define our location in the global framework in order to ensure our global competitiveness, we must therefore desist from an isolationist stance which had characterised apartheid. Policy must address among others issues intellectual property rights. Furthermore IKS cannot be expressed in a “fourth language” it must be expressed in the language in which it has been nurtured.

Mr. Ismael Mbokodo of the Nelson Mandela Family Museum recognised the threat of globalisation and cosmopolitanism and that acknowledging traditional practices in a cosmopolitan situation required the aid of a policy framework.

Mr. Bongani Gora of SAC&R Policy Directorate said that language was the lifeblood of culture. He conceded that the cultural landscape in a place like Gauteng was changing rapidly. Intervention was necessary to identify core elements and to find out how they have been enriched by other cultures that have been introduced.

Apart from Language, medicine was a key issue; an integrative approach to preserve medicines, medicinal knowledge and patent them was needed.

Ms. Buyiswa of the Indigenous Knowledge Association of South Africa (IKSSA) identified 5 keys issues as:

- Social issues;
- Institutional arrangements;
- Biotechnology;
- Biodiversity; and
- Technology;
Mr Patrick Matsau of the Gauteng Department of Agriculture, Conservation and Environment said he part of the team that prepared the DST IKS policy. He went on to say that it was necessary to look at use and application of IKS in areas such as

- Climate change;
- HIV and AIDS; and
- Economic development in climate of worldwide economic recession;

3. KEYNOTE ADDRESS BY PROFESSOR PITIKA NTULI

Professor Ntuli’s contribution to academia and the development of IKS in South Africa was acknowledged. He was the Convener of the DST Advisory Committee on IKS Policy making.

In his keynote speech, which was punctuated by historical poetry, he raised many key points. He gave an interesting analogy of the Asian economies which were now overtaking the west because they started off by looking at themselves in a self-definition of who they were.

He said that a collective approach underpinned success at all stages from policy preparation to implementation. He said IKS was predicated on social
cohesion. He noted with satisfaction the direction taken by academic institutions to integrate IKS into learning, viz. the University of Venda, Limpopo and Northwest.

He regretted that while IKS had been infused into the curriculum the problem of implementation has been attributed to shortage teaching skills. Professor Ntuli stressed the need to write a Practical Manual expressed in simple accessible language.

4. ADDRESS BY MR. MABASA OF THE DEPARTMENT OF ARTS AND CULTURE

Mr. H. Mabasa of the DAC standing in for Mr. Makhubele delivered some pointers in terms of how the DAC developed the intangible cultural heritage policy. He informed the participants that DAC had prepared an Intangible Heritage Policy of which IKS was a constituent element. The draft document was due to be tabled before stakeholders. Former Minister Pallo Jordan had played an active role in the project. The policy covered aspects such as documentation and inventorying of the following:

- Intangible Heritage;
- Developing a national list of Intangible Heritage;
- Promotion, protection and transmission of Intangible Heritage;
- Living heritage and social cohesion;

Workshop participants expressed concern that stakeholders had not been involved from the early stages of the project. Mr. Mabasa however told the participants that in fact some stakeholders had been selected to serve in the Ministerial Committee comprising of 13 people to drive the process. Delegates were however still worried that the selection process had not been transparent.
Dr. Ntsoane stressed that in the context of Gauteng Province, IKS should not be associated with rural people who have moved into the inner city. The policy must deal with the urban environment in its entirety.

Mr. Bushy Rakale of the Provincial Department of Sport Arts, Culture and Recreation warned that the Provincial IKS Policy must be defined in the context of the matrix of policies from the national to provincial level.

Mr. Sepokotela of the Traditional Healers Association of South Africa said that the policy must be province-specific but must embrace all disciplines and sub-disciplines of indigenous knowledge.

Mr. Edward Mafadza emphasised the necessity of creating synergies between the government and the provinces. Professor Ntuli said that it did not matter at which level the initiative has been taken, whatever the level, and regardless of which provinces takes a lead role, the IKS policies will share the same philosophical underpinning. But a provincial policy must address province-specific problems, e.g. combating crime.

The key provincial issues were tentatively identified as the following:

1. Gauteng Province is the largest cosmopolitan area in South Africa and is a site of the convergence of many diverse peoples and cultures. IKS policy must embrace the dynamics of socio-cultural plurality. While it is recognised that the province is a melting place for cultures, IKS policy must promote cultural democracy/cultural equity and multiculturalism. IKS must recognise knowledge brought in from outside South Africa;

2. The diversity of religious practices in urban areas which include African Pentecostal churches, initiation schools, Traditional congregational
venues under trees, in open spaces and in the bushes must be incorporated in current and future urban design programmes.

3. Centres of knowledge (Funda centres) must be resuscitated and similar one’s set up with a view to engaging elderly people to teach and promote traditions;

4. Prepare a calendar of cultural events for the province (traditional performances, traditional food fetes, story-telling etc);

5. Municipalities are important stakeholders as they will be responsible for implementing IKS policy and development programmes;

6. Set up infrastructure for intellectual property rights. Practitioners are not willing to share their knowledge and products because they fear that they will give away their rights.

7. Libraries must develop capacity as repositories of indigenous knowledge;

8. Identification and restoration of traditional leadership in the province; presently there is only one king, Kgosi Kekana;

9. IKS must influence urban planning;

10. IKS policy must recognise that there are certain categories of knowledge which are esoteric, whose transmission and use is restricted to specific individuals and therefore cannot be made public or commercialised;
11. All stakeholders must be involved in the preparation of the provincial IKS policy (traditional authorities, institutions and government structures);

12. Family education for early childhood development is recognised as critical to the nurturing if IKS;

5. ADDRESS BY DR. THOMAS AUF DE HEYDE OF THE DEPARTMENT OF SCIENCE AND TECHNOLOGY

Dr. Thomas Auf de Heyde of the Department of Science and Technology made a presentation where he outlined the backdrop to the launch of the DST IKS policy in 2004 and highlighted the four key areas of IKS policy as:

- Affirmation of African cultural values in the face of globalisation;
- Development of services provided by traditional healers;
- Contribution of IK to the economy; and
- Interfacing with other knowledge systems.

Dr. Thomas said that the imperatives for the implementation of the IKS policy were among others strong ministerial backing and increasing interdepartmental cooperation. He went on to say that the establishment of the National Indigenous Knowledge Office (NIKSO) was necessary to ensure that Intellectual property rights are respected.

The Universities of Venda, Limpopo and Northwest have expressed interest to launch a BA degree programme on IKS. DST has received 10 million rands to support IKS projects.
There is a website which outlines the national recording system for IKS, the conditions of accreditation and certification of IKS holders. Dr Thomas Auf de Heyde shared some policy perspectives based on his international experience where he outlined broad areas of interest expressed as follows:

- Subject matter: what are the different categories of IKS that must be promoted;
- Policy objectives;
- Key policy drivers;
- Guarding against misuse, distortion and theft;
- Identification of beneficiaries;
- Institutional arrangements;
- Dealing with spiritual and burial sites respectively?
- How does provincial legislation on IKS interface with national legislation?
- Benefit sharing arrangements;
- Who are the IP issues?
- Identify policy owners?
- What are the incentives, exceptions and limitations?
- What is the Policy and/or Legislative framework;
- Consider the establishment of an interdepartmental Committee;
- Find ways to address cross cutting issues;

During the question and answer session the following issues were raised:

- Exploring the possibility of having an IKS nodule for each discipline;
- It was noted that academic researchers took all the credit for fieldwork without any benefit or credit going to IKS holders who would have provided baseline information;
- It was noted that Indigenous communities were among the most researched subjects but a distinction must be made between commercial research and academic research;
- SAQA will in the future accredit and certify IKS holders;
Mr. Thabo Manetsi of the National Heritage Council said it was necessary to identify protective sanctions inherent in IKS and integrate them into laws and regulations for the protection of IKS and intellectual property rights.

Mr. Thomas Auf de Heyde concurred with Mr. Manetsi and said that protective measures must include:

- Conservation;
- Intellectual property rights regimes;
- Documentation and creation of databases;
- Instituting different levels of access of the databases; and
- Putting in place a system of validation of claims;

Mr. Yousuf Eshak of the PHRAG said that the history of Johannesburg area both prior to and after the establishment of the town carries IKS with respect to the built environment. The Melville koppies are said to have had iron smelting furnaces.
6. PRESENTATION BY MR. KHENSANI MALULEKE
Towards an Implementation Model was a presentation made by Mr. Maluleke. The presentation looked at both gaps on the current National IKS Policy and key issues related to IKS implementation.

Current Gaps on Current National IKS Policy:
- Oral forms of IKS;
- Libraries sustained role in IKS;
- IKS Centres;
- Databases;
- Research Infrastructure;
✓ Human Resources Development (both in academia and public)
✓ Public participation on global IP infrastructure;
✓ Protection of IKS;
✓ Arts and Culture;
✓ Funding to implement various policy imperatives;
✓ Integrating IKS with other national policies and legislation;
✓ Museum content transformation; and
✓ Prototypes of IKS laboratories.

The purpose of the presentation was to raise questions that participants would respond to and deliberate on during commissions. The following questions were given to groups for discussions.

1. What IKS issues are specific to Gauteng Province?
2. What are the key policy drivers?
3. What are the policy objectives?
4. What are the institutional and funding arrangements?

**Group 1 - What are the Key Policy Drivers?**

1. Community Participation and involvement;
2. Transformation, deconstruction, decolonization of the heritage landscape;
3. Create an enabling environment conducive to cultural practices pertaining to IKS;
4. Framework for integration, restoration and revival of IKS in urban spaces, communities, etc;
5. Monitoring and evaluation, implementation;
6. Raise awareness, education and lobbying;
7. Set-up coordinating bodies, community structures, interdepartmental committees in all sphere of government;
8. Create synergy in all IKS Programmes;

**Group 2 – IKS Policy Objectives for the Gauteng Province**

1. Clear and comprehensive definition;
2. Definitions should be in specifics e.g. Definitions of IKS on Health;
3. Implementation of IKS in its various forms;
4. The use of ICT’s to IKS and its storage;
5. The incentives for the holders and how incentives will be provided;
6. How to use NGO’s/CBO’s/interest groups to create awareness of IKS;
7. Identify further groups/stakeholders;
8. Translate policy into an accessible language; and
9. Seek political mandate or buy in.

**Group 3 - Institutional Framework and Funding**

1. Inter-departmental – Policy Development;
2. Inter-governmental – Implementation;
3. Organs of Civil Society – structures (per discipline).

**Financial Arrangement**

1. Suggest an independent Provincial Indigenous Knowledge System (PIKS) Structure that would distribute funds to Sector’s Business Plan reporting to Provincial IKS; and
2. PIKS reports to Inter-dept.
Group 4 – IKS Province Specifics

1. Language e.g. Tsotsi Taal, Scamtho;
2. Fashion e.g. Pantsula;
3. Food;
4. Stokvels in the form of societies;
5. Gold mining;
6. Diversity;
7. Plurality of Gauteng experiences;
8. Apartheid urbanization of JHB;
7. CONCLUSIONS

The workshop outlined the following key issues that had been raised during the workshop as:

1. Language is an important medium for nurturing and transmitting Indigenous Knowledge;
2. The provincial IKS policy must be the outcome of inclusive participation at all stages; all stakeholders must be involved in the preparation of the provincial IKS policy (traditional authorities, institutions and government structures);
3. Municipalities are important stakeholders as they will be responsible for implementing IKS policy and development programmes;
4. Engagement with IKS holders and associated institutions is a critical success factor and must be broad-based;
5. The Provincial IKS policy must be harmonised with other policies as pronounced at national level such as the DST IKS policy (2004) and the NHC Heritage Transformation Charter;
6. Provincial IKS policy must define the relationship between IKS and “living heritage” in terms of SAHRA and DAC;
7. Family education for early childhood development is recognised as critical to the nurturing of IKS;
8. IKS must be infused in basic (elementary) education;
9. The placement of IKS in the public domain must be backed by a comprehensive regime of intellectual property rights legislation to guard against theft and abuse;
10. Funding is critical for policy implementation;
11. IKS policy must address issues that are likely to impact on mankind on a global scale e.g. climate change, natural disasters, environmental degradation and HIV/AIDS;
12. The development and implementation of policy must be supported by research;
13. Libraries play an important role in research and as repositories for IKS;
14. Documentation and development of database of IKS and IKS holders must be key aspects of IKS policy;
15. IKS Policy must recognise the role of families as generators and primary repositories of knowledge;
16. IKS policy must specify institutional arrangements at provincial level;
17. The definition and meaning of IKS in a cosmopolitan context must embrace all knowledge to be encountered in such a context;
18. The provincial IKS policy must be customised to address a number of issues specific to Gauteng Province such as:
   - knowledge production and management in urban/cosmopolitan environments;
   - knowledge production and management in informal settlements;
19. IKS must influence urban planning;
20. IKS policy must recognise the diversity of religious practices in urban areas which include African Pentecostal churches, initiation schools. Traditional congregational venues under trees, in open spaces and in the bushes must be incorporated in current and future urban design programmes;
21. Gauteng Province is the largest cosmopolitan area in South Africa and is a site of the convergence of many diverse peoples and cultures. IKS policy must embrace the dynamics of socio-cultural plurality. While it is recognised that the province is a melting place for cultures, IKS policy must promote cultural democracy/cultural equity and multiculturalism. IKS must recognise knowledge brought in from outside South Africa;
22. Centres of knowledge (Funda centres) must be resuscitated and similar one’s set up with a view to engaging elderly people to teach and promote traditions through an annual cycle (calendar) of cultural
events for the province (traditional performances, traditional food fetes, story-telling etc);

23. IKS policy must advocate for the identification and restoration of traditional leadership in the province; presently there is only one king, Kgosi Kekana;

24. IKS policy must recognise that there are certain categories of knowledge which are esoteric, whose transmission and use is restricted to specific individuals and therefore cannot be made public or commercialised.

8. CLOSING

Ms. Busiswa Gcadinja told the participants that a report of the proceedings of the workshop will be posted on the department’s website. A draft policy document will be prepared and posted on the website to elicit public feedback. It will then be tabled before the Portfolio Committee of the Provincial legislature

In her concluding remarks Ms Busiswa Gcadinja said that the Province had taken this important initiative recognising its status as the social and economic hub of the country. She then gave a vote of thanks.