

HERITAGE IMPACT ASSESSMENT OF
INYANINGA / USHUKELA HIGHWAY MIXED USE DEVELOPMENT,
TONGAAT, KWAZULU-NATAL, SOUTH AFRICA

Assessment and report by



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For **Tongaat Hulett Developments**

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Management summary

eThembeni Cultural Heritage was appointed by Tongaat Hulett Developments to undertake a heritage impact assessment of a proposed mixed use development near Tongaat, in terms of the National Heritage Resources Act No 25 of 1999. Two eThembeni staff members inspected the area on 22 and 23 September 2009, and completed a controlled-exclusive surface survey, as well as a database and literature search.

Observations

Various buildings dating to the 1960s are located in Tongaat and are listed on Amafa aKwaZulu-Natali's Conserva database as having heritage significance, which may be considered medium at the local and regional level, at least, for their aesthetic, architectural, historic and social values. Although they will not be affected directly by the proposed development, the viewscape from these heritage resources could be affected significantly.

Recommended mitigation measures

Amafa aKwaZulu-Natali's Built Environment Committee should make recommendations to minimise the impact on the viewscape from the historic buildings caused by the proposed development.

Recommended monitoring

As deemed appropriate by the Built Environment Committee.

Conclusion

We recommend that the development proceed with the proposed heritage mitigation and have submitted this report to Amafa aKwaZulu-Natali in fulfilment of the requirements of the National Heritage Resources Act. The client may contact Ms Wesuwe Tshabalala at Amafa's Pietermaritzburg office (telephone 033 3946 543) in due course to enquire about the Council's decision.

If permission is granted for the development to proceed, the client is reminded that the Act requires that a developer cease all work immediately and notify Amafa aKwaZulu-Natali should any heritage resources, as defined in the Act, be discovered during the course of development activities.

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Specialist competency

Len van Schalkwyk is accredited by the Cultural Resources Management section of the Association of South African Professional Archaeologists to undertake heritage impact assessments in South Africa.

Mr van Schalkwyk has a master's degree in archaeology (specialising in the history of early farmers in southern Africa) from the University of Cape Town and 20 years' experience in heritage management. He has worked on projects as diverse as the establishment of the Ondini Cultural Museum in Ulundi, the cultural management of Chobe National Park in Botswana and various archaeological excavations and oral history recording projects. He was part of the writing team that produced the KwaZulu-Natal Heritage Act 1997. He has worked with many rural communities to establish integrated heritage and land use plans and speaks good Zulu.

Mr van Schalkwyk left his position as assistant director of Amafa aKwaZulu-Natali, the provincial cultural heritage authority, to start eThembeni. During the past ten years he has directed more than 800 heritage impact assessments throughout South Africa, as well as in Mozambique.

Beth Wahl has a BA Honours African Studies (first class), with archaeology and sociology majors, and has completed various Masters courses in Heritage and Tourism at the University of KwaZulu-Natal. She is a member of the Association of Southern African Professional Archaeologists (ASAPA).

Ms Wahl has undertaken more than 800 heritage impact assessments and monitoring projects throughout South Africa. She was an excavator and logistical coordinator for Glasgow University Archaeological Research Division's heritage programme at Isandlwana Battlefield; has undertaken numerous rock painting surveys in the uKhahlamba / Drakensberg mountains, northern KwaZulu-Natal, the Cederberg and the Koue Bokkeveld in the Cape Province; and was the principal excavator of Scorpion Shelter in the Cape Province, and Lenjane and Crystal Shelters in KwaZulu-Natal.

Ms Wahl has undertaken surveys and monitoring of archaeological sites, excavation of a human skeleton and subsequent community liaison, and written a heritage management plan for Catalina Bay in the iSimangaliso Wetland Park World Heritage Site. She compiled the first cultural landscape management plan for the Mnweni Valley, northern uKhahlamba/Drakensberg, and undertook an assessment of and made recommendations for cultural heritage databases and organisational capacity in parts of Lesotho and South Africa for the Global Environment Facility of the World Bank for the Maloti Drakensberg Transfrontier Conservation and Development Area. She developed the first cultural heritage management plan for the uKhahlamba Drakensberg Park World Heritage Site, following UNESCO recommendations for rock art management in southern Africa.

Declaration of independence

We declare that Len van Schalkwyk, Beth Wahl and eThembeni Cultural Heritage have no financial or personal interest in the proposed development, nor its developers or any of its subsidiaries, apart from in the provision of heritage assessment and management consulting services.

1. Introduction and legislation

eThembeni Cultural Heritage was appointed by Tongaat Hulett Developments to undertake a heritage impact assessment of a proposed mixed use development near Tongaat, in terms of the National Heritage Resources Act No 25 of 1999¹. Section 38(1) of the Act requires such an assessment in case of:

- the construction of a road, wall, power line, pipeline, canal or other similar form of linear development or barrier exceeding 300m in length;
- the construction of a bridge or similar structure exceeding 50 m in length;
- any development or other activity which will change the character of a site—
 - (i) exceeding 5 000 m² in extent; or
 - (ii) involving three or more existing erven or subdivisions thereof; or
 - (iii) involving three or more erven or divisions thereof which have been consolidated within the past five years; or
 - (iv) the costs of which will exceed a sum set in terms of regulations by SAHRA or a provincial heritage resources authority;
- the re-zoning of a site exceeding 10 000 m² in extent; or
- any other category of development provided for in regulations by SAHRA or a provincial heritage resources authority.

The Act defines a heritage resource as any place or object of cultural significance i.e. of aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance. This includes, but is not limited to, the following wide range of places and objects:

- living heritage as defined in the National Heritage Council Act No 11 of 1999 (cultural tradition; oral history; performance; ritual; popular memory; skills and techniques; indigenous knowledge systems; and the holistic approach to nature, society and social relationships);
- ecofacts (non-artefactual organic or environmental remains that may reveal aspects of past human activity);
- places, buildings, structures and equipment;
- places to which oral traditions are attached or which are associated with living heritage;
- historical settlements and townscapes;
- landscapes and natural features;
- geological sites of scientific or cultural importance;
- archaeological and palaeontological sites;
- graves and burial grounds;
- sites of significance relating to the history of slavery in South Africa;
- movable objects, but excluding any object made by a living person;
- battlefields; and
- traditional building techniques.

Furthermore, a place or object is to be considered part of the national estate if it has cultural significance or other special value because of—

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

¹ The KwaZulu-Natal Heritage Act No 4 of 2008 has repealed the eponymous Act No 10 of 1997. In the absence of a heritage resources management section in the 2008 legislation, Section 38(1) of the National Heritage Resources Act No 25 of 1999 governs heritage impact assessments in KwaZulu-Natal and elsewhere in South Africa.

- its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa.

A 'place' is defined as:

- a site, area or region;
- a building or other structure which may include equipment, furniture, fittings and articles associated with or connected with such building or other structure;
- a group of buildings or other structures which may include equipment, furniture, fittings and articles associated with or connected with such group of buildings or other structures;
- an open space, including a public square, street or park; and
- in relation to the management of a place, includes the immediate surroundings of a place.

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

'Archaeological' means –

- material remains resulting from human activity which are in a state of disuse and are in or on land and are older than 100 years, including artefacts, human and hominid remains and artificial features and structures;
- rock art, being any form of painting, engraving or other graphic representation on a fixed rock surface or loose rock or stone, which was executed by human agency and is older than 100 years including any area within 10 m of such representation;
- wrecks, being any vessel or aircraft, or any part thereof, which was wrecked in South Africa, whether on land, in the internal waters, the territorial waters or in the culture zone of the Republic, as defined respectively in sections 3, 4 and 6 of the Maritime Zones Act, 1994 (Act No. 15 of 1994), and any cargo, debris or artefacts found or associated therewith, which is older than 60 years or which SAHRA considers to be worthy of conservation;
- features, structures and artefacts associated with military history which are older than 75 years and the sites on which they are found.

'Palaeontological' means any fossilised remains or fossil trace of animals or plants which lived in the geological past, other than fossil fuels or fossiliferous rock intended for industrial use, and any site which contains such fossilised remains or trace.

'Grave' means a place of interment and includes the contents, headstone or other marker of and any other structures on or associated with such place. Amafa aKwaZulu-Natali and / or the South African Heritage Resources Agency will only issue a permit for the alteration of a grave if they are satisfied that every reasonable effort has been made to contact and obtain permission from the families concerned. eThembeni adheres to the following procedures:

- Notification of the impending removals (using appropriate language media and notices at the grave site);
- Consultation with individuals or communities related or known to the deceased;
- Satisfactory arrangements for the curation of human remains and / or headstones in a museum, where applicable;
- Procurement of a permit from Amafa aKwaZulu-Natali and / or the South African Heritage Resources Agency;
- Appropriate arrangements for the exhumation (preferably by a suitably trained archaeologist) and re-interment (sometimes by a registered undertaker, in a formally proclaimed cemetery);
- Observation of rituals or ceremonies required by the families.

2. Terms of reference

A Heritage Impact Assessment must address the following key aspects:

- the identification and mapping of all heritage resources in the area affected;
- an assessment of the significance of such resources in terms of heritage assessment criteria set out in regulations;
- an assessment of the impact development on heritage resources;
- an evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development;
- the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources;
- if heritage resources will be adversely affected by the proposed development, the consideration of alternatives; and
- plans for mitigation of any adverse effects during and after completion of the proposed development.

3. Nature of proposed activities (information provided by the client)

The proposal is to develop, in support of the new King Shaka International Airport (KSIA) and particularly in support of the Dube Trade Port (DTP), the ability to create a unique, multi-modal logistics hub at Inyaninga which will be based upon road, rail, air and sea linkages via the existing road and rail networks, DTP and Ports of Durban and Richards Bay.

The Inyaninga precinct will also incorporate industrial and manufacturing opportunities, business parks and service industrial opportunities together with offices and retail opportunities. The proposed development will provide a wide range of residential opportunities from subsidy housing to middle-income apartment opportunities. These residential opportunities will occur at a range of densities and close to the R102 as well as along the western portion of the precinct on the higher lying slopes.

The uShukela Highway precinct, which is located between the new airport, N2, uShukela Highway and Tongaat and with good accessibility to the major road networks, would offer a wide range of opportunities from potential expansion of the trade zone to business park and service industrial opportunities, commercial office park opportunities as well as residential opportunities adjacent to Tongaat. There are also opportunities for the creation of a 'technology hub' that would offer a network of companies, knowledge centres and service industries. It would rely on intensive and innovative cooperation amongst organisations in the sharing and developing of new ideas, concepts and technologies that lead to new inventions, production and sale of innovative products, services, systems and machines.

The development has substantial infrastructural requirements and work is currently being done with regards to what are available, options and implications. Access to the proposed development will be taken from the existing provincial roads including R102, P100 and uShukela Highway.

The preliminary development land use plan indicates the following development details –

- Industrial / Logistics Hub – 250 Ha
- Trade Zone / Business Park / Offices – 600 000 m²
- Business Park / Offices – 1 200 000m²
- Mixed Use (Commercial / Residential) – 240 000m² / 2000 units
- Medium Density Residential – 10 000 units
- Open Space – 300 Ha

The site is strategically located between Tongaat and the new KSIA. The new KSIA and DTP are due to open in May 2010. It has been described as far more than simply a new airport but rather as a stimulator and generator of economic growth for the province and is therefore, one of the Province's major priorities. At the same time, a need has been identified, via the provincially led Local Economic Development process, for new housing, economic and employment opportunities in the greater Tongaat region.

The Inyaninga / uShukela Highway development proposal therefore aims to address both imperatives, namely to support, integrate with and enhance the new Airport and to simultaneously unlock the growth and development potential of the greater Tongaat region.

Apart from providing for an increased number of passengers and direct international flights, the Airport will provide the hub of a new multi-modal logistics platform that is able to provide a gateway between Southern Africa and the rest of the world. The developments within the airport boundary will provide the backbone to this global logistics platform but, for a variety of reasons, can only be expected to do so much.

It is critical, for the long term sustainability and ultimate, real success as a regional growth generator, that the Airport development be leveraged to ensure appropriate and sufficient supporting platforms. These supporting platforms, in a variety of forms, will lead to the creation of more development opportunities, investment, employment and multiplier effects that the Airport and province, requires, to be achieved. The Inyaninga / uShukela Highway Precincts are two such supporting platforms.

4. Site access, description and environmental issues (information provided by the client)

The site that is earmarked for the proposed development comprises two development precincts i.e. Inyaninga and uShukela Highway, approximately 1 200 hectares in extent. The site is zoned undetermined and is currently being used for commercial farming with sugarcane plantations. Most of the site is undulating in nature with some fairly flat parts in Inyaninga.

The site is owned by Tongaat Hulett and the following properties form part of the development site:

- Sub 148 of the Farm Cotton Lands No. 1575
- Rem of Lot 77 No. 1523
- Sub 149 (of 145) of the Farm Cotton Lands No 1575
- Rem of Sub 16 (of 2) of the Farm Buffels Kloof No. 1267
- Sub 9 (of 2) of the Farm Klip Fontein No. 922
- Sub 146 (of 145) of the Farm Cotton Lands No. 1575
- Sub 144 (of 143) of the Farm Cotton Lands No. 1575
- Rem of Sub 248 of the Farm Cotton Lands No. 1575
- Sub 147 of the Farm Cotton Lands No. 1575
- Sub 24 (of 19) of the Farm Klip Fontein No. 922
- Rem of Sub 18 (of 5) of the Farm Klip Fontein No. 922
- Sub 140 of the Farm Cotton Lands No. 1575
- Rem of Sub 14 (of 10) of the Farm Klip Fontein No. 922
- Rem of Sub 3 of the Farm Klip Fontein No. 922
- Sub 15 (of 10) of the Farm Klip Fontein No. 922
- Sub 16 (of 14) of the Farm Klip Fontein No. 922
- Sub 13 (of 3) of the Farm Klip Fontein No. 922
- Rem of Sub 10 (of 2) of the Farm Klip Fontein No. 922
- Rem of Sub 2 of the Farm Klip Fontein No. 922
- Sub 130 of the Farm Buffels Kloof No. 1267
- Sub 15 (of 2) of the Farm Buffels Kloof No. 1267
- Sub 32 (of 29) of the Farm Buffels Kloof No. 1267
- Rem of Sub 13 of the Farm Buffels Kloof No. 1267
- Rem of Sub 6 of the Farm Buffels Kloof No. 1267
- Sub 30 of the Farm Buffels Kloof No. 1267
- Rem of Sub 8 of Lot 49 No. 862
- Sub 11 (of 3) of the Farm Klip Fontein No. 922

Figure 1 illustrates the location of the proposed development.

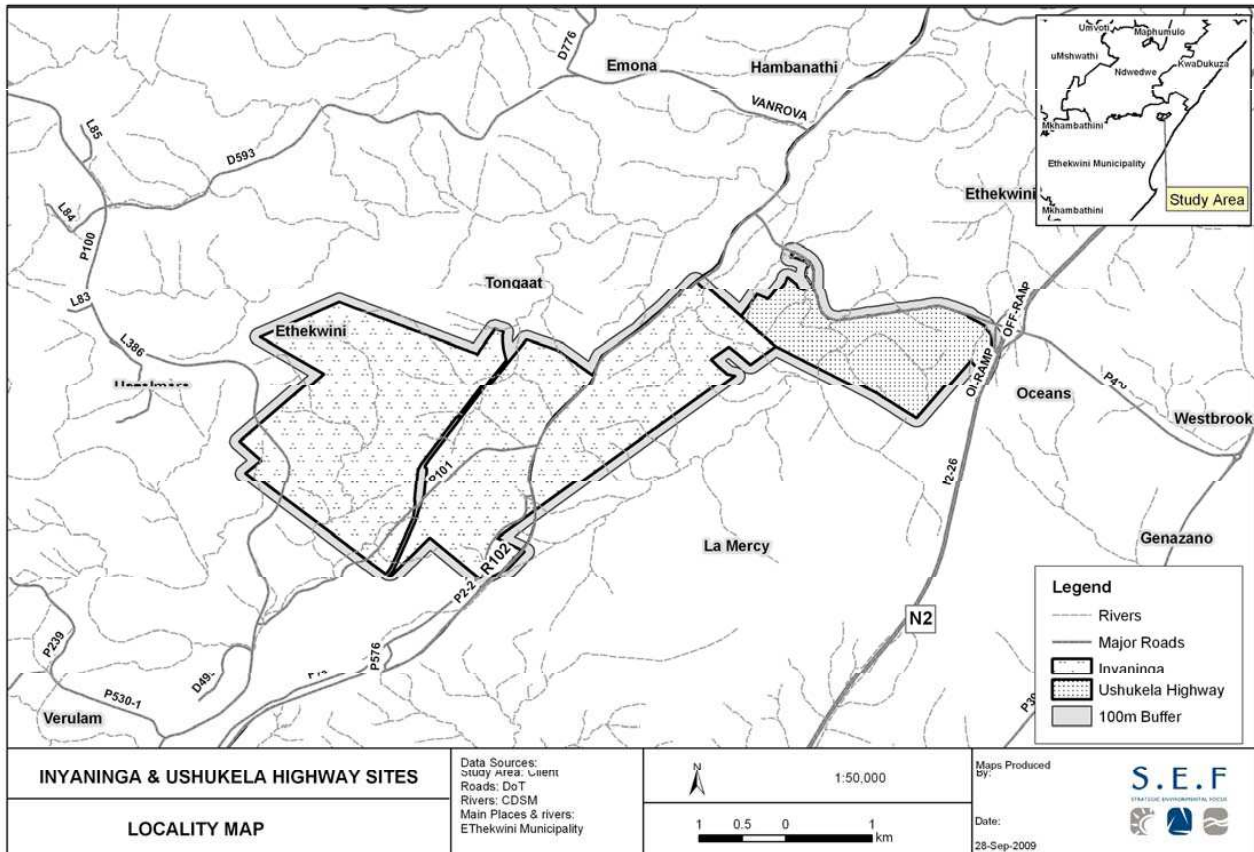


Figure 1. Locality map of the proposed Inyaninga and uShukela Highway development sites.

A few potential issues of concern include the following:

- Impact on groundwater and surface water

Contamination of surface water as a result of construction activities and the consumption of groundwater could lead to a depletion of groundwater as a natural resource. A geotechnical specialist will investigate this in further detail in the EIA phase of the project.

- Impact on wetlands

Potential negative impact as a result of disturbance and destruction of some wetlands. A wetland and freshwater ecosystem specialist will investigate this in further detail in the EIA phase of the project.

- Impact on loss of agricultural land

Loss of good agricultural land through the clearing of all sugar cane and vegetation on site. An agricultural specialist will investigate this in further detail in the EIA of the project.

- Impact of soil compaction

Removal of vegetation and exposure of topsoil could lead to the compaction of soil through construction activity. This could lead to erosion due to construction activities and surface and storm water run-off.

- Impact of loss of flora / vegetation

Should construction activities take place in areas of high ecological significance, this could lead to the fragmentation of the ecosystem and natural processes. The plant species and vegetation types that are worthy of conservation will be destroyed, if careful planning is not implemented. An ecologist will investigate this in further detail during the EIA phase.

- Impact of air pollution

The release of dust from site preparation and construction as well as the emission of fumes from vehicles may pollute the air and impact on the receiving environment.

– Impact of noise

Noise impacts as a result of blasting as well as the construction vehicles accessing the area can lead to an increase in noise levels. Stakeholders may also be concerned that noise will disrupt the area.

– Concerns about waste products

The waste products that will be produced by the development, such as building rubble and domestic waste, may cause environmental impacts if not managed properly, and if allowed to escape into the air, soil or water resources. The potential impacts of each of the waste products will be a source of concern.

– Socio-economic issues

Unemployment and its associated poverty and standard of living are a source of concern in the Tongaat area, as elsewhere in South Africa. Potential socio-economic benefits of the proposed project need to be investigated to ensure that the maximum benefits are obtained. At the same time, influx of potential job seekers to the area may put pressure on existing services and accommodation facilities.

– Impact on existing farm workers

The development will, in its ultimate form, impact existing farm workers and farm operations.

– Impact on existing commercial nodes of Tongaat and Verulam

Concerns have been expressed by local businesses about the potential impact of the development on the existing businesses within Verulam and Tongaat.

– Historic housing proposals at Tongaat South adjacent to Tongaat

Comments have been made in regard to historic housing proposals on a portion of the site adjacent to Tongaat on the R102.

– Visual and amenity impacts

There could be a change of sense of place as a result of the change of land use from green sugar cane land to buildings and infrastructure. Due to the height of the buildings, visual impacts may result not only from the establishment of the new infrastructure, but also due to light at night.

– Safety issues

The construction crew could be compromised unless adequate safety measures are implemented.

– Traffic issues

The development of the site could lead to increased traffic on the surrounding road network.

– Community / Social facilities

There is a strong need to plan for and provide for a sufficient number of schools, clinics, halls, parks, churches and the like – all of which are necessary to ensure a sustainable human settlement.

– Need for involvement of local community

There is a strong need to involve, during all stages, the local community and to include them in the development.

– Need for new housing, economic and employment opportunities

A need has been expressed for new opportunities for housing, economic development and employment.

– King Shaka International Airport / Dube TradePort

Potential linkages to and impact on the new airport and need to ensure synergies and shared use of infrastructure.

– Impact on adjacent landowners

Linkages and impacts upon surrounding landowners.

– Relationship to Municipal Plans

Synergies and / or differences to the Draft Northern Spatial Development Plan and Local Area Plan.

– Infrastructure

Availability of bulk infrastructure such as sewers, water and electricity.

5. Methodology

Two eThembeni staff members inspected the area on 22 and 23 September 2009. We completed a controlled-exclusive surface survey, where 'sufficient information exists on an area to make solid and defensible assumptions and judgements about where [heritage resource] sites may and may not be' and 'an inspection of the surface of the ground, wherever this surface is visible, is made, with no substantial attempt to clear brush, turf, deadfall, leaves or other material that may cover the surface and with no attempt to look beneath the surface beyond the inspection of rodent burrows, cut banks and other exposures that are observed by accident' (King 1978²).

We consulted various provincial databases, including historical, archaeological and geological sources and sourced a concise account of South Africa's pre and postcolonial history (available on request). We assessed the value and significance of heritage resources, as defined in the National Heritage Resources Act 1999 and the criteria contained in Appendix A. Culturally significant landscapes were assessed according to the criteria in Appendix B.

Geographic coordinates were obtained with a handheld Garmin 60 global positioning unit. Photographs were taken with a Nikon Coolpix S200 digital camera. A statement of independence and a summary of our ability to undertake this heritage impact assessment are available on request.

The assumptions and limitations of this heritage impact assessment are as follows:

- We have assumed that the description of the proposed project, provided by the client, is accurate.
- We have assumed that the public consultation process undertaken as part of the Environmental Impact Assessment is sufficient and adequate and does not require repetition as part of the heritage impact assessment.
- Soil surface visibility was moderate to poor. Heritage resources might be present in densely vegetated areas and we remind the client that the Act requires that a developer cease all work immediately and notify Amafa should any heritage resources, as defined in the Act, be discovered during the course of development activities.
- No subsurface investigation (including excavations or sampling) were undertaken, since a permit from Amafa aKwaZulu-Natali is required to disturb a heritage resource.

² King, T. F. 1989. The archaeological survey: methods and uses. Quoted in Canter, L. W. 1996. Environmental impact assessment. Second Edition. New York: McGraw-Hill, Inc.

6. Observations

No development activities associated with the proposed project had begun at the time of our visit, in accordance with heritage legislation. The proposed development site comprises sugar cane lands, as indicated in Figure 2.



Figure 2. Sugar cane plantations in the proposed development area.

We assessed the following categories of heritage resources:

- Living heritage

None were identified within the proposed development area.

- Ecofacts

None were identified within the proposed development area.

- Places, buildings, structures and equipment

None were identified within the proposed development area. However, various buildings dating to the 1960s are located in Station View Road, Tongaat (off Main Road) and Kassie Crescent, Tongaat (off Tesco Drive, on Potties Hill). These former staff cottages are listed on Amafa aKwaZulu-Natali's Conserva database as having heritage significance, which may be considered medium at the local and regional level, at least, for their aesthetic, architectural, historic and social values.

Although they will not be affected directly by the proposed development, the viewscape from these heritage resources could be affected significantly.

- Places to which oral traditions are attached or which are associated with living heritage

None were identified within the proposed development area.

- Historical settlements and townscapes

None were identified within the proposed development area, but see above concerning buildings.

- Landscapes and natural features

The proposed development will alter the landscape permanently and significantly.

- Geological sites of scientific or cultural importance

None were identified within the proposed development area.

- Archaeological and palaeontological sites

None were identified within the proposed development area.

- Graves and burial grounds

None were identified within the proposed development area.

- Movable objects excluding any object made by a living person

None were identified within the proposed development area.

- Battlefields

None were identified within the proposed development area.

- Traditional building techniques

None were identified within the proposed development area.

7. Recommended mitigation measures

- Places, buildings, structures and equipment

Amafa aKwaZulu-Natali's Built Environment Committee should make recommendations to minimise the impact on the viewscape from the historic buildings caused by the proposed development.

8. Recommended monitoring

As deemed appropriate by the Built Environment Committee.

9. Summary of findings in terms of the National Heritage Resources Act 1999 Section 38(3)

- The identification and mapping of all heritage resources in the area affected

Various buildings located close to the proposed development area.

- An assessment of the significance of such resources in terms of the heritage assessment criteria set out in regulations

The buildings have medium heritage significance at the local and regional level, at least, for their aesthetic, architectural, historic and social values.

- An assessment of the impact of development on such heritage resources

The buildings will not be affected directly by the proposed development, but their viewscape could be affected significantly.

- An evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development

The benefits of the proposed development outweigh negative impacts on known heritage resources.

- The results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources

The client has undertaken such consultation in terms of statutory requirements and retains the relevant documentation.

- If heritage resources will be adversely affected by the proposed development, the consideration of alternatives

Not applicable.

- Plans for mitigation of any adverse effects during and after completion of the proposed development

If permission is granted for the development to proceed, the client is reminded that the Act requires that a developer cease all work immediately and notify Amafa aKwaZulu-Natali should any heritage resources, as defined in the Act, be discovered during the course of development activities.

10. Conclusion

We recommend that the development proceed with the proposed heritage mitigation and have submitted this report to Amafa aKwaZulu-Natali in fulfilment of the requirements of the National Heritage Resources Act. According to Section 38(4) of the Act the report shall be considered timeously by the Council which shall, after consultation with the person proposing the development, decide –

- whether or not the development may proceed;
- any limitations or conditions are to be applied to the development;
- what general protections in terms of this Act apply, and what formal protections may be applied to such heritage resources;
- whether compensatory action shall be required in respect of any heritage resources damaged or destroyed as a result of the development; and
- whether the appointment of specialists is required as a condition of approval of the proposal.

The client may contact Ms Wesuwe Tshabalala at Amafa's Pietermaritzburg office (telephone 033 3946 543) in due course to enquire about the Council's decision.

APPENDIX A

SIGNIFICANCE AND VALUE OF HERITAGE RESOURCE SITES

The following guidelines for determining site significance were developed by the South African Heritage Resources Agency in 2003. We use them in conjunction with tables of our own formulation (see that for the Southern African Iron Age, below) when considering intrinsic site significance and significance relative to development activities, as well as when recommending mitigatory action.

Type of Resource

Place

Structure

Archaeological Site

Palaeontological Site

Geological Feature

Grave

Type of Significance

1. 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.

2. 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.

3. 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 for information contributing 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.

4. 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.

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.

Sphere of Significance	High	Medium	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"/>	
Specific Community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	-----

What other similar sites may be compared to this site?

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Southern African Iron Age

	Significance		
	- low	- medium	- high
Unique or type site			Yes
Formal protection			Yes
Spatial patterning	?Yes	?Yes	?Yes
Degree of disturbance	75 – 100%	25 – 74%	0 – 24%
Organic remains (list types)	0 – 5 / m ²	6 – 10 / m ²	11 + / m ²
Inorganic remains (list types)	0 – 5 / m ²	6 – 10 / m ²	11 + / m ²
Ancestral graves			Present
Horizontal extent of site	< 100m ²	101 – 1000m ²	1000 + m ²
Depth of deposit	< 20cm	21 – 50cm	51 + cm
Spiritual association			Yes
Oral history association			Yes
➤ Research potential			High
➤ Educational potential			High

Please note that this table is a tool to be used by qualified cultural heritage managers who are also experienced site assessors.

APPENDIX B

THE MANAGEMENT OF CULTURAL LANDSCAPES

The Cultural Landscape Foundation³ defines cultural landscapes as follows:

A cultural landscape is a geographic area that includes resources and natural resources associated with a historic event, activity, or person. Sometimes cultural landscapes are the result of one person or group of people acting upon the land. Other times they are the result of an idea one person or a group had and then created at that time. Cultural landscapes can range from thousands of acres of rural lands to a small homestead with a front yard of less than one acre. They include grand estates, farmland, public gardens and parks, college campuses, cemeteries, scenic highways and even industrial sites.

Four general types of Cultural Landscapes, not mutually exclusive, are:

- Historic Sites
- Historic Designed Landscapes
- Historic Vernacular Landscapes
- Ethnographic Landscapes

Cultural Landscapes can:

- Be man-made expressions of visual and spatial relationships.
- Serve as texts and narratives of cultures.
- Be valuable expressions of regional identity.
- Be works of art that are part of our national heritage.
- Exist in relationship to their ecological contexts.

What are cultural landscapes? by Alice E. Ingerson, Institute for Cultural Landscape Studies⁴

Virtually all landscapes have cultural associations, because virtually all landscapes have been affected in some way by human action or perception. Therefore, the Institute for Cultural Landscape Studies does not use the phrase "cultural landscape" to mean a special type of landscape. Instead, we use "cultural landscape" to mean a way of seeing landscapes that emphasizes the interaction between human beings and nature over time. ICLS also works with many other organizations, some of which have contrasting or even conflicting definitions of "cultural landscape":

individual, special, aesthetic, collective, representative, useful, cultural, related to the arts (consciously designed objects), ideas of enduring value related to the everyday beliefs and practices of a group of people, the work of landscape architects or garden designers, scenery portrayed in a painting or photograph, or that is seen as worth painting or photographing, the land that can be seen from a single vantage point (usually larger than a "site", smaller than a "region"), "nearly everything we see when we go outdoors" — Peirce Lewis 1979

³ Though professional techniques for identifying, documenting, and managing cultural landscapes have evolved rapidly in the past 30 years, the results of the professionals' work often fails to reach the general public. Consequently, many of the places in which we live, work, and play often change considerably—sometimes over years and sometimes overnight! The Cultural Landscape Foundation is the only not-for-profit foundation in America dedicated to increasing the public's awareness of the importance and irreplaceable legacy of cultural landscapes. Through education, technical assistance, and outreach, the Cultural Landscape Foundation aims to broaden the support and understanding for cultural landscapes nationwide in hopes of saving our priceless heritage for future generations. The CLF achieves this mission by: (1) heightening the awareness of those who impact cultural landscapes; (2) assisting those groups and organizations who are working to increase the appreciation and recognition of cultural landscapes; and, (3) developing educational tools for young people to better connect them to their cultural landscape environs.

⁴ From the website of the Institute for Cultural Landscape Studies of the Arnold Arboretum (<http://www.icls.harvard.edu>), © The President and Fellows of Harvard College. The Institute for Cultural Landscape Studies was formed in 1997 to support the emerging community of professionals and volunteers who manage and interpret landscapes with a significant history of human use, particularly in the northeastern United States. These practitioners work with a wide variety of places, from historic gardens and public parks to urban streetscapes, broad agricultural or industrial regions, and conservation or ecological reserves. These landscapes are neither static nor self-contained. Managing them requires active experimentation and continuous learning, to understand how past events and decisions produced today's landscapes, and how today's decisions and events are already producing tomorrow's landscapes. The Institute for Cultural Landscape Studies worked with nonprofit organizations, public agencies, and colleges and universities to capture place-based knowledge about cultural landscapes, and to respond to emerging issues.

The National Park Service and the National Register of Historic Places, as well as organizations that look to these agencies for management models and standards, use the operational definition of "cultural landscape" from the 1996 Secretary of the Interior's . . . Guidelines for the Treatment of Cultural Landscapes:

a geographic area (including both cultural and natural resources and the wildlife or domestic animals therein), associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.

Historic landscapes, unlike works of art, have to function as contemporary environments — we have literally to enter and become involved with them. — Catherine Howett 1987

Much public discussion about cultural landscapes is about preserving special or historic places. Yet the definition of "special" varies over time, among different cultures, and in different places. A landscape valued by one group may be simply invisible, or even offensive, to another. Next to an official historic district may be a neighborhood that is not eligible for any special treatment but has deep meaning and associations for the people who live there. Mobile homes may be critical to a farm economy, though they jar the sensibilities of visitors expecting to see only white clapboard houses and wooded hillsides from a "scenic overlook" in a state forest. The historic district and the ordinary neighborhood, working farms and protected forests, are all cultural landscapes.

Even when landscape preservation standards are broadened to include a wide range of landscape types, strict preservation is not always an appropriate stance. Designers and communities may also choose to transform existing landscapes or create new ones. Managing cultural landscapes thus involves planning for positive change as well as preventing negative change.