

HERITAGE WESTERN CAPE

A SHORT GUIDE TO AND POLICY STATEMENT ON GRADING

This guide is devised to satisfy Section 7 of the National Heritage Resources Act, 1999 (Act 25 of 1999) and Regulation 43 published in the *Government Gazette* No 6820 dated 30 May 2003, Notice No 694 dated 30 May 2003 and to assist local authorities and conservation bodies who are engaged in drawing up inventories in order to satisfy Section 30(5) of the Act

Why Grade?

The South African heritage resources management system is based on grading, which provides for assigning the appropriate level of management responsibility to a heritage resource.

What is Grading?

Grading is an important step in the process towards the formal protection of a heritage resource, such as a declaration as a National Heritage Site, Provincial Heritage Site, or, in the case of Grade III heritage resources, the placing of a resource on the Heritage Register. It is not an end in itself, but a means of establishing an appropriate level of management in the process of formal protection.

Who Grades?

Grading may be carried out only by the responsible heritage resources authority, or, in the case of a Grade III heritage resource, by the relevant local authority. Any person may however make recommendations for grading. These are known as field ratings and usually accompany surveys and other reports.

Also, Section 30(5) requires that inventories of heritage resources should be drawn up by local authorities in certain circumstances and, further, Section 30(6) enables anyone to compile or draw up an inventory. Recommendations for grading should be made in whenever an inventory is compiled.

Provincial Heritage Registers and Provincial Inventories

Section 30 of the National Heritage Resources Act requires that the provincial heritage resources authority in each province or region compile a "**heritage register**". This provincial heritage register must list the formally protected heritage resources in the province or region: these are the already declared provincial heritage sites and those local heritage resources which have been placed on the register. Such listing or placing on the heritage register can only take place once the necessary formal procedures have been carried out: as per Section 27 for provincial heritage sites (grade II) and as per Section 30(7) to (11) for local heritage resources (grade III).

It should be noted immediately that the grading of heritage resources as grade I, II or III heritage resources does not afford *formal* protection; and it must be noted that grade II and grade III heritage resources will **not** be *formally* protected until the formal processes have been followed which, in some cases may not ever be completed. In other words, the protection, management and decision-making in respect of all heritage resources that are

graded I, II and III is the responsibility of the provincial heritage resource authorities and is afforded through the **general** protections provided for in Sections 33 to 38 of the NHR Act.

There is no clear and direct reference to a “**provincial inventory**” in the Act, but there is a national “inventory of the national estate” (Section 39) which we presume must be constructed from implied provincial inventories. Further, the provincial heritage resources authorities are responsible for assessing and approving inventories submitted by local authorities and/or by other parties like conservation bodies (Section 30(5)). These inventories must list everything regarded as conservation-worthy including those heritage resources protected only through the general protections.

Accordingly, **the provincial heritage register** lists only formally identified and formally designated provincial sites and local heritage resources; and the **provincial inventory** lists all graded heritage resources worthy of some form of protection under both the formal and general protections of the Act.

Given that as yet no provincial heritage sites have been gazetted and given that no local heritage resources have been placed on the heritage register in the Western Cape since the NHR Act came into effect in April 2000, it is most likely that the provincial **inventory**, compiled from the approved inventories of heritage resources drawn up by local authorities and/or by conservation bodies, will become the primary basis of heritage resource management for the foreseeable future.

Indeed, given that when a local authority compiles or revises their zoning scheme(s) or a spatial development plan of any kind the local authority must compile an inventory of the heritage resources (buildings, structures, sites, areas) within its jurisdiction (Sections 30(5) and 31(1)), it is clear that it is the intention of the NHR Act to oblige local authorities to compile these singularly important tools of heritage resource management.

Grading Committees

Once an inventory and/or field ratings have been done, the survey and the grading proposals should be submitted to Heritage Western Cape, who has the responsibility to list in the heritage register those heritage resources which fulfill the assessment criteria for the various grades.

Grading is a formal process and should be undertaken within the responsible authority by a small grading committee comprising representatives of the responsible heritage authority, as well as other heritage authorities and experts.

Field Rating	Grading (by Heritage Resources Authorities)	Formal Gazette Status	Level of Management	Responsible Heritage Resource Authority
Suggested Grade I	Grade 1	National Heritage Site	National	South African Heritage Resources Agency (SAHRA)
Suggested Grade II	Grade II	Provincial Heritage Site	Provincial	In the Western Cape, it would be Heritage Western Cape
Suggested Grade III	Grade III	Heritage Register	Local	Local Planning Authority

It should be noted that the grading itself does not determine the level of management or which agency is the responsible authority; it is the formally gazetted status that determines which agency is responsible.

Information necessary for grading will depend on the level of grading proposed. A short statement of significance may be sufficient for a Grade III heritage resource, whereas the

SAHRA forms for *Grading and Nomination of a National Heritage Site* require significant prior research. The same will apply to the Heritage Western Cape forms for *Grading and Nomination of a Provincial Heritage Site*.

The Implications of Grading

Grading can have implications for the management of heritage resources, and may change the heritage resource authority responsible for, amongst other things, considering applications for permits or planning approvals.

Archaeological sites: The level of management authority coincides with the Grading level. Grade I archaeological sites are managed by SAHRA, Grade II Archaeological Sites are managed by Heritage Western Cape.

Structures older than 60 years: Authorization for changes remains with Heritage Western Cape until such time as the formal protection measures has been gazetted in terms of section 30(2) of the Act and when the listed as a heritage resource in the Western Cape Heritage Register. This could require cooperation between various spheres of government or levels of authorities with an interest in the site (national, provincial and/or local). Should a heritage authority with the necessary competence other than Heritage Western Cape wish, in the short term, to manage a structure that has been graded, it must investigate provisional protection.

Memorials and public monuments: Public monuments and memorials, including statues, commemorative plaques or cenotaphs should, without it being necessary to be gazetted, be entered in the Western Cape Heritage Register. Planning authorities should include all memorials, public monuments or cenotaphs in the survey of heritage resources that is required in terms of section 30(5) and 31(1) when a spatial development framework should include all memorials and public monuments.

Serial Grading

Sites that may have greater significance, or tell a fuller story when viewed as a group rather than as single sites may be considered for “serial nomination”. Serial nomination allows for the linking of complimentary sites that are being considered for Grade I or II status into a single declaration or for nomination as a heritage area in terms of section 31.

Serial grading or nominations should not be seen as a means of avoiding the establishment a single most appropriate site when dealing with sites of similar type and significance, but must be defensible as having a group significance.

Sites Associated with People or Groups

Issues around the nomination of sites associated with individuals and groups can be complex, and highly contestable. Establishing the sphere of significance of a person or group is difficult, and the decision to memorialise a person can be fraught with subjectivity. Also deciding which site best encapsulates the person can be highly contested and there is a danger of numerous places being declared as heritage sites because of a link with that person. In considering nominations of sites relating to people of national, provincial or local significance, the following issues must be considered:

1. What is the sphere of greatest significance of the person or group – national, provincial, local?
2. Is it the person or an event that is associated with the person or group that is significant? Should rather the event be remembered by means of declaration of a site representing the event?
3. Would a heritage route relating to the person be more appropriate?

4. The place should be associated with a significant aspect of a person or group's contribution.
5. The place associated with a person or group must be compared with other places associated with the person or group to demonstrate that this place is an outstanding example that clearly articulates that association.
6. The number of declared heritage sites relating to a specific person must be limited.
7. The declaration of a series of sites as a serial declaration may in instances be considered if no single site is fully enough representative of the person.
8. Does the place retain enough integrity to convey its significant associations?
9. The person whom the site represents should no longer be living - unless under extraordinary circumstances.

World Heritage Sites in the Western Cape

Several sites in the Western Cape have already been inscribed on UNESCO's World Heritage List. These include Robben Island as well as seven of the eight areas of the Cape Floristic Protected Areas, consisting of more than 550,000ha of land, most of it situated in the Western Cape. These sites are also protected by the Convention concerning the protection of the Natural and Cultural Heritage of the World and the World Heritage Convention Act, 1999 (Act 49 of 1999). World Heritage Sites should also be included when planning authorities compile inventories of heritage resources in their areas of jurisdiction. These should be graded as Grade A sites.

The National Heritage Site Nomination Form

This form must be completed when a site is first put forward for declaration as National Heritage Site. This form provides the basis on which the SAHRA Grading Committee considers the grading of a site as a Grade I site, prior to the nomination dossier being drawn up as part of the process of declaration.

The form provides an excellent indication of the criteria used in assessing whether a site is Grade I or whether it should be considered for Grade II or Grade III status.

The Declaration Flow Chart indicates the process that is followed in taking the proposed declaration of a site to finality as a National Heritage Site.

The Thematic Chart

In evaluating sites proposed for heritage site status, it is useful to consider the significance of the site in terms of a framework of themes developed to assist with understanding the historical development of South Africa and of the Western Cape, and, where considered necessary, at local level. The principle for the Thematic Framework is *activity or event*. By emphasizing the human activities that produced the places we value, and the human response to South Africa's natural environment, places are related to the **processes and stories associated** with them, **rather than to the type or function of place**. Scientific significance can also be determined by developing a thematic framework.

The themes are generic, and designed to be applied and interlinked, regardless of the period or place or the typology of the resource. Two charts listing the National and Provincial Heritage Themes follow the discussion on the Grades below.

Grade I Sites (National Heritage Sites)

Regulation 43 Government Gazette no 6820. 8 No. 24893 30 May 2003, Notice No. 694
Grade I heritage resources are heritage resources with qualities so exceptional that they are of special national significance should be applied to any heritage resource which is

- a) Of outstanding significance in terms of one or more of the criteria set out in section 3(3) of the Act;
- b) Authentic in terms design, materials, workmanship or setting; and is of such universal value and symbolic importance that it can promote human understanding and contribute to nation building, and its loss would significantly diminish the national heritage.

South Africa's National Heritage Sites must as a whole represent the collective and balanced story of our South African consciousness as we understand it today. They must be the key sites which best illustrate the events, peoples and systems which have brought us to our current state of nationhood. They must represent development which occurred in South Africa, from its earliest geological formation, to the beginnings of humanity, and through its peopling - illustrating the traditions, values, conflicts and achievements which formed the South Africa we live in today.

These proposed Grade I sites are so exceptional they are of outstanding significance to South Africa. Such sites should illustrate national themes, and satisfy the criteria set out in Section 3(b3) and Section 7 of the Act, and its regulations. The book of our national heritage sites should tell the story of our South African nationhood and reflect a balanced recognition of all areas of our Heritage.

Grade I sites must enjoy authenticity and carry a universal value and symbolic importance that promotes human understanding and contributes to nation building, and their loss would significantly diminish the national heritage.

When considering potential National Heritage Sites, the following questions should be considered:

1. Is the site of outstanding national significance?
2. Is the site the best possible representative of a national issue, event or group or person of national historical importance?
3. Does it fall within the proposed themes that are to be represented by National Heritage Sites?
4. Does the site contribute to nation building and reconciliation?
5. Does the site illustrate an issue or theme, or the side of an issue **already** represented by an existing National Heritage Site - or would the issue be better represented by another site?
6. Is the site authentic and intact?
7. Should the declaration be part of a serial declaration?
8. Is it appropriate that this site be managed at a national level?
9. What are the implications of not managing the site at national level?

Grade II Sites (Provincial Heritage Sites)

***Regulation 43 Government Gazette no 6820. 8 No. 24893 30 May 2003,
Notice No. 694***

Grade II heritage resources are those with special qualities which make them significant in the context of a province or region and should be applied to any heritage resource which -

- a) is of great significance in terms of one or more of the criteria set out in section 3(3) of the Act; and
- (b) enriches the understanding of cultural, historical, social and scientific development in the province or region in which it is situated, but that does not fulfil the criteria for Grade 1 status.

Sites graded as Grade II sites must enjoy a provincial sphere of significance, while satisfying the requirements of Section 3(3) and Section 7 of the Act, and its regulations.

Grade II sites are so special that they need to be given a status beyond being granted recognition by being entered in the heritage register, but are not of outstanding national

significance. They may be rare examples of their kind, or otherwise be highly representative of a type. They may connect closely to an event or figure of provincial/regional significance. They may fall under the national themes, or under provincial themes.

Grade II sites should enrich the understanding of the cultural, historical, social and scientific development of the Western Cape and of region in which it is situated. The intrinsic, comparative and contextual significance of the heritage resource will be determined and the responsibility of the management to be allocated in terms of section 8 of the Act will be determined in the grading process.

Grade II sites may include, but are not limited to –

- (a) places, buildings, structures and immovable equipment of cultural significance;
- (b) places to which oral traditions are attached or which are associated with living heritage;
- (c) historical settlements and townscapes;
- (d) landscapes and natural features of cultural significance;
- (e) geological sites of scientific or cultural importance;
- (f) archaeological and palaeontological sites;
- (g) graves and burial grounds;
- (h) sites of significance relating to the history of slavery in the Western Cape

The cultural significance or other special value that Grade II sites may have, could include, but are not limited to -

- (a) its importance in the community or pattern of the history of the Western Cape
- (b) the uncommon, rare or endangered aspects that it possess reflecting the Western Cape's natural or cultural heritage
- (c) the potential that the site may yield information that will contribute to an understanding of the Western Cape's natural or cultural heritage;
- (d) its importance in demonstrating the principal characteristics of a particular class of the Western Cape's natural or cultural places or objects;
- (e) its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group in the Western Cape
- (f) its importance in demonstrating a high degree of creative or technical achievement at a particular period in the development or history of the Western Cape
- (g) its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- (h) its strong or special association with the life or work of a person, group or organization of importance in the history of the Western Cape; and
- (i) sites of significance relating to the history of slavery in the Western Cape.

Grade III (Local Heritage Resources)

***Regulation 43 Government Gazette no 6820. 8 No. 24893 30 May 2003,
Notice No. 694***

Grade III heritage resources worthy of conservation should be applied to any heritage resource which

- (a) fulfils one or more of the criteria set out in section 3(3) of the Act ; or
- (b) in the case of a site contributes to the environmental quality or cultural significance of a larger area which fulfils one of the above criteria, but that does not fulfill the criteria for Grade 2 status.

Experience has shown that it is necessary to separate the Grade III category of heritage resources into sub-categories to enable effective management of this category, but the sub-divisions should be simple and easily understood and easily differentiated both in terms of significance and with respect to the implications for protection and management.

It is suggested the grade III category be sub-divided into three sub-categories and it is suggested that the first of these two sub-categories be for heritage resources of local significance and of sufficient significance to be placed on the heritage register. It should be noted immediately that such heritage resources must also be protected through the local zoning scheme or a local by-law: it is recommended that the zoning scheme be preferred for the simple reason that every local authority has a zoning scheme and there are bureaucratic mechanisms responsible for its administration. Drawing up a separate by-law to deal with all heritage-related matters is likely to be extremely time-consuming, is confusing for all parties and finding staff for its administration is unlikely to be successful. Accordingly, it is strongly recommended that heritage by-laws not be proposed until the capacities of heritage resource management agencies reach new levels.

Grade IIIA and IIIB heritage resources, which have sufficient significance to be protected for their individual intrinsic merit, will ultimately be protected by being listed on the provincial heritage register and accommodated in the local zoning scheme. However, it should be noted that placing them on the heritage register may take some time and it is, therefore, recommended that all grade IIIA and IIIB heritage resources be automatically subject to the zoning scheme controls as soon as their grading is confirmed through the approval of the local inventory by the provincial heritage resources authority.

Grade IIIC heritage resources, which are significant primarily because of their contextual significance, are not sufficiently significant to be listed on the provincial heritage register and will be protected only if they are inside conservation areas (heritage areas) declared as such in terms of the local zoning scheme (or in terms of Section 31), although they will continue to be protected through the mechanisms of Sections 34 (the sixty-year clause) and 38 (which enables heritage impact assessments) to the extent that those provisions apply.

Grade IIIA

This grading is applied to buildings and sites that have sufficient intrinsic significance to be regarded as local heritage resources; and are significant enough to warrant *any* alteration being regulated. The significances of these buildings and/or sites should include at least some of the following characteristics:

- Highly significant association with a:
 - historic person
 - social grouping
 - historic events
 - historical activities or roles
 - public memory
- Historical and/or visual-spatial landmark within a place
- High architectural quality, well-constructed and of fine materials
- Historical fabric is mostly intact (this fabric may be layered historically and/or past damage should be easily reversible)
- Fabric dates to the early origins of a place
- Fabric clearly illustrates an historical period in the evolution of a place
- Fabric clearly illustrates the key uses and roles of a place over time
- Contributes significantly to the environmental quality of a Grade I or Grade II heritage resource or a conservation/heritage area

Such buildings and sites may be representative, being excellent examples of their kind, or may be rare: as such they should receive maximum protection at local level.

Grade IIIB

This grading is applied to buildings and/or sites of a marginally lesser significance than grade IIIA; and such marginally lesser significance militates against the regulation of internal alterations. Such buildings and sites may have similar significances to those of a grade IIIA building or site, but to a lesser degree.

Like grade IIIA buildings and sites, such buildings and sites may be representative, being excellent examples of their kind, or may be rare, but less so than grade IIIA examples: as such they should receive less stringent protection than grade IIIA buildings and sites at local level and internal alterations should not be regulated (in this context).

Grade IIIC

This grading is applied to buildings and/or sites whose significance is, in large part, a significance that contributes to the character or significance of the environs.

These buildings and sites should, as a consequence, only be protected and regulated *if the significance of the environs is sufficient to warrant protective measures*. In other words, these buildings and/or sites will only be protected if they are within declared conservation or heritage areas.

Local Authorities' Responsibilities vis a vis Buildings and Sites Listed on the Provincial Heritage Register

Once an inventory has been compiled by a local authority or conservation body, submitted to and approved by the provincial heritage resources authority, that authority must consult the owners of the properties proposed to be listed on the provincial heritage register and gazette the listing (Section 30(7) and (9)). Thereafter, and within six months of the gazetting, the local authority must provide for the protection and regulation of the listed buildings and sites through provisions in its zoning scheme (or in a heritage-related by-law, but this option is advised against).

It is suggested that local authorities use the model clauses outlined below for such purposes. The model clauses provide for the protection and management of grade IIIA and IIIB buildings and sites and also include a model clause creating conservation areas and regulating development within such areas.

Grade IIIA Proposed Clause in Local Zoning Scheme

No grade IIIA building or structure and/or listed on the Provincial Heritage Register shall be demolished, altered or extended nor shall any new building or structure be erected on the property occupied by such building or structure without the Municipality's special consent; the Municipality shall take account of the provincial heritage resources authority's requirements; and the Municipality shall not grant its special consent if such proposed demolition, alteration, extension or new building or structure will be detrimental to the character and/or significance of the building or structure.

Grade IIIB Proposed Clause in Local Zoning Scheme

No grade IIIB building or structure and/or listed on the Provincial Heritage Register, other than an internal wall, surface or component, shall be demolished, altered or extended nor shall any new building or structure be erected on the property occupied by such building or structure without the Municipality's special consent; the Municipality shall take account of the provincial heritage resources authority's requirements; and the Municipality shall not grant its special consent if such proposed

demolition, alteration, extension or new building or structure will be detrimental to the character and/or significance of the building or structure.

Conservation Area Proposed Clause in Local Zoning Scheme

(1) The following provisions shall apply within an area listed in the Table hereunder and depicted on the Zoning Map as being a Conservation Area :

(i) no building or structure other than an internal wall or partition therein shall be demolished or erected unless written application has been made to the Municipality and the Municipality has granted its special consent thereto;

(ii) the Municipality shall not give its special consent if such demolition, alteration, extension or erection, as the case may be, will be detrimental to the protection and/or maintenance and/or enhancement of the architectural, aesthetic and/or historical character and/or significance, as the case may be, of the area in which such demolition, alteration, extension or erection is proposed.

(2) The areas listed in Column 1 of the following Table are designated as Conservation Areas as defined in the plans listed in Column 2 of such Table.

Exemptions from the need to Obtain Permits to Section 34 (the Sixty-Year Clause)

Once an inventory of heritage resources has been undertaken and approved by the provincial heritage resources authority (that is, Heritage Western Cape), the provincial heritage resources authority may exempt the property owners in the surveyed area from the need to make applications for permits to undertake works on buildings and structures more than sixty years old but not graded in the area surveyed:

Section 34(3)

The provincial heritage resources authority may at its discretion, by notice in the Provincial Gazette, make an exemption from the requirements of subsection (1) within a defined geographical area, or for certain defined categories of site within a defined geographical area, provided that it is satisfied that heritage resources falling into the defined area or category have been identified and are adequately provided for in terms of the provisions of Part 1 of this Chapter.

It should be noted that, apart from the obvious advantages of the simple *identification* of heritage resources and their relative significances to all parties, **the exemption of ungraded properties from heritage-related scrutinies must be a considerable benefit** to property owners, to the local authority and to the heritage resources authority alike.

Grade A

World Heritage sites inscribed on the World Heritage List of UNESCO should be indicated in the surveys and should be graded Grade A sites.

Should you have comments or suggestions or wish to make enquiries regarding the grading of heritage resources, please do not hesitate to contact Heritage Western Cape at Private Bag X9067, Cape Town or by e-mail on hwc@pgwc.gov.za.

Policy Statement on Status of Gradings of Sites

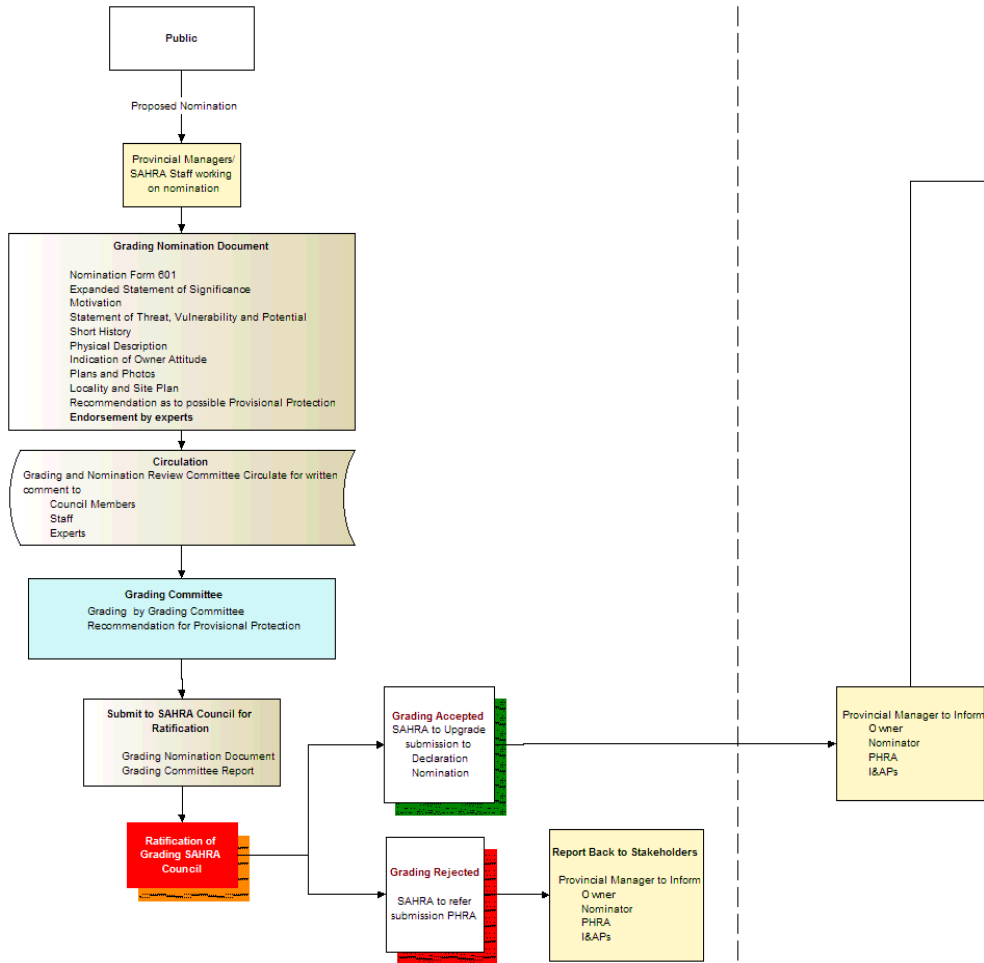
The grading of a site by the staff or committee of HWC that has most recently considered the grade of the site is regarded as the standing grading unless the Council has decided on a grading in which case such grading is binding on all decision makers.



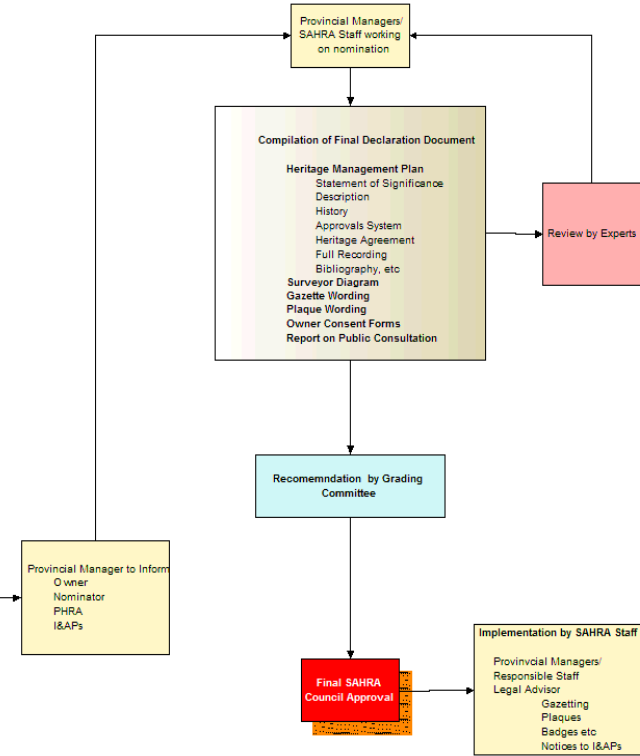
CHIEF EXECUTIVE OFFICER AND ACCOUNTING AUTHORITY

12 July 2012

Grading Flow Chart



Declaration Flow Chart



National Heritage Themes

Development of the Natural Environment

1. Climatic, geological and topographical events
2. The emergence of South African plants and animals
3. Scientifically diverse or significant environments
4. Appreciating the natural wonders of South Africa
5. Evolution of our early human ancestors and their relatives
6. Evolution of modern humans

Advent of Our Peoples

1. South Africa's earliest inhabitants
2. Migrating, arrival and settling
3. The displacing of peoples and resisting displacement
4. Interaction between different peoples within South Africa
5. Settlement patterns

Way of Life

1. Tradition, custom, belief, values
2. The life cycle
3. Social and labour practices
4. Arts and cultural expression
5. Integration, adaptation and coexistence
6. Emergence of a national identity
7. Heroes and happenings

Governance and the Political Landscape

1. Interaction with powers outside South Africa
2. Defending South Africa
3. Systems of Governance and resistance
4. Institutions and Movement
5. Administering South Africa
 - a. Systems of Governance
 - b. Law
 - c. Health
 - d. Welfare
 - e. Social Systems and slavery
 - f. Labour

Developing South Africa

1. Living off the Land
 - a. Adaptation to and use of local conditions
 - b. Adaptation of local environments
2. Development of Infrastructure, Industry, Technology, and Education
 - a. Agriculture
 - b. Technology and medicine
 - c. Mining
 - d. Transport and Communication
 - e. Manufacturing and Construction
 - f. Maritime development
3. Exploration and mapping
4. South African achievement

5. Exploration and mapping
6. The achievements of the Western Cape and its inhabitants

Example of Local Heritage Themes: Overstrand Municipality

Period	Predominant themes impacting the landscape	Evidence in the physical fabric of the place
<i>Early History</i>	<ul style="list-style-type: none"> • Use of the area by small groups of hunter-gatherers • Seasonal Use of the landscape 	<ul style="list-style-type: none"> • Cave Dwellings • Shell middens • Fish Traps
<i>Pre-Colonial Landscape</i>	<ul style="list-style-type: none"> • Semi-nomadic pastoral existence • Development of small village settlements (Matjieshuise) related to water sources • Development of trails related to movement of cattle/sheep and people 	<ul style="list-style-type: none"> • Present movement routes reflecting early stock trails and VOC trading routes • Archaeological evidence of early Cape Herder kraals to be established
<i>Dutch Colonial Period (1652-1806)</i>	<ul style="list-style-type: none"> • Early contact between settlers and khoi-khoi; competition for grazing and land • Development of early stock farms beyond the recognised boundaries of the Cape • Gradual displacement of the Cape Herders and settlement of farmers at a number of "Veeposten" in the study area • The use of the area by runaway slaves, strandlopers, deserters and sailors ("Drosters") 	<ul style="list-style-type: none"> • Cadastral boundaries reflecting early tenure systems • Outspan areas at river crossings (only names remain) • Farmsteads dating from the late 18th century. (eg Kleinriviers Valle (Stanford)) • Little Physical Evidence of "Veeposten" remain • Archaeological evidence in caves (Rooiels Cave)
<i>British Colonial Period</i>	<ul style="list-style-type: none"> • Increasing evidence of perpetual quitrent tenure grants • Increasing permanence of farming activity • Development of other agricultural enterprises eg. Flower farming and apple farming • Development of subsistence fishing activity • Emergence of small villages • Upgrading of transport routes and public works programmes • Use of study area for outcasts from Cape Town Society • Need for local timber industry related to the discovery of gold and diamonds in the Vaal triangle • Planting of exotic trees, mostly non-invasive, to act as windbreaks and to provide shade for homesteads and villages 	<ul style="list-style-type: none"> • Reflected in cadastral pattern in the landscape • Development of substantial homesteads • Continuing evidence of flower farming activity, particularly in Kleinmond vicinity, and apple farming in the Grabouw area • Local Fishing communities at Kleinmond, De Kelders, Buffelsjag • Continued existence of early fabric in Sandown bay (Kleinmond), Hermanuspietersfontein, Stanford and Baardskeerdersbos by 1850; Hawston (1860), Onrust (1903) • Extension of the railway line to Caledon in 1902 • Hemel and Aarde leper colony to 1847 • Commercial timber farms in Grabouw district • Late 19th century fish factory remains a Sea farm • Characteristic windbreaks and clumps of trees evident in the landscape
<i>Period of Union and the Apartheid Republic Period</i>	<ul style="list-style-type: none"> • Displacement of local communities in terms of Group Areas legislation • Attitude to what constitutes a heritage resource in the 1960s • Strategic location and nature of landform providing opportunities for surveillance and warning • Enduring role of the area as a place for social recreation and fishing • Formal acknowledgement of areas of high scenic beauty, environmental quality and botanical richness 	<ul style="list-style-type: none"> • Character of Jongensklip harbour at Kleinmond and adjacent relocated housing estate • Proclamation of Verwoerd's holiday house as a national monument • Existence of large number of camping and caravan sites, hotels • Remaining fabric of fishing industry at Stony Point • Declaration of UNESCO Kogelberg Biosphere and large number of declared nature areas

A heritage study which formed part of the Spatial Development Framework (SDF) for the entire Overstrand Municipality was conducted by Nicholas Baumann. This study was compiled in terms of the Municipal Systems Act (No. 32 of 2000). The matrix of heritage themes above is reproduced with the kind permission of Dr. Baumann.

Appendix A

REGULATION 43 TO THE REGULATION GAZETTE NO 6820

NOTICE 694 PUBLISHED IN THE GOVERNMENT GAZETTE NO. 24893 DATED 30 MAY 2003

Grading system and criteria

43. The criteria to be applied in assessing the significance of a heritage resource are as follows :
- (1) Grade 1 Heritage resources with qualities so exceptional that they are of special national significance should be applied to any heritage resource which is
- a) Of outstanding significance in terms of one or more of the criteria set out in section 3(3) of the Act;
 - b) Authentic in terms design, materials, workmanship or setting; and is of such universal value and symbolic importance that it can promote human understanding and contribute to nation building, and its loss would significantly diminish the national heritage.
- (2) Grade II Heritage resources with special qualities which make them significant in the context of a province or region should be applied to any heritage which
- a) Is of great significance in terms of one or more of the criteria set out in section 3(3) of the Act; and
 - b) enriches the understanding of cultural, historical, social and scientific development in the province or region in which it is situated, but that does not fulfill the criteria for Grade 1 status.
- (3) Grade III Heritage resources worthy of conservation should be applied to any heritage resource which-
- (a) fulfils one or more of the criteria set out in section 3(3) of the Act ; or
 - (b) in the case of a site contributes to the environmental quality or cultural significance of a larger area which fulfils one of the above criteria, but that does not fulfill the criteria for Grade 2 status.

NATIONAL HERITAGE RESOURCES ACT, 1999 (ACT 25 OF 1999)

Section 7

Heritage assessment criteria and grading

7. (1) SAHRA, in consultation with the Minister and the MEC of every province, must by regulation establish a system of grading of places and objects which form part of the national estate, and which distinguishes between at least the categories-

(a) Grade I: Heritage resources with qualities so exceptional that they are of special national significance;

(b) Grade II: Heritage resources which, although forming part of the national estate, can be considered to have special qualities which make them significant within the context of a province or a region; and

(c) Grade III: Other heritage resources worthy of conservation,

and which prescribes heritage resources assessment criteria, consistent with the criteria set out in section 3(3), which must be used by a heritage resources authority or a local authority to assess the intrinsic, comparative and contextual significance of a heritage resource and the relative benefits and costs of its protection, so that the appropriate level of grading of the resource and the consequent responsibility for its management may be allocated in terms of section 8.

(2) A heritage resources authority may prescribe detailed heritage assessment criteria, consistent with the criteria set out in section 3(3), for the assessment of Grade II and Grade III heritage resources in a province.

Section 3(3)

The National Estate

Without limiting the generality of subsections (1) and (2), a place or object is to be considered part of the national estate if it has cultural significance or other special value because of-

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

Official Use
File Ref:.....
Site Ref:.....
Grade 1:.....
Committee Date:.....

SAHRA

111 Harrington Street
Cape Town, 8001
Tel: 021 4624502 Fax: 021 4624509 E-mail: info@sahra.org.za
Web Page: www.SAHRA.org.za

National Heritage Site Nomination Form

This form precedes the submission of the 'Nomination Document' and is designed to assist with the grading of heritage resources in terms Section 3(3) of the National Heritage Resources Act, as part of the process of declaration as a National Heritage Site (Section 27). Nominated heritage resources that are of special national significance will be graded as Grade 1 and considered for National Heritage Site status.

Proposed National Heritage Site:.....

Brief Statement of Significance: *(A full statement of significance is required as an attachment)*

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Proposed By: **Date Proposed:**

Contact Details:

Name of Property:.....

Street Number and Street:.....

Suburb:

Town:..... **District:**.....

Cadastral Information

Erf/ Farm Number:.....

Registration Division:.....

Longitude:.....

Latitude:.....

Map Reference:..... **Recording Method:**

Type of Resource

- Place
- Structure
- Archaeological Site
- Palaeontological Site
- Geological Feature
- Grave

- Do moveable objects relating to the site form part of the Nomination?
- Serial nomination (Is more than one site being nominated as part of a 'Joint Nomination')

(For serial nominations, complete one form for each site, supply additional details about the information relating to the relation of the sites, and the management and phasing of proposed nomination be attached).

Sphere of Significance	High	Med	Low
International	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
National	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provincial	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Regional	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Local	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Specialist group or community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

What other similar sites may be compared to the site? How does the site compare to these sites?

.....
(Please expand on separate sheet)

Owner:

.....
(If state-owned; responsible department and official position of contact)

Postal Address:.....

Telephone:..... **Fax:** **Cell:**

E-Mail: **Web Page:**

Contact Person: *(If different from above. Please supply contact details)*

- * Expanded statement of significance; *(Refer specifically to significance criteria listed below)*
- * Motivation for declaration as a National Heritage Site, including potential, threats and vulnerabilities;
- * Short history of the place;
- * Physical description of the heritage resource;
- * Locality plan (map) and Site Plan;
- * Photographs and plans;
- ** List of moveable objects relating to site that are proposed as part of nomination, or for archaeological or palaeontological site ;list of repositories where these are housed;
- ** Bibliography of documentation relating to the heritage resource;
- ** Statement of current protections and restrictions (e.g. previous national monument; register of immoveable property; conservation area; current zoning; servitudes);
- ** List any heritage organizations consulted and their comments on the proposed nomination.
- *** Site plan (with proposed site boundaries);
- *** Conservation or management plans (send immediately if any exist);
- *** Heritage Agreement (if required).

(Please supply those marked () with this nomination form, as well as any others that are already available. Those marked (**) will be requested when the proposal first goes to SAHRA Council for endorsement (Tentative List of National Heritage Sites). Those marked (***) will be required when the Nomination goes to the following Council Meeting for approval as a National Heritage Site).*

Indicate with a tick

Comment where appropriate.
Indicate sphere of significance:
i.e. National, Provincial, Local
and degree of significance: i.e.
High, Medium or Low.

Type of Significance

1. Historical Value

a. It is important in the community, or pattern of history

- i. Importance in the evolution of cultural landscapes and settlement patterns
- ii. Importance in exhibiting density, richness or diversity of cultural features illustrating the human occupation and evolution of the nation, Province, region or locality.
- iii. Importance for association with events, developments or cultural phases that have had a significant role in the human occupation and evolution of the nation, Province, region or community.
- iv. Importance as an example for technical, creative, design or artistic excellence, innovation or achievement in a particular period

b. It has strong or special association with the life or work of a person, group or organisation of importance in history

- i. Importance for close associations with individuals, groups or organisations whose life, works or activities have been significant within the history of the nation, Province, region or community.

c. It has significance relating to the history of slavery

- i. Importance for a direct link to the history of slavery in South Africa.

2. Aesthetic Value

a. It is important in exhibiting particular aesthetic characteristics valued by a community or cultural group

- i. Importance to a community for aesthetic characteristics held in high esteem or otherwise valued by the community.
- ii. Importance for its creative, design or artistic excellence, innovation or achievement.
- iii. Importance for its contribution to the aesthetic values of the setting demonstrated by a landmark quality or having impact on important vistas or otherwise contributing to the identified aesthetic qualities of the cultural environs or the natural landscape within which it is located.
- iv. In the case of an historic precinct, importance for the aesthetic character created by the individual components which collectively form a significant streetscape, townscape or cultural environment.

3. Scientific Value

a. It has potential to yield information that will contribute to an understanding of natural or cultural heritage

- i. Importance for information contributing to a wider understanding of natural or cultural history by virtue of its use as a research site, teaching site, type locality, reference or benchmark site.
- ii. Importance for information contributing to a wider understanding of the origin of the universe or of the development of the earth.
- iii. Importance for information contributing to a wider understanding of the origin of life; the development of plant or animal species, or the

biological or cultural development of hominid or human species.

- iv. Importance for its potential to yield information contributing to wider understanding of the history of human occupation of the nation, Province, region or locality.

b. It is important in demonstrating a high degree of creative or technical achievement at a particular period

- i. Importance for its technical innovation or achievement.

4. Social Value

a. It has strong or special association with a particular community or cultural group for social, cultural or spiritual reasons

- i. Importance as a place highly valued by a community or cultural group for reasons of social, cultural, religious, spiritual, symbolic, aesthetic or educational associations.
- ii. Importance in contributing to a community's sense of place.

Degrees of Significance

5. Rarity:

a. It possesses uncommon, rare or endangered aspects of natural or cultural heritage

- i. Importance for rare, endangered or uncommon structures, landscapes or phenomena.
- ii. Importance in demonstrating a distinctive way of life, custom, process, land-use, function or design no longer practiced in, or in danger of being lost from, or of exceptional interest to the nation, Province, region or locality.

6. Representivity:

a. It is important in demonstrating the principal characteristics of a particular class of natural or cultural places or objects

- i. Importance in demonstrating the principal characteristics of a range of landscapes or environments, the attributes of which identify as being characteristic of its class.
- ii. Importance in demonstrating the principal characteristics of human activities (including way of life, philosophy, custom, process, land-use, function, design or technique) in the environment of the nation, Province, region or locality.

Signature:.....

Date:.....

HERITAGE WESTERN CAPE
The Provincial Heritage Authority of the Western Cape
Private Bag X9067, Cape Town, 8001
Tel: 021 483 9695 Fax: 021 483 9842

Provincial Heritage Site Nomination Form

This form precedes the submission of the 'Nomination Document' and is designed to assist with the grading of heritage resources in terms Section 3(3) of the National Heritage Resources Act, as part of the process of declaration as a Provincial Heritage Site (Section 27). Nominated heritage resources that are of special provincial significance will be graded as Grade 2 and considered for Provincial Heritage Site status.

Proposed Provincial Heritage Site:

Brief Statement of Significance: *(A full statement of significance is required as an attachment)*

.....
.....
.....
.....
.....
.....
.....

Proposed By: **Date Proposed:**

Contact Details:

Name of Property:

Street Number and Street:

Suburb:

Town: **District:**

Cadastral Information

Erf/ Farm Number:

Registration Division:

Longitude:

Latitude:

Map Reference: **Recording Method:**

Type of Resource

- Place
- Structure
- Archaeological Site
- Palaeontological Site
- Geological Feature
- Grave

- Do moveable objects relating to the site form part of the Nomination?
- Serial nomination (Is more than one site being nominated as part of a 'Joint Nomination')

(For serial nominations, complete one form for each site, supply additional details about the information relating to the relation of the sites, and the management and phasing of proposed nomination be attached).

Sphere of Significance High Med Low

- International
- National
- Provincial
- Regional
- Local
- Specialist group or community

What other similar sites may be compared to the site? How does the site compare to these sites?

.....

.....

(Please expand on separate sheet)

Owner:

(If state-owned; responsible department and official position of contact)

Postal Address:

Telephone: **Fax:** **Cell:**

E-Mail: **Web Page:**

Contact Person: *(If different from above. Please supply contact details)*

.....

- * Expanded statement of significance; *(Refer specifically to significance criteria listed below)*
- * Motivation for declaration as a Provincial Heritage Site, including potential, threats and vulnerabilities;
- * Short history of the place;
- * Physical description of the heritage resource;
- * Locality plan (map) and Site Plan;
- * Photographs and plans;
- ** List of moveable objects relating to site that are proposed as part of nomination, or for archaeological or palaeontological site ;list of repositories where these are housed;
- ** Bibliography of documentation relating to the heritage resource;
- ** Statement of current protections and restrictions (e.g. previous national monument; register of immoveable property; conservation area; current zoning; servitudes);
- ** List any heritage organizations consulted and their comments on the proposed nomination.
- *** Site plan (with proposed site boundaries);
- *** Conservation or management plans (send immediately if any exist);
- *** Heritage Agreement (if required).

(Please supply those marked () with this nomination form, as well as any others that are already available. Those marked (**) will be requested when the proposal first goes to HWC Council for endorsement (Tentative List of Provincial Heritage Sites). Those marked (***) will be required when the Nomination goes to the following Council Meeting for approval as a Provincial Heritage Site).*

Type of Significance

Historical Value

It is important in the community, or pattern of history

Importance in the evolution of cultural landscapes and settlement patterns

Importance in exhibiting density, richness or diversity of cultural features illustrating the human occupation and evolution of the nation, Province, region or locality.

Importance for association with events, developments or cultural phases that have had a significant role in the human occupation and evolution of the nation, Province, region or community.

Importance as an example for technical, creative, design or artistic excellence, innovation or achievement in a particular period

It has strong or special association with the life or work of a person, group or organisation of importance in history

Importance for close associations with individuals, groups or organisations whose life, works or activities have been significant within the history of the nation, Province, region or community.

It has significance relating to the history of slavery

Importance for a direct link to the history of slavery in South Africa.

Aesthetic Value

It is important in exhibiting particular aesthetic characteristics valued by a community or cultural group

Importance to a community for aesthetic characteristics held in high esteem or otherwise valued by the community

Importance for its creative, design or artistic excellence, innovation or achievement.

Importance for its contribution to the aesthetic values of the setting demonstrated by a landmark quality or having impact on important vistas or otherwise contributing to the identified aesthetic qualities of the cultural environs or the natural landscape within which it is located.

In the case of an historic precinct, importance for the aesthetic character created by the individual components which collectively form a significant streetscape, townscape or cultural environment.

Scientific Value

It has potential to yield information that will contribute to an **understanding of natural or cultural heritage**

Importance for information contributing to a wider understanding of natural or cultural history by virtue of its use as a research site, teaching site, type locality, reference or benchmark site.

Importance because information about the site contributes to a wider understanding of the origin of the universe or of the development of the earth.

Importance for information contributing to a wider understanding of the origin of life; the development of plant or animal species, or the biological or cultural development of hominid or human species.

Importance for its potential to yield information contributing to a wider understanding of the history of human occupation of the nation, Province, region or locality.

It is important in demonstrating a high degree of creative or technical achievement at a particular period

Importance for its technical innovation or achievement.

Social Value

It has strong or special association with a particular community or cultural group for social, cultural or spiritual reasons

Importance as a place highly valued by a community or cultural group for reasons of social, cultural, religious, spiritual, symbolic, aesthetic or educational associations.

Importance in contributing to a community’s sense of place.

Degrees of Significance

Rarity:

It possesses uncommon, rare or endangered **aspects of natural or cultural heritage**

Importance for rare, endangered or uncommon structures, landscapes or phenomena.

Importance in demonstrating a distinctive way of life, custom, process, land-use, function or design no longer practiced in, or in danger of being lost from, or of exceptional interest to the nation, Province, region or locality.

Representivity:

It is important in demonstrating the principal characteristics of a particular class of natural or cultural places or objects

Importance in demonstrating the principal characteristics of a range of landscapes or environments, the attributes of which identify it as being characteristic of its class.

Importance in demonstrating the principal characteristics of human activities (including way of life, philosophy, custom, process, land-use, function, design or technique) in the environment of the nation, Province, region or locality.

Signature:.....

Date:.....

HERITAGE RESOURCES AND THE WESTERN CAPE SPATIAL DEVELOPMENT PLAN

Fossil heritage of the Western Cape

Southern Africa can claim a better fossil record than any of the other southern hemisphere continental regions, all of which were once part of the huge Supercontinent Gondwana. The Western Cape in particular enjoys the richest and most diverse palaeontological heritage of all our provinces, with a fossil record stretching back from the geological recent past for well over 700 million years.

Precambrian to Mesozoic fossil record

The oldest fossils recorded in the province are bacterial mounds (stromatolites), planktonic algae and burrows made by primitive multicellular animals in shallow seas of the Late Precambrian to Early Cambrian period, some 740 to 530 million years ago. These key fossils come from the Little Karoo and southern Namaqualand. Excellent outcrops of sedimentary rocks of Early to Mid Palaeozoic age in the Cape Fold Mountains record the history of shallow marine and coastal life at high southern latitudes over a time period of over 150 million years. For much of this time, southern Africa lay close to - or even over - the South Pole! Fossil highlights include well-preserved remains of primitive jawless fish from the Table Mountain Group (440 million years old) as well as rich assemblages of marine shellfish, primitive sharks and armoured fish from the Devonian Period (390 to 360 mya). Complete fossils of bony fish and 1.5m-long water scorpions from the Carboniferous Period (345 mya) also occur here. In the Western Cape interior the Great Karoo region is famous worldwide for skeletons of the earliest aquatic reptiles as well as for an unparalleled fossil record of the first complex terrestrial ecosystems of Late Permian age (about 260-250 mya). A fascinating fauna of extinct reptiles, mammal-like reptiles (therapsids), amphibians and fish, together with petrified wood and fossil leaves, has been collected from the Beaufort West area and elsewhere since the 1830s. Bones and teeth of large, lumbering herbivores such as the two-tusked dicynodonts and their sabre-toothed predators, the gorgons, record ancient Karoo wildlife over 30 million years *before* the first dinosaurs evolved! Fossil plants and rare specimens of dinosaurs in Cretaceous sediments of the Little Karoo suggest that much remains to be discovered here about extinct life during the Mesozoic Era.

Cenozoic fossil record

The Cenozoic, otherwise known as the "Age of Mammals", refers to the era of "New Life" that followed the abrupt end of the dinosaurs at the end of the Mesozoic Era, 65 mya. Sediments beneath the coastal plains are the main source of Cenozoic fossils in the Western Cape region. During this era, the world gradually cooled in steps, with marked fluctuations in sea-level as polar ice caps alternately built up or melted. During "ice ages", coastal rivers incised their courses to the lower sea-level, forming now-buried valleys. Fossil plant material from lignites (immature coals) in these ancient valleys record a time when sub-tropical coastal yellowwood forest extended right around the western Cape coast, about 25 mya. Still only partly sampled and studied, these fossils provide insight into the early evolution of the Cape Flora. The oldest fossil shell faunas (~16 mya) are found in rare eroded patches of Miocene marine sediments. More extensively preserved fossil-bearing deposits date to the latest Miocene and early Pliocene, 6-4 mya. The world-renowned "Langebaanian Fauna" fossil deposits at the West Coast Fossil Park, a phosphate-rock quarry, provide a detailed catalogue of coastal life around that time. This is one of the richest Cenozoic fossil assemblages in the world. Ancient to recent dunes and sandsheets cover much of the marine deposits, also bearing fossils on old buried surfaces and interred in vlei and pan sediments. A succession of coastal deposits in units of various ages extends beneath these to the shoreline and continues offshore beneath the seabed. Mainly consisting of shoreface and beach deposits, the fossil seashells and microfossils tell a tale of changes in coastal currents and temperatures, linked to global climatic developments. In places these strata are more complex and may include river, estuarine, marsh, lagoonal, bay and inner-shelf deposits, each with distinctive fossil fauna and flora.

The early inhabitants of the Western Cape

Humankind had its earliest origins in Africa. South Africa has proved to be a rich repository of fossil evidence on the evolutionary history of the family of humankind, going back several million years. This is acknowledged by the fact that some of the early stages of hominid development have been preserved in fossils in dolomite caves in the Cradle of Humankind, situated in Gauteng and North West Province, and have been inscribed on UNESCO's World Heritage List.

No evidence of these early hominids has been found in the Western Cape, but there are numerous sites with Early Stone Age tools such as handaxes on old river terraces and around pans throughout the province. These stone tools were made by *Homo erectus* between about one million and 250 000 years ago. The oldest *Homo erectus* fossil in the province was found on the farm Elandsfontein in the Hopefield district and is about 600 000 years old. There are several other places along the West Coast with well preserved fossils of extinct animals dating between 5 million years at the West Coast Fossil Park near Langebaan, and 100 000 years at the coast near Duinefontein. Those that are younger than 1 million years are sometimes associated with stone tools and it is very possible that more human fossils will be found in future. At this time people lived mostly in the open, but there an Early Stone Age cave site recorded near Montagu.

The next major stage in human development, the Middle Stone Age, began about 250 000 years ago when people stopped making handaxes and made tools on smaller flakes and blades instead. Examples of these tools can be found throughout the Western Cape, both in the open and in caves. Fragmentary human remains have been found with stone tools of this stage near Saldanha Bay dating to about 150 000 years. By 120 000 years ago, there is fossil evidence from the Eastern Cape and KwaZulu-Natal that our own species, *Homo sapiens sapiens*, had evolved. The reason for the small number of preserved human remains from this time period is that people had not yet begun to bury their dead in formal graves.

The best evidence for the Middle Stone Age way of life comes from caves along the west and southern coast of the Western Cape near Plettenberg Bay, Mossel Bay, Still Bay, Hermanus, Yzerfontein and Elands Bay where they were living for part of the year on shellfish. They also lived in caves inland in the Cango Valley, Langkloof and Cederberg and at open sites in the Karoo. Human footprints found preserved in a fossil dune at Langebaan in the West Coast National Park have been dated to about 100 000 years. Some of the most important artefacts from this period came from the Blombos Cave near Still Bay where two pieces of ochre, engraved with a pattern of zigzag lines, have been dated to about 80 000 years. They are the earliest evidence in the world that people were capable of drawing designs at this time. Shells with natural perforations that were worn as necklaces have been found at the same site.

From about 25 000 years ago, Later Stone Age tools replaced the Middle Stone Age tradition. The tools were smaller and in addition to stone, materials like polished bone, wood and shell are found more frequently. Over the following millennia, the bow and arrow was introduced, and so were other tools such as the bored stone for weighting digging sticks, ostrich eggshell beads, grindstones, string for netting, fish hooks and sinkers. This toolkit was still in use by the San people at the time of European contact. During the Later Stone Age people used rock shelters more frequently, coastal groups relied heavily on marine foods, they buried their dead in their living places, and they became skilled in rock painting and rock engraving. Their rock art demonstrates without a doubt that they had a sophisticated religion and social system from at least 10 000 years ago. The Later Stone Age people are generally regarded as the immediate ancestors of the San hunter-gatherers and Khoekhoe herders of Southern Africa.

At the time of the first European contact with indigenous people in the Western Cape in 1488, Khoekhoe herders were well established with herds of cattle and flocks of fat-tailed sheep that were first domesticated in North Africa and the Near East. Originally hunter-gatherers in Botswana, the Khoekhoen changed their lifestyle when they acquired domesticated animals, basic metal working and the art of pottery-making from early Iron Age farmers who had migrated south from Central Africa. For reasons unknown, Khoekhoe groups migrated southwards into the western, southern and eastern Cape about 2 000 years ago. At the time of European contact, they had been living alongside the San hunter-gatherers in the Western Cape for at least 1500 years.

Bantu-speaking farmers with crops as well as livestock, began arriving in South Africa about 1700 years ago. They did not come into the Western Cape, however, because their crops needed summer rainfall and there were no sources of iron, but they traded with the Khoekhoe in the eastern part of the province.

Because much of the evidence for early human settlement in the Western Cape is buried beneath the surface, it is impossible to give a precise description of the spatial distribution of significant places. There is no complete and reliable database of Stone Age sites, but it is estimated that there are at least 20 000 open sites, caves and rock shelters with evidence that people lived there in pre-colonial times.

The early colonial period

European seafarers, having pioneered the sea-way to India from Europe, were regular visitors to the Western Cape's coast from the late 15th century. Continued interaction between the San and Khoekhoen and the seafarers took place through visits by European fleets and the survivors of numerous shipwrecks, such as the *Haerlem* in 1647, that occurred along the southwestern coast of South Africa.

In 1652, a victualling station was set up in Table Bay by the Dutch East India Company (VOC) to supply passing fleets of ships with provisions and fresh water. Trade with the Khoekhoe and the San soon degenerated into raiding and warfare. In 1657 the first Free Burghers were each allocated a small land grant in the fertile Liesbeeck River on the eastern slopes of Table Mountain. Soon more settlers arrived, including the Huguenots, religious exiles from France. With them, they brought viticultural skills. Wheat and wine became major agricultural products together with animal husbandry. By the early 18th century the colonists had begun to spread into the dry Karoo beyond the mountain ranges of the south-western Cape.

Political exiles from the East Indies were also banished by the VOC to the Cape. The first slaves, who came from Angola and Ghana, arrived at the Cape. Soon slaves from the East Indies and Malabar and Coromandel coasts of the Indian subcontinent and Mauritius and Mozambique followed. This form of slavery is known as chattel slavery, where slaves were obtained in the lands of their birth and taken against their will to different places where they

were sold again. From 1658 to 1816 about 60,000 slaves were brought to the Cape. They, and their descendants, formed a significant part of the population of the Cape.

The Khoekhoe and the San were decimated by a series of smallpox epidemics by the mid-1700s, and rapidly lost their access to land, livestock and water sources. They became impoverished and dispossessed servants of the colonists. Their ancient cultures disintegrated, and gradually they became assimilated as a dependent servile class.

In the 1770s, the colonial frontier for the first time began to clash with the African farmers, some 700 km east of Cape Town, where the southernmost Nguni chiefdoms were ensconced. A century of intermittent warfare ensued, pitting colonists and their black allies against the black chiefdoms.

Despite these confrontations, some of the most prominent tangible results of this melting pot at the southern point of Africa was the development of a unique vernacular architecture that reflects building materials and methods from Africa, European stylistic influences and practices and artistic interpretation and skills from the East. Buildings and complexes in the Cape Dutch architectural style can be found from Cape Town to the rural outposts of the Western Cape. Many of these structures, including farmsteads, are protected by heritage resource management legislation, either as identified and declared provincial heritage sites or in terms of the overall protective measures applicable to all structures older than 60 years.

But much of the intangible heritage from this era are also manifested in places, especially slave history and the history of the political exiles from the East Indies during the 17th and 18th century, such as the Slave Lodge in Cape Town and Robben Island, another one of the South African sites inscribed on the World Heritage List.

One of the most prominent tangible results of this melting pot at the southern point of Africa was the development of a unique vernacular architecture that reflects building materials and methods from Africa, European stylistic influences and artistic interpretation and skills from the East. Buildings and complexes in the Cape Dutch architectural style can be found from Cape Town to the rural outposts of the Western Cape. Many of these structures, including farmsteads, are protected by heritage resource management legislation, either as identified and declared provincial heritage sites or in terms of the overall protective measures applicable to all structures older than 60 years.

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The British colonial era

Meanwhile, the British had seized the Cape Colony during the Napoleonic wars as a desirable strategic base controlling the sea-way to the East. Initially occupied in 1795, it was retaken in 1806 and kept in the post-war settlement of territorial claims.

Under British rule, the Cape Colony was integrated into the international trading empire of industrialising Britain, with its faith in the free market, free labour and free enterprise. The closed and regulated economic system of the Dutch period was swept away. A crucial new force was evangelical humanitarianism, brought to the Cape by the Protestant missionaries from amongst others Scotland, the Scandinavian countries and Germany.

A decidedly less liberal influence was established in the eastern frontier of the old Cape Colony. There, in 1820, several thousand British settlers arrived as a buffer against the Xhosa speaking chiefdoms, and as part of an effort to drain Britain of its unemployed. Although the idea was that they should become small farmers, many of the settlers became artisans and traders. The British authorities established military posts along the eastern border, with their base in Grahamstown. The British Administration pressed for policies of military dispossession of the chiefdoms.

All slaves in the British Empire, and therefore also in the Cape Colony, were freed on 1 December 1834. Emancipation did not mean immediate freedom, as slaves were required to work for four more years as apprentices for their former owners. The slave owners in the Cape Colony protested against the emancipation of slavery, but had to accept that the decision was inevitable.

Meanwhile, large numbers of the original colonists, the Boers, were greatly extending the scope of white settlement beyond the Cape borders to the north in the movement that became known as the Great Trek. The disparate groups of Voortrekkers (as they became known) coalesced in two interior republics, the Transvaal and the Orange Free State.

In 1854, the Cape Colony was granted a representative legislature in keeping with British policy, followed in 1872 by responsible self-government. The franchise was non-racial and based on income and property qualifications, so that a substantial minority of voters were Coloureds and Africans. Descendants of the Khoekhoen and the San, former slaves, and the offspring of interracial unions were gradually being defined as a single, intermediate group, known as the Coloured people.

The liberal tradition at the Cape was facilitated by the fact that the great mass of Bantu-speaking settled farmers remained beyond colonial borders until late in the 19th century. Thus non-racialism could be formally embraced without any threat to white supremacy. However, numbers of Africans within the Cape Colony were sufficiently acculturated and propertied to qualify for the franchise, and in the eastern Cape constituencies political alliances across racial lines were common.

The influence of the British on the spatial environment of the Cape Colony in the 19th century manifested itself not only in architectural styles that were introduced, such as Georgian and Victorian and building material such as corrugated iron and cast-iron, but also in the spatial development of towns and villages that differed from the earlier Dutch town-planning principles. Many examples of buildings and sites reflecting the 19th century are protected, but there is a need to ensure that the socio-cultural diversity that developed and is reflected in sites not necessarily recognised as 'monuments', should be identified in order to reflect the cultural diversity of the Western Cape. The oldest mission settlement in Sub-Saharan Africa, Genadendal, and other settlements, such as Elim, Amalienstein and Wupperthal, are also recognised provincial heritage resources.

Over and above our 19th century tangible heritage that is manifested mostly in the built environment, we have intangible legacies. One of these is the development of the Afrikaans language, which had the Western Cape as its cradle. Many sites and structures protected in terms of heritage resource legislation are associated with the development of Afrikaans, including the Bo-Kaap, Genadendal and Dal Josafat in the Paarl District.

The South African/Anglo-Boer War (1899 – 1902) and the establishment of the Union of South Africa (1910)

The South African/Anglo-Boer War lasted until May 1902. The formal conquest of the two Boer republics by the British imperial forces was rapid, but this was followed by a prolonged guerrilla campaign to which the British responded with a scorched-earth policy and the setting-up of camps where women, children and farm workers and their families were incarcerated. Some 26 000 Boer women and children died in these camps from disease, and some 20 000 Africans from the farms and towns also died while those that survived continued to suffer greatly from the appalling conditions.

Cape Town was the main entrance port for British forces and goods. Many voices protested against the negative aspects of the War, including Dr Abdurahman. Many victims of the War were buried, either at the point of conflict, or, in the case of the Western Cape, where they died from illnesses or of wounds sustained. Matjiesfontein near Laingsburg became a resort where British soldiers recuperated whilst Cape Town and Simon's Town were the embarkation point of the Boer prisoners-of-war. The bridges of the railway lines in the Cape Colony were protected by soldiers housed in blockhouses that are still dotted all over our landscape.

Then, in 1910, the colonies and the old Boer republics were united as the Union of South Africa as a self-governing dominion. The old 19th-century non-racial franchise was retained in the Cape, but was emphatically not extended elsewhere, where rights of citizenship were confined to whites alone. It was clear from the start that segregation was the conventional wisdom of the new rulers. Black people were defined as perpetual outsiders, devoid of rights or claims in the common society that their labour had helped to create.

The Struggle for Freedom

Racial segregation, sanctioned by certain legislation such as the Native Land Act of 1913, was widely practiced in South Africa before 1948, but the National Party, which gained office that year, extended the policy into more stringent legislation and gave it the name apartheid. The struggle against segregation and apartheid government policy did not develop in isolation, but always against the backdrop of black political initiatives and responses. The development of segregation and apartheid has to be seen in part as a means of coping with African communal struggles to maintain access to the land. Traditional authorities often led popular struggles against intrusive and manipulative government policies. Governments tried to control and co-opt chiefs, but never fully successfully.

In February 1990 the liberation movements were unbanned and political prisoners, notably Nelson Mandela and his fellow Rivonia Trialists, were released. Many of the sites and buildings associated with the Struggle history have not yet been identified and do not enjoy legal protection. A programme to identify these sites is planned by various agencies, including the South African Heritage Resource Agency. The impact of these sites on local spatial development should be noted.

In spatial planning, the apartheid policies had a profound influence.

Birth of a democratic South Africa

After a negotiation process, South Africa held its first democratic election in April 1994 under an interim Constitution. South Africa was divided into nine new provinces, in contrast with the four provinces and ten Bantustans that existed previously.

The second democratic election held on 2 June 1999 saw the ANC increase its majority, and launched South Africa into the post-Mandela era under the presidency of Thabo Mbeki.

CHALLENGES AND OPPORTUNITIES

Palaeontological heritage

There is widespread confusion concerning the contrasting nature, distribution and vulnerability of palaeontological *versus* archaeological heritage resources in the minds of the general public, developers and conservation managers alike. Many proposed developments involving excavation into bedrock represent welcome research opportunities for palaeontologists, provided that they are given the chance to study and collect fossils *in situ* while fresh sediments are still exposed. Many opportunities for constructive collaboration between palaeontologists and road-builders, miners and developers in the province are currently being lost.

Fossils have a significance beyond their conventional scientific importance. They are part of the physical strata forming the landscape and inform the appreciation of its space-time depth and its biota, living and extinct. Ultimately this heritage resource must be made known and accessible to the wider community *via* educational programmes. The first priority, however, is to rescue fossils and attendant information that would otherwise be irretrievably lost.

Cenozoic fossils from the Western Cape coast are of national and international scientific importance. Coastal developments provide opportunities to examine and sample this subsurface geological and fossil record. It is vital that these opportunities are seized and the fossils rescued from destruction, as subsequently the information is indefinitely "sealed" beneath properties and structure.

Stone Age sites and deposits

Although the National Heritage Resources Act and provincial regulations protect the Stone Age sites and deposits, many are invariably destroyed due to ignorance. They are also very fragile and disturbance can destroy important evidence. For this reason, the provincial heritage resources authority, Heritage Western Cape, insists on an archaeological impact assessment for specified activities. If significant sites are found, developers are obliged to pay for mitigation that could involve excavation of sites to sample the Stone Age remains and store them in a museum, or permanent protection of the evidence *in situ*.

Cultural landscapes

The impact of humankind on the landscape of the Western Cape, South Africa, Africa and indeed the world cannot be ignored. Birks (1988) and Simmons (1989) summarized it by stating:

... many people recognizing humanity's near all-pervasive environmental influence, are coming to see much of the world's terrestrial surface, as, to a greater or lesser extent, 'cultural landscape' (Birks et al., 1988; Simmons, 1989; McKibben, 1990)...

The interaction between humans and their environment, and the living traditional cultures that developed from this interaction has created cultural landscapes in which various elements can be identified. Some are tangible and others are intangible. Fowler (2001) states that by recognizing 'cultural landscapes', we have, almost for the first time, given ourselves the opportunity to recognize places that may well look ordinary but that can fill out in our appreciation to become extraordinary; and an ability of some places to do that creates monuments to the faceless ones, the people who lived and died unrecorded except unconsciously and collectively by the landscape modified by their labours. A cultural landscape is a memorial to the unknown labourer. Sauer (1925) define a cultural landscape as follows:

The cultural landscape is fashioned from a natural landscape by a cultural group. Culture is the agent, the natural area the medium, the cultural landscape the result.

Much work still needs to be done in the Western Cape to identify, recognize and protect the cultural landscapes of the Western Cape. It is accepted that cultural landscapes are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment, and of successive social, economic and cultural forces, both external and internal. These cultural landscapes should be identified on the basis of their significance, value and representivity in terms of clearly defined geographical regions and also for their capacity to illustrate the essential and distinct cultural elements of such regions.

Identification of heritage resources in local spatial development plans

In the final development of the spatial development framework for South Africa, local authorities must compile local spatial development plans. In these local spatial development plans, cognisance must be taken of section 30(5) and 31(1) of the National Heritage Resources Act, 1999, which provides that at the time of the compilation or revision of a town or regional planning scheme or spatial development plan, or at any other time of its choosing, or at the initiative of Heritage Western Cape, the Western Cape Provincial Heritage Resources Authority, where in the opinion of Heritage Western Cape the need exists, a planning authority shall compile an inventory of the heritage resources which fall within its area of jurisdiction and submit such inventory to Heritage Western Cape, which shall list in the heritage register those heritage resources which fulfil the assessment criteria under section 30(1) or investigate the need for the designation so heritage areas to protect any place of environmental or cultural interest. It is also anticipated that Heritage Western Cape will, at the same time, consider what formal protections may be applied to heritage resources that were identified and which meet the criteria set for such formal protections. The necessary consultation with the various stakeholders will then also need to take place.

Conservation management plans

Conservation management plans could provide a sound basis for the management, sustainable use and long-term conservation of our heritage resources. There is, however, a serious lack of such conservation management plans in place for heritage resources in the Western Cape.

For spatial planning purposes, the following areas of heritage resources are especially sensitive and no development should be considered without a full archaeological impact assessment. Furthermore, developers should be made aware that if the assessment identifies places of high significance, permission to proceed with development might be refused.

- The coastal strip within 1 km of the high water mark has a high incidence of Middle and Later Stone Age open shell middens, caves and rock shelters, especially in the vicinity of rocky outcrops along both the western and the southern coast. Developments over the past 10 years have destroyed scores of potentially important sites.
- The Cape Fold Mountains throughout the province have a high incidence of caves and rock shelters, many of them with rock paintings and occupation deposit. These places are easily damaged if opened to the public without a conservation management plan.
- The west coast from Duinefontein to the Orange River is under threat from both residential development and mining. In addition to the 1 km coastal strip, some parts of this coastline have lime-rich soils that preserve bone exceptionally well. Such deposits often have important evidence about the extinct fauna of the region. Any excavations and earthmoving in the region must therefore be monitored.
- Granite outcrops that are currently being targeted for mining were often used as camp sites by Stone Age people and Khoekhoe herders. Some also have rock paintings. They must be fully assessed before quarrying is allowed.
- Rocky outcrops used as borrow pits for road works sometimes include rock shelters and rock paintings. They must be fully assessed before quarrying is permitted.
- Dolerite outcrops in the Karoo often include rock engravings and must be assessed before development is permitted.

Knowledge about and accessibility to existing arts and culture facilities should be better coordinated

Careful consideration should be given to utilizing existing, underutilized and under-resourced infrastructure more effectively and efficiently.

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