

Phase 1 Cultural Heritage Impact Assessment:

**THE PROPOSED UPGRADE OF NATIONAL ROAD R36 SECTION 6 FROM MANCHABENI (KM 4.70) TO
TZANEEN (KM 33.40), LIMPOPO PROVINCE**

Prepared for:

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Report No: 2021/JvS/070

- Status: Final
- Date: September 2021
- Revision No: -
- Date: -

Submission of the report:

It remains the responsibility of the client to submit the report to the South African Heritage Resources Agency (SAHRA) or relevant Provincial Heritage Resources Agency (PHRA) by means of the online SAHRIS System.

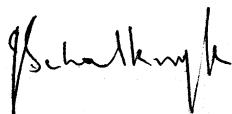


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Specialist competency:

Johan A van Schalkwyk, D Litt et Phil, heritage consultant, has been working in the field of heritage management for more than 40 years. Originally based at the National Museum of Cultural History, Pretoria, he has actively done research in the fields of anthropology, archaeology, museology, tourism and impact assessment. This work was done in Limpopo Province, Gauteng, Mpumalanga, North West Province, Eastern Cape Province, Northern Cape Province, Botswana, Zimbabwe, Malawi, Lesotho and Swaziland. Based on this work, he has curated various exhibitions at different museums and has published more than 70 papers, most in scientifically accredited journals. During this period, he has done more than 2000 impact assessments (archaeological, anthropological, historical and social) for various government departments and developers. Projects include environmental management frameworks, roads, pipeline-, and power line developments, dams, mining, water purification works, historical landscapes, refuse dumps and urban developments.



J A van Schalkwyk
Heritage Consultant
September 2021



SPECIALIST DECLARATION

I, J A van Schalkwyk, as the appointed independent specialist, in terms of the 2014 EIA Regulations (as amended), hereby declare that I:

- I act as the independent specialist in this application;
- I perform the work relating to the application in an objective manner, even if this results in views and findings that are not favourable to the applicant;
- regard the information contained in this report as it relates to my specialist input/study to be true and correct, and do not have and will not have any financial interest in the undertaking of the activity, other than remuneration for work performed in terms of the NEMA, the Environmental Impact Assessment Regulations, 2014 (as amended) and any specific environmental management Act;
- I declare that there are no circumstances that may compromise my objectivity in performing such work;
- I have expertise in conducting the specialist report relevant to this application, including knowledge of the Act, Regulations and any guidelines that have relevance to the proposed activity;
- I will comply with the Act, Regulations and all other applicable legislation;
- I have no, and will not engage in, conflicting interests in the undertaking of the activity;
- I have no vested interest in the proposed activity proceeding;
- I undertake to disclose to the applicant and the competent authority all material information in my possession that reasonably has or may have the potential of influencing - any decision to be taken with respect to the application by the competent authority; and the objectivity of any report, plan or document to be prepared by myself for submission to the competent authority;
- I have ensured that information containing all relevant facts in respect of the specialist input/study was distributed or made available to interested and affected parties and the public and that participation by interested and affected parties was facilitated in such a manner that all interested and affected parties were provided with a reasonable opportunity to participate and to provide comments on the specialist input/study;
- I have ensured that the comments of all interested and affected parties on the specialist input/study were considered, recorded and submitted to the competent authority in respect of the application;
- all the particulars furnished by me in this specialist input/study are true and correct; and
- I realise that a false declaration is an offence in terms of regulation 48 and is punishable in terms of section 24F of the Act.

Signature of the specialist



J A van Schalkwyk
September 2021

EXECUTIVE SUMMARY

**Phase 1 Cultural Heritage Impact Assessment:
THE PROPOSED UPGRADE OF NATIONAL ROAD R36 SECTION 6 FROM MANCHABENI (KM 4.70) TO
TZANEEN (KM 33.40), LIMPOPO PROVINCE**

South African National Roads Agency (Soc) Ltd propose the upgrade of National Road R36 Section 6 from Manchabeni (km 4.70) to Tzaneen (km 33.40), Limpopo Province. *Chameleon Environmental* has been appointed by Nathoo Mbejane Engineers (Pty) Ltd as independent environmental consultant to undertake the Basic Assessment for the proposed upgrade of the road.

In accordance with Section 38 of the NHRA, an independent heritage consultant was appointed by *Chameleon Environmental* to conduct a cultural heritage assessment to determine if the upgrade of the road would have an impact on any sites, features or objects of cultural heritage significance.

This report describes the methodology used, the limitations encountered, the heritage features that were identified and the recommendations and mitigation measures proposed relevant to this. The investigation consisted of a desktop study (archival sources, database survey, maps and aerial imagery) and a physical survey that also included the interviewing of relevant people. It should be noted that the implementation of the mitigation measures is subject to SAHRA/PHRA's approval.

- During the site visit, special attention was given to the various bridges and the riverbanks at the crossings. In the prehistoric past rivers served as 'highways' for people migrating into new areas and may settlements, especially dating to the Iron Age can be found along riverbanks.
 - During the site visit, no such sites were identified.

The following can be said about the various bridges and culverts:

- None show any interesting or unique features in its construction, nor was any unique materials used in their construction;
- No important event or person could be related to any of the bridges or culverts.

Identified sites

During the survey no sites, features or objects of cultural significance were identified.

Impact assessment and proposed mitigation measures

Impact analysis of cultural heritage resources under threat of the proposed development, is based on the present understanding of the development:

- For the current study, as no sites, features or objects of cultural significance were identified, no mitigation measures are proposed.

Legal requirements

The legal requirements related to heritage specifically are specified in Section 3 of this report.

- For this proposed project, the assessment has determined that no sites, features or objects of cultural heritage significance occur in the project area, therefore no permits are required from SAHRA or the PHRA.

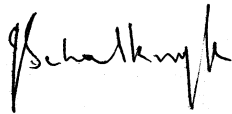
- If heritage features are identified during construction, as stated in the management recommendation, these finds would have to be assessed by a specialist, after which a decision will be made regarding the application for relevant permits.

Reasoned opinion as to whether the proposed activity should be authorised:

- From a heritage point of view, it is recommended that the Proposed Project be allowed to continue on acceptance of the mitigation measures presented above and the conditions proposed below.

Conditions for inclusion in the environmental authorisation:

- The Palaeontological Sensitivity Map (<http://www.sahra.org.za/sahris/map/palaeo>) indicate that the largest section of the project area has an insignificant to zero significance of fossil remains to be found and therefore a palaeontological assessment is not required. A short section in the south has a low significance for fossil remains to be found and therefore a protocol for finds is required.
- Should archaeological sites or graves be exposed during construction work, it must immediately be reported to a heritage practitioner so that an investigation and evaluation of the finds can be made. The appropriate steps to take are indicated in Section 9 of the report, as well as in the **Management Plan: Burial Grounds and Graves, with reference to general heritage sites**, in the Addendum, Section 12.4.




J A van Schalkwyk
Heritage Consultant
September 2021

TECHNICAL SUMMARY

| Project description | |
|----------------------------|---|
| Description | Upgrade of a section of the R36 from Tzaneen southwards |
| Project name | R36 Section 6 Upgrade |

| Applicant |
|---|
| South African National Roads Agency (Soc) Ltd |

| Environmental assessment practitioner |
|--|
| Dr J Bothma |
| Chameleon Environmental |

| Property details | | | | | | |
|-------------------------|--------------------------|------------|---|----|------------|------------|
| Province | Limpopo | | | | | |
| Magisterial district | Letaba | | | | | |
| Local Municipality | Greater Tzaneen | | | | | |
| Topo-cadastral map | 2330CC & 2330CD | | | | | |
| Farm name | Various | | | | | |
| Closest town | Tzaneen | | | | | |
| Coordinates | End points (approximate) | | | | | |
| | No | Latitude | Longitude | No | Latitude | Longitude |
| | 1 | S 23,83788 | E 30,15354 | 2 | S 24,00356 | E 30,33404 |
| | .kml files ¹ | |  | | | |

| Development criteria in terms of Section 38(1) of the NHR Act | Yes/No |
|---|--------|
| Construction of road, wall, power line, pipeline, canal or other linear form of development or barrier exceeding 300m in length | Yes |
| Construction of bridge or similar structure exceeding 50m in length | No |
| Development exceeding 5000 sq m | No |
| Development involving three or more existing erven or subdivisions | No |
| Development involving three or more erven or divisions that have been consolidated within past five years | No |
| Rezoning of site exceeding 10 000 sq m | No |
| Any other development category, public open space, squares, parks, recreation grounds | No |

| Land use | |
|-------------------|--------------|
| Previous land use | Farming |
| Current land use | Road reserve |

¹ Left click on the icon to open the file in Google Earth, if installed on the computer. Alternatively, right click on the icon. In dialog box, select "Save Embedded File to Disk" and save to folder of choice.

TABLE OF CONTENTS

| | Page |
|---|------|
| SPECIALIST DECLARATION | II |
| EXECUTIVE SUMMARY | III |
| TECHNICAL SUMMARY | V |
| GLOSSARY OF TERMS AND ABBREVIATIONS | VII |
| COMPLIANCE WITH APPENDIX 6 OF THE 2014 EIA REGULATIONS (AS AMENDED) | IX |
| 1. INTRODUCTION | 1 |
| 2. LEGISLATIVE FRAMEWORK | 2 |
| 3. HERITAGE RESOURCES | 3 |
| 4. PROJECT DESCRIPTION | 5 |
| 5. STUDY APPROACH AND METHODOLOGY | 6 |
| 6. DESCRIPTION OF THE AFFECTED ENVIRONMENT | 9 |
| 7. SURVEY RESULTS | 15 |
| 8. IMPACT ASSESSMENT RATINGS AND MITIGATION MEASURES | 16 |
| 9. MANAGEMENT MEASURES | 17 |
| 10. CONCLUSIONS AND RECOMMENDATIONS | 19 |
| 11. REFERENCES | 21 |
| 12. ADDENDUM | 23 |
| 1. Indemnity and terms of use of this report | 23 |
| 2. Assessing the significance of heritage resources and potential impacts | 24 |
| 3. Mitigation measures | 27 |
| 4. Management Plan: Burial Grounds and Graves, with reference to general heritage sites | 29 |
| 5. Chance find procedures | 34 |
| 6. Curriculum vitae | 35 |

LIST OF FIGURES

| | Page |
|---|------|
| Figure 1. Location of the project area in regional context | 5 |
| Figure 2. Layout of the project area | 6 |
| Figure 3. Location of known heritage sites and features in relation to the project area | 8 |
| Figure 4. The Palaeontological sensitivity of the project area | 9 |
| Figure 5. Map showing the project area on the 1955 version of the 1:250 000 map | 12 |
| Figure 6. The project area on the 1966 version of the 1:50 000 topographic maps | 13 |
| Figure 7. Aerial view of the project area dating to 2021 | 13 |
| Figure 8. Views of the road, travelling south to north | 14 |
| Figure 9. Bridges and riverbanks | 15 |
| Figure 10. Informal roadside businesses | 15 |
| Figure 11. Location of heritage sites in the project area | 16 |

LIST OF TABLES

| | Page |
|--|------|
| Table 1: Pre-Feasibility Assessment | 7 |
| Table 2: Impact assessment | 17 |
| Table 3A: Construction Phase: Environmental Management Programme for the project | 18 |
| Table 3B: Operation Phase: Environmental Management Programme for the project | 18 |

GLOSSARY OF TERMS AND ABBREVIATIONS

TERMS

Bioturbation: The burrowing by small mammals, insects and termites that disturb archaeological deposits.

Cumulative impacts: In relation to an activity, means the past, current and reasonably foreseeable future impact of an activity, considered together with the impact of activities associated with that activity, that in itself may not be significant, but may become significant when added to existing and reasonably foreseeable impacts eventuating from similar or diverse activities.

Debitage: Stone chips discarded during the manufacture of stone tools.

Factory site: A specialised archaeological site where a specific set of technological activities has taken place – usually used to describe a place where stone tools were made.

Historic Period: Since the arrival of the white settlers - c. AD 1830 - in this part of the country.

Holocene: The most recent time period, which commenced c. 10 000 years ago.

Iron Age (also referred to as **Early Farming Communities**): Period covering the last 1800 years, when new people brought a new way of life to southern Africa. They established settled villages, cultivated domestic crops such as sorghum, millet and beans, and herded cattle, sheep and goats. As they produced their own iron tools, archaeologists call this the Iron Age.

| | |
|-----------------|-------------------|
| Early Iron Age | AD 200 - AD 900 |
| Middle Iron Age | AD 900 - AD 1300 |
| Later Iron Age | AD 1300 - AD 1830 |

Midden: The accumulated debris resulting from human occupation of a site.

Mitigation, means to anticipate and prevent negative impacts and risks, then to minimise them, rehabilitate or repair impacts to the extent feasible.

National Estate: The collective heritage assets of the Nation.

Pleistocene: Geological time period of 3 000 000 to 20 000 years ago.

Stone Age: The first and longest part of human history is the Stone Age, which began with the appearance of early humans between 3-2 million years ago. Stone Age people were hunters, gatherers and scavengers who did not live in permanently settled communities. Their stone tools preserve well and are found in most places in South Africa and elsewhere.

| | |
|------------------|------------------------------------|
| Early Stone Age | 2 500 000 - 250 000 Before Present |
| Middle Stone Age | 250 000 - 40-25 000 BP |
| Later Stone Age | 40-25 000 - until c. AD 200 |

Tradition: As used in archaeology, it is a seriated sequence of artefact assemblages, particularly ceramics.

ACRONYMS and ABBREVIATIONS

| | |
|-------|---|
| AD | Anno Domini (the year 0) |
| ASAPA | Association of Southern African Professional Archaeologists |

| | |
|----------|--|
| BA | Basic Assessment |
| BC | Before the Birth of Christ (the year 0) |
| BCE | Before the Common Era (the year 0) |
| BP | Before Present (calculated from 1950 when radio-carbon dating was established) |
| CE | Common Era (the year 0) |
| CRM | Cultural Resources Management |
| CS-G | Chief Surveyor-General |
| DMRE | Department of Mineral Resources and Energy |
| EAP | Environmental Assessment Practitioner |
| ECO | Environmental Control Officer |
| EIA | Early Iron Age |
| EIA | Environmental Impact Assessment |
| EMPr | Environmental Management Programme |
| ESA | Early Stone Age |
| HIA | Heritage Impact Assessment |
| I & AP's | Interested and Affected Parties |
| ICOMOS | International Council on Monuments and Sites |
| LIA | Late Iron Age |
| LSA | Later Stone Age |
| MIA | Middle Iron Age |
| MSA | Middle Stone Age |
| NASA | National Archives of South Africa |
| NEMA | National Environmental Management Act 107 of 1998 |
| NHRA | National Heritage Resources Act |
| PHRA | Provincial Heritage Resources Agency |
| SAHRA | South African Heritage Resources Agency |
| SAHRIS | South African Heritage Resources Information System |
| WUL | Water Use Licence |

COMPLIANCE WITH APPENDIX 6 OF THE 2014 EIA REGULATIONS (AS AMENDED)

| Requirements of Appendix 6 – GN R982 | Addressed in the Specialist Report |
|---|---|
| 1. (1) A specialist report prepared in terms of these Regulations must contain- | |
| a) details of- | |
| i. the specialist who prepared the report; and | Front page |
| ii. the expertise of that specialist to compile a specialist report including a curriculum vitae; | Page i Addendum Section 5 |
| b) a declaration that the specialist is independent in a form as may be specified by the competent authority; | Page ii |
| c) an indication of the scope of, and the purpose for which, the report was prepared; | Section 1 |
| (cA) an indication of the quality and age of base data used for the specialist report; | Section 4 |
| (cB) a description of existing impacts on the site, cumulative impacts of the proposed development and levels of acceptable change; | Section 7 |
| d) the duration, date and season of the site investigation and the relevance of the season to the outcome of the assessment; | Section 4 |
| e) a description of the methodology adopted in preparing the report or carrying out the specialised process inclusive of equipment and modelling used; | Section 4 |
| f) details of an assessment of the specific identified sensitivity of the site related to the proposed activity or activities and its associated structures and infrastructure, inclusive of a site plan identifying site alternatives; | Section 7; Figure 12 |
| g) an identification of any areas to be avoided, including buffers; | Section 8 |
| h) a map superimposing the activity including the associated structures and infrastructure on the environmental sensitivities of the site including areas to be avoided, including buffers; | Figure 12 Section 7 & 8 |
| i) a description of any assumptions made and any uncertainties or gaps in knowledge; | Section 2 |
| j) a description of the findings and potential implications of such findings on the impact of the proposed activity or activities; | Section 7 |
| k) any mitigation measures for inclusion in the EMPr; | Section 8 & 10 |
| l) any conditions for inclusion in the environmental authorisation; | Section 10 |
| m) any monitoring requirements for inclusion in the EMPr or environmental authorisation; | Section 9 |
| n) a reasoned opinion- | |
| i. whether the proposed activity, activities or portions thereof should be authorised; | Section 10 |
| (iA) regarding the acceptability of the proposed activity or activities; and | |
| ii. if the opinion is that the proposed activity, activities or portions thereof should be authorised, any avoidance, management and mitigation measures that should be included in the EMPr, and where applicable, the closure plan; | Section 8, 9 & 10 |
| o) a description of any consultation process that was undertaken during the course of preparing the specialist report; | - |
| p) a summary and copies of any comments received during any consultation process and where applicable all responses thereto; and | - |
| q) any other information requested by the competent authority. | - |
| (2) Where a government notice by the Minister provides for any protocol or minimum information requirement to be applied to a specialist report, the requirements as indicated in such notice will apply. | - |

**Phase 1 Cultural Heritage Impact Assessment:
THE PROPOSED UPGRADE OF NATIONAL ROAD R36 SECTION 6 FROM MANCHABENI (KM 4.70) TO
TZANEEN (KM 33.40), LIMPOPO PROVINCE**

1. INTRODUCTION

1.1 Background

South African National Roads Agency (Soc) Ltd propose the upgrade of National Road R36 Section 6 from Manchabeni (km 4.70) to Tzaneen (km 33.40), Limpopo Province. *Chameleon Environmental* has been appointed by Nathoo Mbejane Engineers (Pty) Ltd as independent environmental consultant to undertake the Basic Assessment for the proposed upgrade of the road.

South Africa's heritage resources, also described as the 'national estate', comprise a wide range of sites, features, objects and beliefs. However, according to Section 27(18) of the National Heritage Resources Act, No. 25 of 1999 (NHRA), no person may destroy, damage, deface, excavate, alter, remove from its original position, subdivide or change the planning status of any heritage site without a permit issued by the heritage resources authority responsible for the protection of such site.

In accordance with Section 38 of the NHRA, an independent heritage consultant was appointed by *Chameleon Environmental* to conduct a cultural heritage assessment to determine if the upgrade of the road would have an impact on any sites, features or objects of cultural heritage significance.

This report forms part of the Basic Assessment as required by the EIA Regulations in terms of the National Environmental Management Act, 1998 (Act No. 107 of 1998) as amended and is intended for submission to the South African Heritage Resources Agency (SAHRA).

1.2 Terms and references

The aim of a full heritage impact assessment (HIA) investigation is to provide an informed heritage-related opinion about the proposed development by an appropriate heritage specialist. The objectives are to identify heritage resources (involving site inspections, existing heritage data and additional heritage specialists if necessary); assess their significances; assess alternatives in order to promote heritage conservation issues; and to assess the acceptability of the proposed development from a heritage perspective.

The result of this investigation is a HIA report indicating the presence/ absence of heritage resources and how to manage them in the context of the proposed development.

Depending on SAHRA's acceptance of this report, the developer may receive permission to proceed with the proposed development, on condition of successful implementation of proposed mitigation measures.

1.2.1 Scope of work

The aim of this study is to determine the cultural heritage significance of the area where the mining activities is to take place. This included:

- Conducting a desk-top investigation of the project area; and
- A visit to the proposed project area.

The project area includes the following properties:

- Section 6 of the R36, from Manchabeni (km 4.7) to Tzaneen (km 33.4).

The objectives were to:

- Evaluate the potential impacts of construction, operation and maintenance of the proposed development on archaeological, cultural and historical resources;
- Recommend mitigation measures to ameliorate any negative impacts on areas of archaeological, cultural or historical importance; and
- Provide guideline measures to manage any impacts that might occur during the proposed project's construction and implementation phases.

1.2.2 Assumptions and Limitations

The investigation has been influenced by the following:

- It is assumed that the description of the proposed project, provided by the client, is accurate;
- It is assumed that the public consultation process undertaken as part of the Basic Assessment (BA) is sufficient and that it does not have to be repeated as part of the HIA;
- It is assumed that the information contained in existing databases, reports and publications is correct;
- The unpredictability of buried archaeological remains;
- No subsurface investigation (i.e. excavations or sampling) were undertaken, since a permit from SAHRA is required for such activities;
- The vegetation cover encountered during a site visit can have serious limitations on ground visibility, obscuring features (artefacts, structures) that might be an indication of human settlement.

2. LEGISLATIVE FRAMEWORK

2.1 Background

HIAs are governed by national legislation and standards and International Best Practise. These include:

- South African Legislation
 - National Heritage Resources Act, 1999 (Act No. 25 of 1999) (NHRA);
 - Mineral and Petroleum Resources Development Act, 2002 (Act No. 22 of 2002) (MPRDA);
 - National Environmental Management Act 1998 (Act No. 107 of 1998) (NEMA); and
 - National Water Act, 1998 (Act No. 36 of 1998) (NWA).
- Standards and Regulations
 - South African Heritage Resources Agency (SAHRA) Minimum Standards;
 - Association of Southern African Professional Archaeologists (ASAPA) Constitution and Code of Ethics;
 - Anthropological Association of Southern Africa Constitution and Code of Ethics.
- International Best Practise and Guidelines
 - ICOMOS Standards (Guidance on Heritage Impact Assessments for Cultural World Heritage Properties); and
 - The UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage (1972).

2.2 Heritage Impact Assessment Studies

South Africa's unique and non-renewable archaeological and palaeontological heritage sites are 'generally' protected in terms of the NHRA (Section 35) and may not be disturbed at all without a permit from the relevant heritage resources authority, subject to the provisions of Section 38(8) of the NHRA.

The NHRA, Section 38, contains requirements for Cultural Resources Management and prospective developments:

"38 (1) Subject to the provisions of subsections (7), (8) and (9), any person who intends to undertake a development categorised as:

- (a) the construction of a road, wall, powerline, pipeline, canal or other similar form of linear development or barrier exceeding 300m in length;*
- (b) the construction of a bridge or similar structure exceeding 50m in length;*
- (c) 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;*
- (d) the re-zoning of a site exceeding 10 000 m² in extent; or*
- (e) any other category of development provided for in regulations by SAHRA or a provincial heritage resources authority, must at the very earliest stages of initiating such a development, notify the responsible heritage resources authority and furnish it with details regarding the location, nature and extent of the proposed development."*

And:

"38 (3) The responsible heritage resources authority must specify the information to be provided in a report required in terms of subsection (2)(a): Provided that the following must be included:

- (a) The identification and mapping of all heritage resources in the area affected;*
- (b) an assessment of the significance of such resources in terms of the heritage assessment criteria set out in section 6(2) or prescribed under section 7;*
- (c) an assessment of the impact of the development on such heritage resources;*
- (d) 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;*
- (e) the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources;*
- (f) if heritage resources will be adversely affected by the proposed development, the consideration of alternatives; and*
- (g) plans for mitigation of any adverse effects during and after the completion of the proposed development."*

3. HERITAGE RESOURCES

3.1 The National Estate

The NHRA defines the heritage resources of South Africa which are of cultural significance or other special value for the present community and for future generations that must be considered part of the national estate to include:

- places, buildings, structures and equipment of cultural significance;
- places to which oral traditions are attached or which are associated with living heritage;
- historical settlements and townscapes;

- landscapes and natural features of cultural significance;
- geological sites of scientific or cultural importance;
- archaeological and palaeontological sites;
- graves and burial grounds, including-
 - ancestral graves;
 - royal graves and graves of traditional leaders;
 - graves of victims of conflict;
 - graves of individuals designated by the Minister by notice in the Gazette;
 - historical graves and cemeteries; and
 - other human remains which are not covered in terms of the Human Tissue Act, 1983 (Act No. 65 of 1983);
- sites of significance relating to the history of slavery in South Africa;
- movable objects, including-
 - objects recovered from the soil or waters of South Africa, including archaeological and palaeontological objects and material, meteorites and rare geological specimens;
 - objects to which oral traditions are attached or which are associated with living heritage;
 - ethnographic art and objects;
 - military objects;
 - objects of decorative or fine art;
 - objects of scientific or technological interest; and
 - books, records, documents, photographic positives and negatives, graphic, film or video material or sound recordings, excluding those that are public records as defined in section 1(xiv) of the National Archives of South Africa Act, 1996 (Act No. 43 of 1996).

3.2 Cultural significance

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

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

- 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;
- its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; and
- sites of significance relating to the history of slavery in South Africa.

A matrix (see Section 2 of Addendum) was developed whereby the above criteria were applied for the determination of the significance of each identified site. This allowed some form of control over the application of similar values for similar identified sites.

4. PROJECT DESCRIPTION

4.1 Site location

The project area is a linear development stretching along the R36 from Tzaneen in a south-eastern direction Greater Tzaneen Local Municipality of Limpopo Province (Fig. 1). For more information, see the Technical Summary on p. V above.

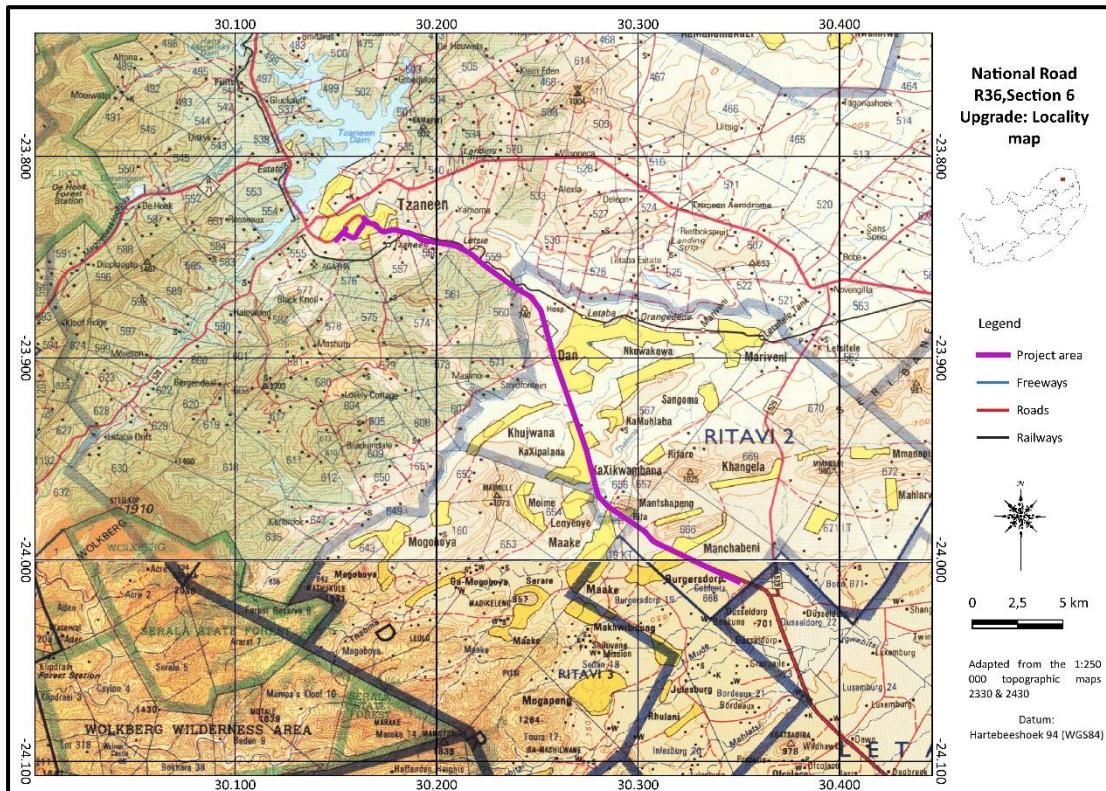


Figure 1. Location of the project area in regional context

4.2 Development proposal

The project entails the following:

- Widening of the existing road cross sections to a new single and dual carriageway cross-section.
- Vertical and horizontal geometric improvements.
- Vertical and horizontal realignments.
- Improvements of minor and major intersections.
- Widening of the river bridges and major and minor culverts.
- Clearing of vegetation outside the road reserve for stockpile areas.

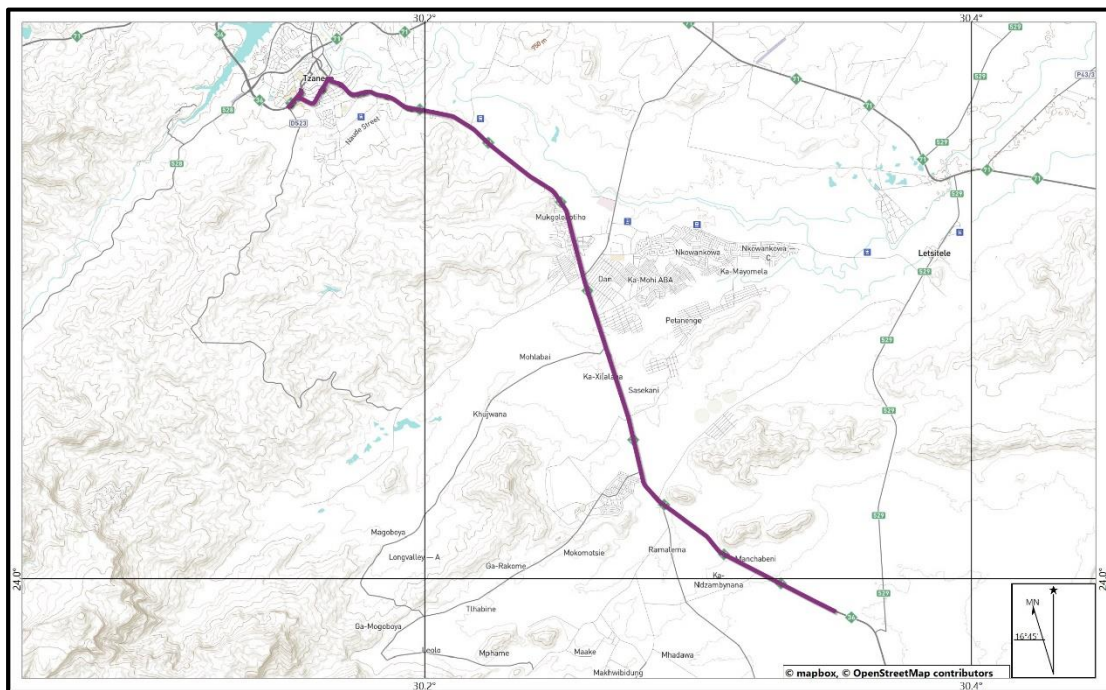


Figure 2. Layout of the project area

5. STUDY APPROACH AND METHODOLOGY

5.1 Extent of the Study

This survey and impact assessment cover all facets of cultural heritage located in the project area as presented in Section 4 above and illustrated in Figures 1 & 2.

5.2 Methodology

5.2.1 Pre-feasibility assessment

The objectives of this review were to:

- Gain an understanding of the cultural landscape within which the project is located;
- Inform the field survey.

5.2.1.1 Survey of the literature

A survey of the relevant literature was conducted with the aim of reviewing the previous research done and determining the potential of the area. In this regard, various anthropological, archaeological and historical sources were consulted – see list of references in Section 11.

- Information on events, sites and features in the larger region were obtained from these sources.

5.2.1.2 Survey of heritage impact assessments (HIAs)

A survey of HIAs done for projects in the region by various heritage consultants was conducted with the aim of determining the heritage potential of the area – see list of references in Section 11.

- Information on sites and features in the larger region were obtained from these sources.

5.2.1.3 Data bases

The *Heritage Atlas Database*, various SAHRA databases, the *Environmental Potential Atlas*, the *Chief Surveyor General* and the *National Archives of South Africa* were consulted.

- Database surveys produced a number of sites located in the larger region of the proposed development.

5.2.1.4 Other sources

Aerial photographs and topocadastral and other maps were also studied - see the list of references below.

- Information of a very general nature were obtained from these sources.

5.2.1.5 Results

The results of the above investigation are presented in Table 1 and Figure 3 below – see list of references in Section 11 – and can be summarised as follows:

- Stone Age tools, dating to the MSA occur as surface scatters on the banks of river, near outcrops and on valley floors in the larger region;
- Sites containing rock art, dating to the Later Stone Age, are known to occur in the larger region to the southeast;
- Sites dating to the Early Iron Age occur all over;
- Sites dating to the Late Iron Age occur in large numbers all over;
- Historic structures, inclusive of buildings, bridges and mining related features, occur mostly in an urban environment, although they also occur sporadically on the various farms;
- Formal burial sites occur in an urban setting, with a number of informal ones occurring sporadically throughout the countryside.

The information collected during the desktop study was used to accommodate and integrate all data generated during the field survey:

- *Based on the above assessment, the probability of cultural heritage sites, features and objects occurring in the study area is deemed to be **low but possible**.*

Table 1: Pre-Feasibility Assessment

| Category | Period | Probability | Reference |
|------------------|------------------------------|-------------|--|
| Landscapes | | | |
| Natural/Cultural | | Low | Historic maps & aerial photographs |
| Early hominin | Pliocene – Lower Pleistocene | | |
| | Early hominin | None | - |
| Stone Age | Lower Pleistocene – Holocene | | |
| | Early Stone Age | Low | Heritage Atlas Database |
| | Middle Stone Age | Low | Heritage Atlas Database |
| | Later Stone Age | Low | Heritage Atlas Database |
| | Rock Art | Low | Heritage Atlas Database |
| Iron age | Holocene | | |
| | Early Iron Age | Possible | Klapwik (1996); Huffman (2007); Klapwijk & Huffman (1996) |
| | Middle Iron Age | None | - |
| | Late Iron Age | Possible | Huffman (2007); Klapwijk (1986); Klapwijk & Evers (1987); (Pelser & Van Schalkwyk 2000); Van Schalkwyk (20002); (Van Schalkwyk & Moifatswane 1999) |

| | | | |
|-----------------|-------------------------------|-----|-------------------------|
| Colonial period | Holocene | | |
| | Contact period/Early historic | Low | Van Schalkwyk (20002) |
| | Recent history | Low | Van Schalkwyk (20002) |
| | Industrial heritage | Low | Heritage Atlas Database |

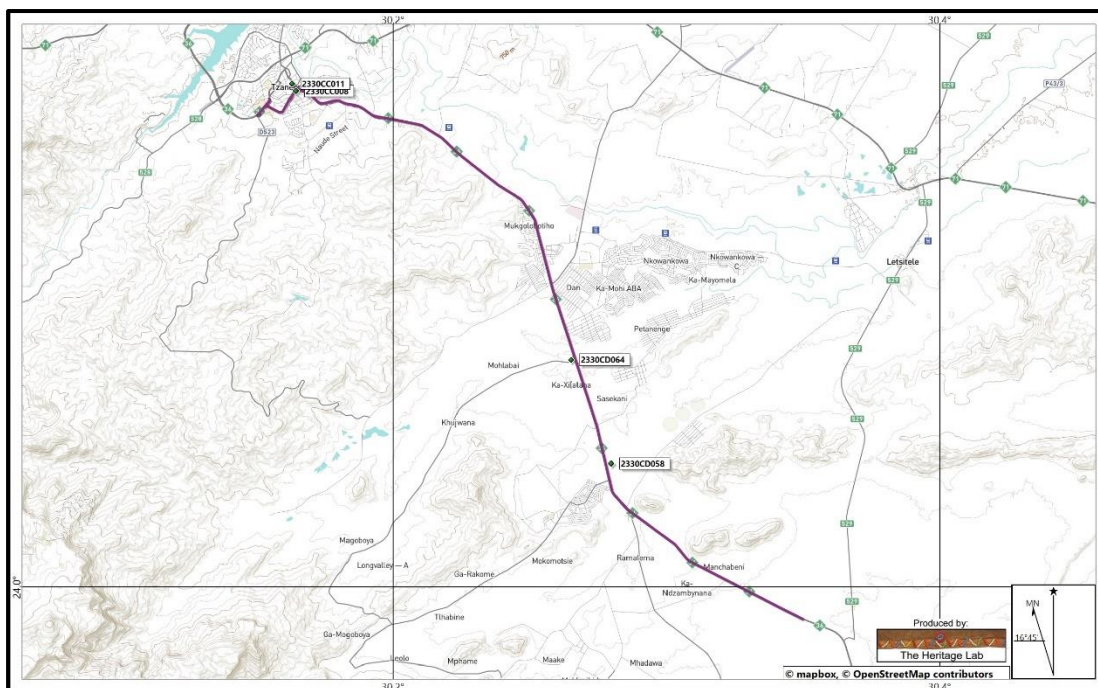


Figure 3. Location of known heritage sites and features in relation to the project area (heritage sites = coded green dots)

5.2.2 Field survey

The field survey was done according to generally accepted archaeological practices, and was aimed at locating all possible heritage sites, objects and structures. The area that had to be investigated was identified by *Chameleon Environmental* by means of maps and *.kml* files indicating the project area. This was loaded onto a Samsung digital device and used in Google Earth during the field survey to access the project area.

The project area was visited on 3 September 2021 and was investigated travelling the entire route in both directions.

5.2.3 Documentation

All sites, objects and structures that were identified are documented according to the general minimum standards accepted by the archaeological profession. Coordinates of individual localities are determined by means of the *Global Positioning System* (GPS) and plotted on a map. This information is added to the description to facilitate the identification of each locality. Map datum used: Hartebeeshoek 94 (WGS84).

The track log and identified sites were recorded by means of a Garmin Oregon 550 handheld GPS device. Photographic recording was done by means of a Canon EOS 550D digital camera. Geo-rectifying

of the aerial photographs and historic maps was done by means of a professional software package: ExpertGPS.

6. DESCRIPTION OF THE AFFECTED ENVIRONMENT

6.1 Natural Environment

For the northern section the original vegetation is classified as Tzaneen Sour Bushveld, a savanna biome forming part of the Lowveld Bioregion. The southern half is classified as Granite Lowveld, which is also part of the Lowveld Bioregion. However, in all areas this has been heavily impacted on by urban development and agricultural activities.

The Palaeontological Sensitivity Map (<http://www.sahra.org.za/sahris/map/palaeo>) indicate that the largest section of the project area (Fig. 4) has an insignificant to zero significance of fossil remains to be found and therefore a palaeontological assessment is not required. A short section in the south has a low significance for fossil remains to be found and therefore a protocol for finds is required.

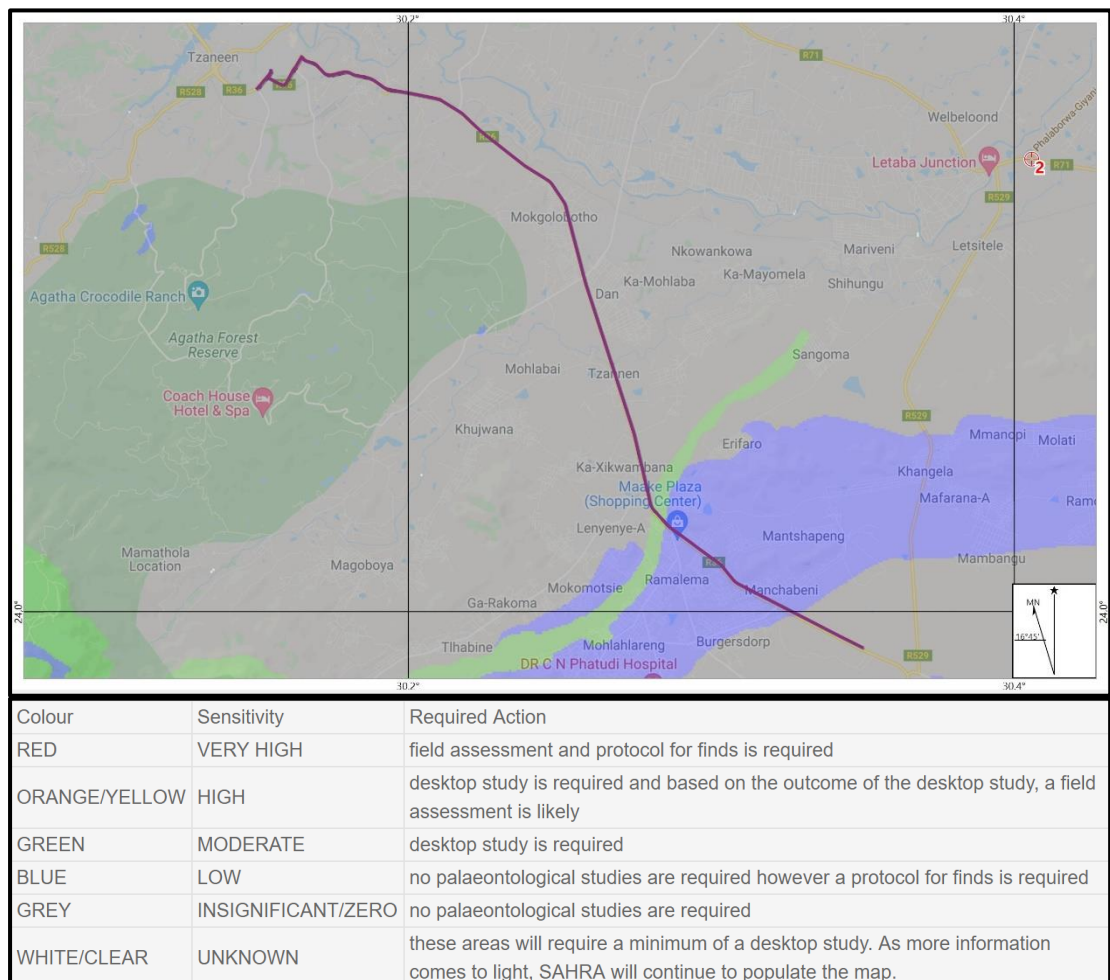


Figure 4. The Palaeontological sensitivity of the project area

6.2 Cultural Landscape

The aim of this section is to present an overview of the history of the larger region in order to eventually determine the significance of heritage sites identified in the project area, within the context of their historic, aesthetic, scientific and social value, rarity and representivity.

Based on available knowledge, it can be said that the cultural landscape qualities of the region essentially consist of two components. The first is made up of a pre-colonial (Stone Age and Iron Age) occupation. The second component is a rural area in which the human occupation consists of two elements, made up of a farming community and an urban element, rural towns and townships, most of which developed during the last 150 years.

That Stone Age people occupied the Letaba River valley, and the larger region as well is confirmed by the occurrence of stone tools dating to the Early, Middle and Late Stone Age. However, all the finds are classified as isolated surface occurrences. Consequently, such finds are judged to have a low significance and they require no mitigation measures.

Unfortunately, no primary (stratified/sealed) sites are known to exist in the survey area. The closest stratified site, known as Bushman Rock Shelter, is located at Echo Caves north of Ohrigstad. Here, early humans lived, discontinuously, for thousands of years, from the Early Stone Age, through what is known as the Middle Stone Age, and well into the Later Stone Age.

The term Iron Age is used by African archaeologists to refer to the advent of subsistence patterns based on farming and follow directly on the Stone Age. The Iron Age is characterised by the production and use of metals as well as characteristic types of pottery.

Iron Age people moved into southern Africa by c. AD 200, entering the area either by moving down the coastal plains, or by using a more central route. It seems more likely that the first option was what brought people into the study area. From the coast they followed the various rivers inland. Being cultivators, they preferred the rich alluvial soils to settle on.

Early Iron Age occupation of the region seems to have taken place on a significant scale and at least three different phases of occupation have been identified. One of the earliest known dated sites is located near Tzaneen. Called Silver Leaves, these people, belonging to the Kwale Branch of the Early Iron Age (Huffman 2007; Klapwijk 1996) seems to be the oldest Iron Age site discovered so far in southern Africa. As yet, no sites that can be related to this tradition have identified in the study area.

However, other sites dating somewhat later were also identified. Preliminary identification of the pottery indicates that it belong to the Doornkop phase of the Early Iron Age, and should have a date of between AD 600 – 900. These are the same group of people that produced the remarkable clay masks found near Lydenburg in the 1960s.

These settlements seem to have been followed at a slightly later date by settlements linked to the Eiland Facies of the Middle Iron Age (c. AD 1000-1200) (Klapwijk & Evers 1987).

Early Iron Age sites are our only source of evidence for the occupation of the area by early farming communities. As such these sites are important and they are viewed to have medium significance, which implies that they would require mitigation measures.

Over time these communities were replaced by people belonging to groups recognisable in modern times, e.g. Sotho-speakers, for example the Lobedu, Phalaborwa, Letswalo and Kgaga, and TsiTsonga-speakers, such as the Nkuna. Although located much further to the north, the Venda-speakers also had some influence in the study area, especially amongst the Lobedu.

As this was a period of population movement, conflict and change, it in large part set the scene for the current population situation in the country, a situation that was exploited by the policy of separate development in the sense of the creation of various homelands. Considering the time period that they were occupied, they also feature in the early historic period. These sites are therefore viewed to have medium significance and would require mitigation.

Based on the occurrence of specific resources, some interesting though not unique industries developed that was aimed at the exploitation of local resources. Two examples are the copper and iron smelting at Phalaborwa and the extraction of salt at the Eiland mineral springs.

The historic period started c. 1840s, with the arrival of the first white hunters, missionaries and prospectors in the area.

The discovery of gold at what was to become Leydsdorp, set the scene for outsiders to enter the area in large numbers. However, the gold did not last long and, after a heyday lasting approximately 10 years, the little town was largely forgotten.

As time went by, the area was divided into farms. This, of course, gave rise to conflict between the whites entering the area and the local Sotho and Tsonga communities. Soon conflict broke out, e.g. against the *Kgoši* Makgoba, occupying Magoebas Kloof, and the ZAR government.

Still, development was very slow, with a few farms occupied by the early 20th century. It was only in the 1950s, after the success Dr Siegfried Anneke had with the fight against malaria that population numbers increased significantly.

Two different language groups are found in the study and surrounding area: Sotho-speakers and Tsonga-speakers.

The Tsonga-speakers form the main group in the study area. Their origin is in Mozambique. Due to the wars in the coastal areas of Natal and Mozambique during the 1820-30s, they entered the (former) Transvaal, first in small groups and later, by the 1890's, due to Portuguese aggression, in larger groups with recognized chiefs. They were later given formal 'locations' to settle in, which, during the days of separate development under the previous government, became the homeland of Gazankulu.

To the north and east of the study area is found the Sotho-speakers, of which the Lobedu people are the best known because of their famous 'rain-queen'. They have a strong link to the Venda located more to the north. Other smaller Sotho groups such as the Bahlabine and Sekororo are found to the west of the study area.

As part of the process of homeland consolidation, people of Tsonga/Shangaan descent were forcibly removed from other areas and relocated in this area, which was to be part of what was planned to become an independent republic called Gazankulu.

6.3 Site specific review

Although landscapes with cultural significance are not explicitly described in the NHRA, they are protected under the broad definition of the National Estate (Section 3): Section 3(2)(c) and (d) list "historical settlements and townscapes" and "landscapes and natural features of cultural significance" as part of the National Estate.

The examination of historical maps and aerial photographs help us to reconstruct how the cultural landscape has changed over time as it shows how humans have used the land.

It is as yet unclear as to when the R36 took on its current size, alignment and bridges (no dates could be found on any of the various bridges along the route). It is assumed that the road is quite old, but was updated at some point in time. This is reflected in the 1955 version of the 1:250 000 topographic map which indicate that roads in the larger region are under construction (Fig. 5).

The 1966 version of the 1:50 000 topographic map (Fig. 6) indicate the road in its current alignment, and it is assumed, apart from some smaller changes such as widening of the road in some sections or adaptations to intersection, the road achieved its final scope during this time.

- During the site visit, special attention was given to the various bridges and the riverbanks at the crossings (Fig 9). In the prehistoric past rivers served as ‘highways’ for people migrating into new areas and may settlements, especially dating to the Iron Age can be found along riverbanks.
 - During the site visit, no such sites were identified.

The following can be said about the various bridges and culverts:

- None show any interesting or unique features in its construction, nor was any unique materials used in their construction;
- No important event or person could be related to any of the bridges or culverts.

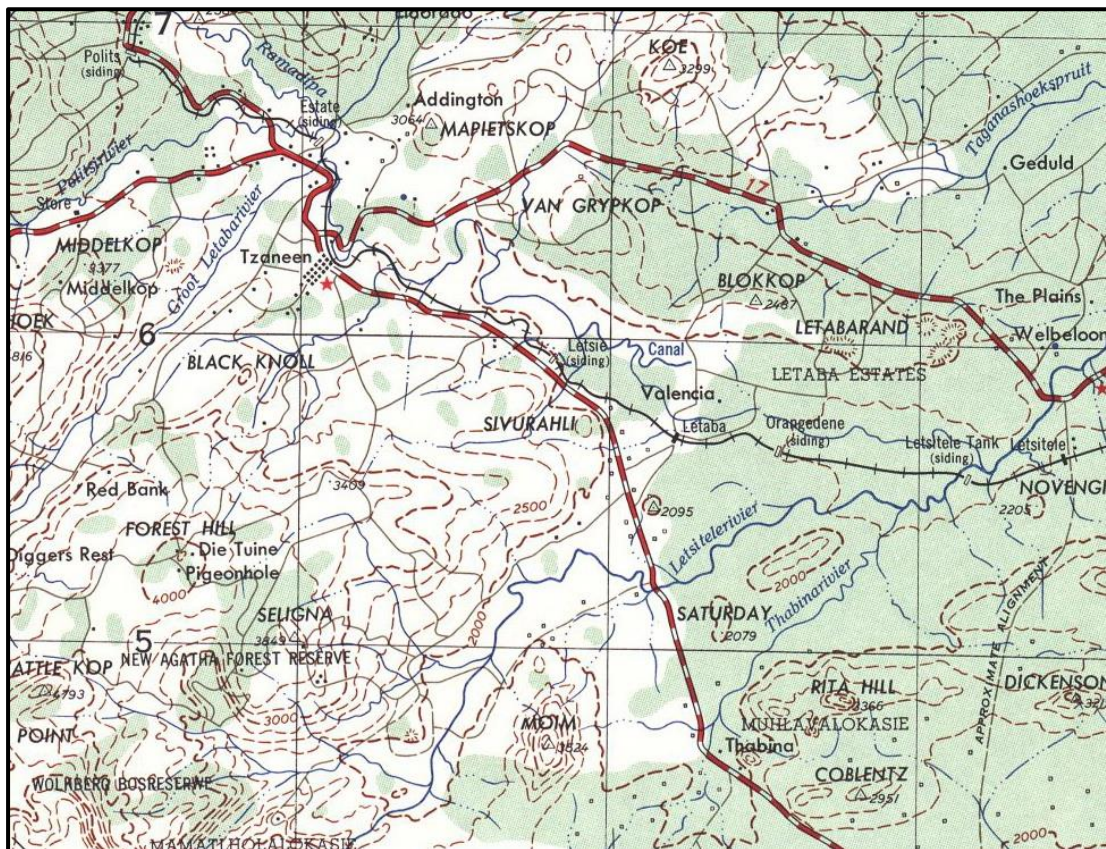


Figure 5. Map showing the project area on the 1955 version of the 1:250 000 map (Map: USA Army Corps of Engineers)

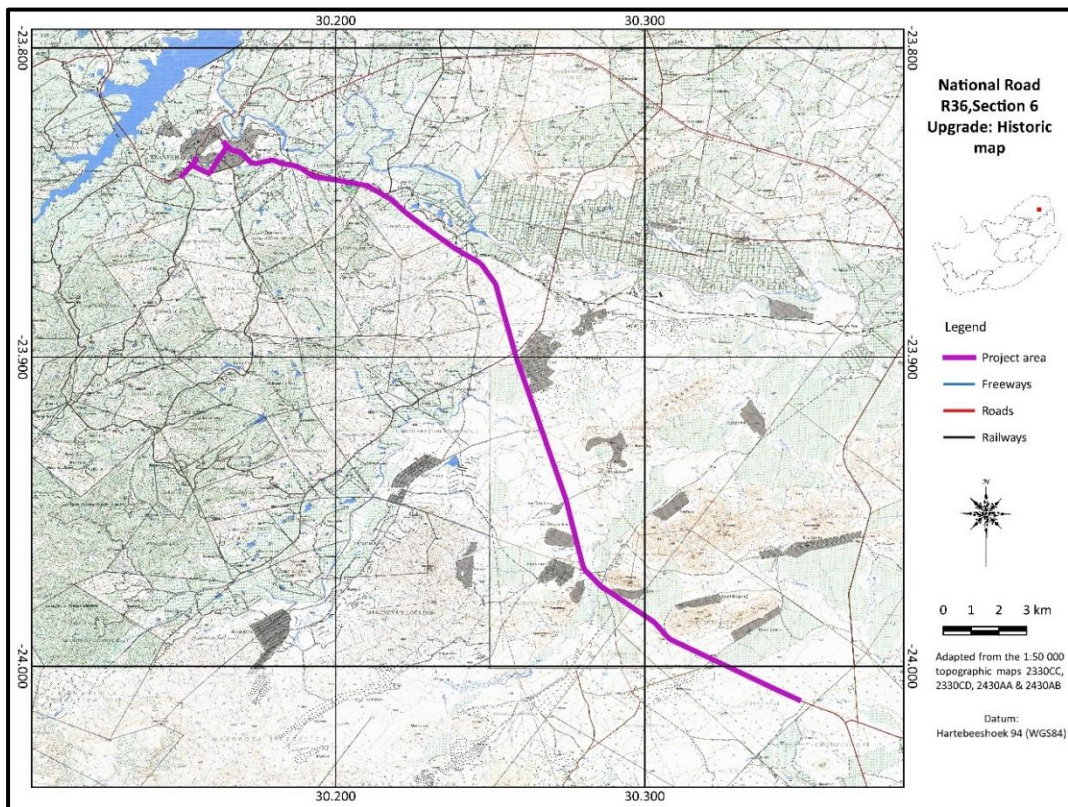


Figure 6. The project area on the 1966 version of the 1:50 000 topographic maps

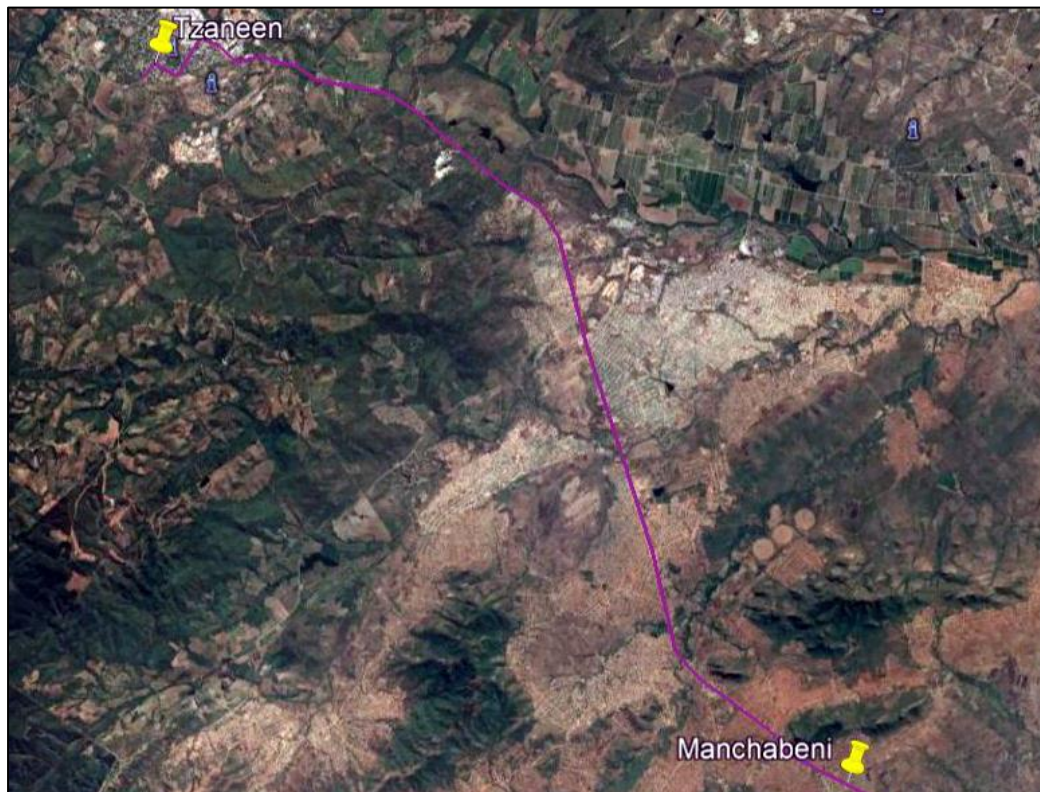


Figure 7. Aerial view of the project area dating to 2021 (Image: Google Earth)

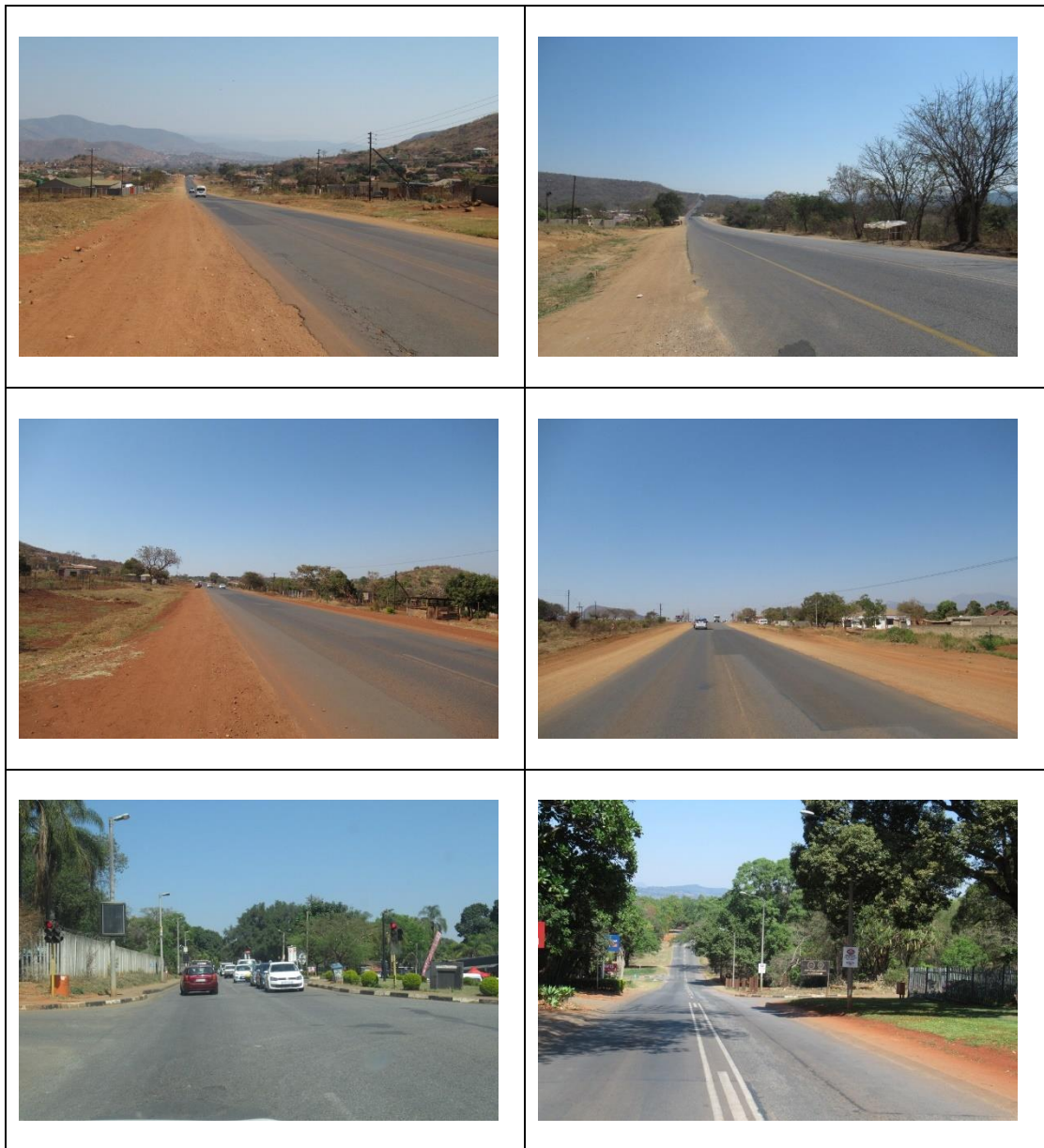


Figure 8. Views of the road, travelling south to north





Figure 9. Bridges and riverbanks



Figure 10. Informal roadside businesses

7. SURVEY RESULTS

During the physical survey, the following sites, features and objects of cultural significance were identified in the project area (Fig. 11).

7.1 Stone Age

- No sites, features or objects of cultural significance dating to the Stone Age were identified in the project area.

7.2 Iron Age

- No sites, features or objects of cultural significance dating to the Iron Age were identified in the project area.

7.3 Historic period

- No sites, features or objects of cultural significance dating to the historic period were identified in the project area.

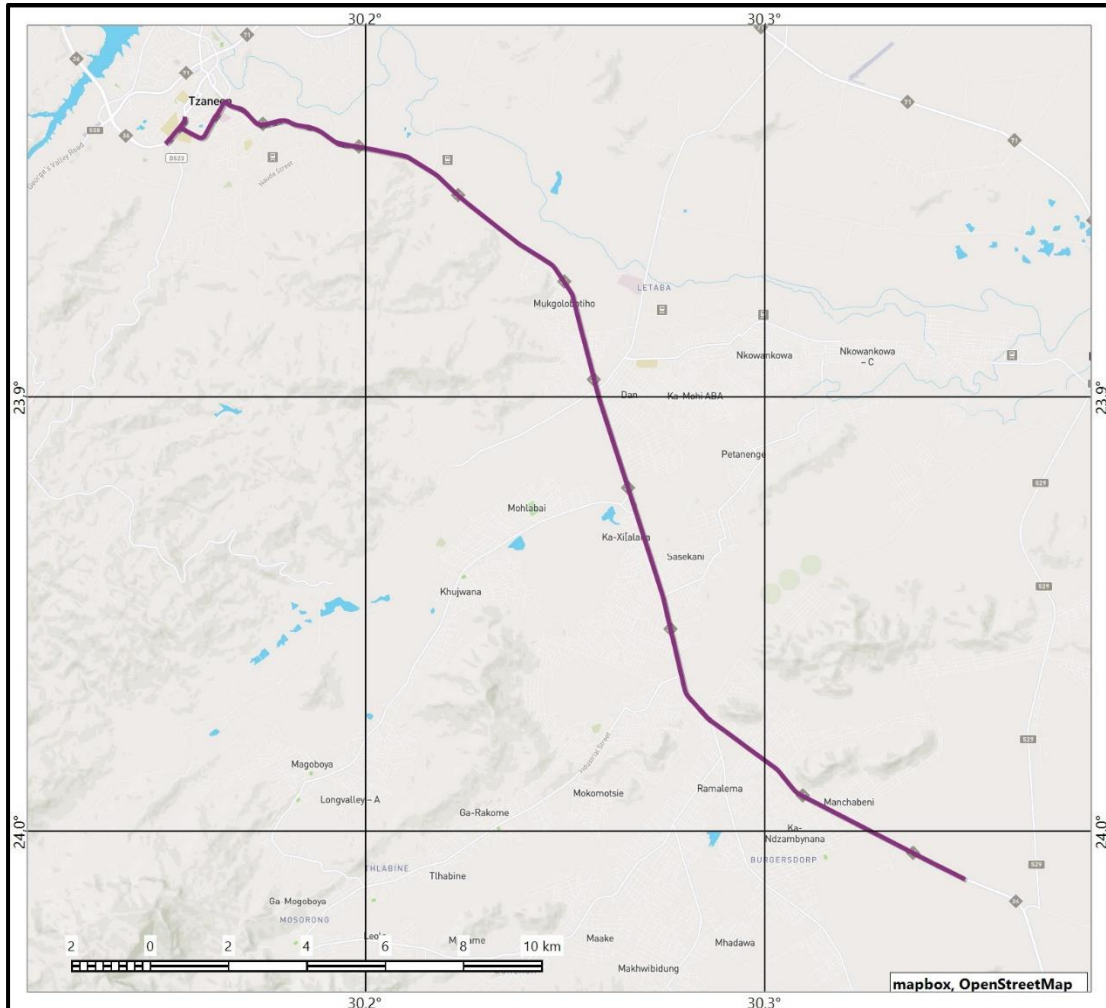


Figure 11. Location of heritage sites in the project area
(Please note that as nothing was found in the project area, nothing is indicated on the map)

8. IMPACT ASSESSMENT RATINGS AND MITIGATION MEASURES

8.1 Impact assessment

Heritage impacts are categorised as:

- Direct or physical impacts, implying alteration or destruction of heritage features within the project boundaries;
- Indirect impacts, e.g. restriction of access or visual intrusion concerning the broader environment;
- Cumulative impacts that are combinations of the above.

Impact analysis of cultural heritage resources under threat of the proposed development, is based on the present understanding of the development and is summarised in Table 2 below:

- As no sites, features or objects of cultural historic significance have been identified in the project area, there would be no impact as a result of the proposed development.

Table 2: Impact assessment

| R36, Section 6 Upgrade | | |
|--|---------------------|---------------------|
| Impact assessment | | |
| As no sites, features or objects of cultural heritage significance were identified in the project area, there would be no impact as a result of the proposed development | | |
| | Without mitigation | With mitigation |
| Extent | Site (1) | Site (1) |
| Duration | Permanent (5) | Permanent (5) |
| Intensity | Minor (2) | Minor (2) |
| Probability | Very improbable (1) | Very improbable (1) |
| Significance | Low (8) | Low (8) |
| Status (positive or negative) | Neutral | Neutral |
| Reversibility | n/a | n/a |
| Irreplaceable loss of resources? | No | No |
| Can impacts be mitigated | n/a | |
| Mitigation: None required | | |
| Cumulative impact: None | | |

8.2 Mitigation measures

Mitigation: means to anticipate and prevent negative impacts and risks, then to minimise them, rehabilitate or repair impacts to the extent feasible.

- For the current study, as no sites, features or objects of cultural significance were identified, no mitigation measures are proposed.

9. MANAGEMENT MEASURES

Heritage sites are fixed features in the environment, occurring within specific spatial confines. Any impact upon them is permanent and non-reversible. Those resources that cannot be avoided and are directly impacted by the proposed development can be excavated/recorded and a management plan can be developed for future action. Those sites that are not impacted on can be written into the management plan, whence they can be avoided or cared for in the future.

Sources of risk were considered with regards to development activities defined in Section 2(viii) of the NHRA that may be triggered and are summarised in Table 3A and 3B below. These issues formed the basis of the impact assessment described. The potential risks are discussed according to the various phases of the project below.

9.1 Objectives

- Protection of archaeological, historical and any other site or land considered being of cultural value within the Project Area against vandalism, destruction and theft.
- The preservation and appropriate management of new discoveries in accordance with the NHRA, should these be discovered during construction activities.

The following shall apply:

- Known sites should be clearly marked, so that they can be avoided during construction activities;
- The contractors and workers should be notified that archaeological sites might be exposed during the construction activities;
- Should any heritage artefacts be exposed during excavation, work on the area where the artefacts were discovered, shall cease immediately and the Environmental Control Officer (ECO) shall be notified as soon as possible;
- All discoveries shall be reported immediately to a heritage practitioner so that an investigation and evaluation of the finds can be made. Acting upon advice from these specialists, the ECO will advise the necessary actions to be taken;
- Under no circumstances shall any artefacts be removed, destroyed or interfered with by anyone on the site; and
- Contractors and workers shall be advised of the penalties associated with the unlawful removal of cultural, historical, archaeological or palaeontological artefacts, as set out in the NHRA, Section 51(1).

9.2 Control

In order to achieve this, the following should be in place:

- A person or entity, e.g. the ECO, should be tasked to take responsibility for the heritage sites and held accountable for any damage.
- Known sites should be located and isolated, e.g. by fencing them off. All construction workers should be informed that these are no-go areas, unless accompanied by the individual or persons representing the ECO as identified above.
- In areas where the vegetation is threatening the heritage sites, e.g. growing trees pushing walls over, it should be removed, but only after permission for the methods proposed has been granted by SAHRA. A heritage official should be part of the team executing these measures.

Table 3A: Construction Phase: Environmental Management Programme for the project

| | | | |
|--|---|-------------------------------|--------------------------|
| Action required | Protection of heritage sites, features and objects | | |
| Potential Impact | The identified risk is damage or changes to resources that are generally protected in terms of Sections 27, 28, 31, 32, 34, 35, 36 and 37 of the NHRA that may occur in the Project Area. | | |
| Risk if impact is not mitigated | Loss or damage to sites, features or objects of cultural heritage significance | | |
| Activity / issue | Mitigation: Action/control | Responsibility | Timeframe |
| 1. Removal of Vegetation 2. Construction of required infrastructure, e.g. access roads, water pipelines | See discussion in Section 9.1 above | Environmental Control Officer | During construction only |
| Monitoring | See discussion in Section 9.2 above | | |

Table 3B: Operation Phase: Environmental Management Programme for the project

| | | | |
|--|--|-----------------------|------------------|
| Action required | Protection of heritage sites, features and objects | | |
| Potential Impact | It is unlikely that the negative impacts identified for pre-mitigation will occur if the recommendations are followed. | | |
| Risk if impact is not mitigated | Loss or damage to sites, features or objects of cultural heritage significance | | |
| Activity / issue | Mitigation: Action/control | Responsibility | Timeframe |

| | | | |
|--|-------------------------------------|-------------------------------|--------------------------|
| 1. Construction of additional infrastructure, e.g. access roads, water pipelines | See discussion in Section 9.1 above | Environmental Control Officer | During construction only |
| Monitoring | See discussion in Section 9.2 above | | |

10. CONCLUSIONS AND RECOMMENDATIONS

South African National Roads Agency (Soc) Ltd propose the upgrade of National Road R36 Section 6 from Manchabeni (km 4.70) to Tzaneen (km 33.40), Limpopo Province. *Chameleon Environmental* has been appointed by Nathoo Mbejane Engineers (Pty) Ltd as independent environmental consultant to undertake the Basic Assessment for the proposed upgrade of the road.

This report describes the methodology used, the limitations encountered, the heritage features that were identified and the recommendations and mitigation measures proposed relevant to this. The investigation consisted of a desktop study (archival sources, database survey, maps and aerial imagery) and a physical survey that also included the interviewing of relevant people. It should be noted that the implementation of the mitigation measures is subject to SAHRA/PHRA's approval.

- During the site visit, special attention was given to the various bridges and the riverbanks at the crossings. In the prehistoric past rivers served as 'highways' for people migrating into new areas and may settlements, especially dating to the Iron Age can be found along riverbanks.
 - During the site visit, no such sites were identified.

The following can be said about the various bridges and culverts:

- None show any interesting or unique features in its construction, nor was any unique materials used in their construction;
- No important event or person could be related to any of the bridges or culverts.

Identified sites

During the survey no sites, features or objects of cultural significance were identified.

Impact assessment and proposed mitigation measures

Impact analysis of cultural heritage resources under threat of the proposed development, is based on the present understanding of the development:

- For the current study, as no sites, features or objects of cultural significance were identified, no mitigation measures are proposed.

Legal requirements

The legal requirements related to heritage specifically are specified in Section 3 of this report.

- For this proposed project, the assessment has determined that no sites, features or objects of cultural heritage significance occur in the project area, therefore no permits are required from SAHRA or the PHRA.
- If heritage features are identified during construction, as stated in the management recommendation, these finds would have to be assessed by a specialist, after which a decision will be made regarding the application for relevant permits.

Reasoned opinion as to whether the proposed activity should be authorised:

- From a heritage point of view, it is recommended that the Proposed Project be allowed to continue on acceptance of the mitigation measures presented above and the conditions proposed below.

Conditions for inclusion in the environmental authorisation:

- The Palaeontological Sensitivity Map (<http://www.sahra.org.za/sahris/map/palaeo>) indicate that the largest section of the project area has an insignificant to zero significance of fossil remains to be found and therefore a palaeontological assessment is not required. A short section in the south has a low significance for fossil remains to be found and therefore a protocol for finds is required.
- Should archaeological sites or graves be exposed during construction work, it must immediately be reported to a heritage practitioner so that an investigation and evaluation of the finds can be made. The appropriate steps to take are indicated in Section 9 of the report, as well as in the **Management Plan: Burial Grounds and Graves, with reference to general heritage sites**, in the Addendum, Section 12.4.

11. REFERENCES

11.1 Data bases

Chief Surveyor General
Environmental Potential Atlas, Department of Environmental Affairs and Tourism.
Heritage Atlas Database, Pretoria
National Archives of South Africa
SAHRA Archaeology and Palaeontology Report Mapping Project (2009)
SAHRIS Database

11.2 Literature

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Van Warmelo, N.J. 1977. *Anthropology of Southern Africa in Periodicals to 1950*. Pretoria: Government Printer.

11.3 Archival sources, maps and aerial photographs

1: 50 000 Topographic maps

Google Earth

Aerial Photographs: Chief Surveyor-General

<http://artefacts.co.za>

<http://vmus.adu.org.za>

<http://www.sahra.org.za/sahris/map/palaeo>

12. ADDENDUM

1. Indemnity and terms of use of this report

The findings, results, conclusions and recommendations given in this report are based on the author's best scientific and professional knowledge as well as available information. The report is based on survey and assessment techniques which are limited by time and budgetary constraints relevant to the type and level of investigation undertaken and the author reserve the right to modify aspects of the report including the recommendations if and when new information may become available from ongoing research or further work in this field, or pertaining to this investigation.

Although all possible care is taken to identify all sites of cultural importance during the investigation of study areas, it is always possible that hidden or sub-surface sites could be overlooked during the study. The author of this report will not be held liable for such oversights or for costs incurred as a result of such oversights.

Although the author exercises due care and diligence in rendering services and preparing documents, he accepts no liability and the client, by receiving this document, indemnifies the author against all actions, claims, demands, losses, liabilities, costs, damages and expenses arising from or in connection with services rendered, directly or indirectly by the author and by the use of the information contained in this document.

This report must not be altered or added to without the prior written consent of the author. This also refers to electronic copies of this report which are supplied for the purposes of inclusion as part of other reports, including main reports. Similarly, any recommendations, statements or conclusions drawn from or based on this report must make reference to this report. If these form part of a main report relating to this investigation or report, this report must be included in its entirety as an appendix or separate section to the main report.

2. Assessing the significance of heritage resources and potential impacts

A system for site grading was established by the NHRA and further developed by the South African Heritage Resources Agency (SAHRA 2007) and has been approved by ASAPA for use in southern Africa and was utilised during this assessment.

2.1 Significance of the identified heritage resources

According to the NHRA, Section 2(vi) the **significance** of a heritage sites and artefacts is determined by it aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technical value in relation to the uniqueness, condition of preservation and research potential. It must be kept in mind that the various aspects are not mutually exclusive, and that the evaluation of any site is done with reference to any number of these.

Matrix used for assessing the significance of each identified site/feature

| 1. SITE EVALUATION | | | | |
|---|---|------|--------|-----|
| 1.1 Historic value | | | | |
| Is it important in the community, or pattern of history | | | | |
| Does it have strong or special association with the life or work of a person, group or organisation of importance in history | | | | |
| Does it have significance relating to the history of slavery | | | | |
| 1.2 Aesthetic value | | | | |
| It is important in exhibiting particular aesthetic characteristics valued by a community or cultural group | | | | |
| 1.3 Scientific value | | | | |
| Does it have potential to yield information that will contribute to an understanding of natural or cultural heritage | | | | |
| Is it important in demonstrating a high degree of creative or technical achievement at a particular period | | | | |
| 1.4 Social value | | | | |
| Does it have strong or special association with a particular community or cultural group for social, cultural or spiritual reasons | | | | |
| 1.5 Rarity | | | | |
| Does it possess uncommon, rare or endangered aspects of natural or cultural heritage | | | | |
| 1.6 Representivity | | | | |
| Is it 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. | | | | |
| 2. Sphere of Significance | | High | Medium | Low |
| International | | | | |
| National | | | | |
| Provincial | | | | |
| Regional | | | | |
| Local | | | | |
| Specific community | | | | |
| 3. Field Register Rating | | | | |
| 1. | National/Grade 1: High significance - No alteration whatsoever without permit from SAHRA | | | |
| 2. | Provincial/Grade 2: High significance - No alteration whatsoever without permit from provincial heritage authority. | | | |
| 3. | Local/Grade 3A: High significance - Mitigation as part of development process not advised. | | | |

| | | |
|----|--|--|
| 4. | Local/Grade 3B: High significance - Could be mitigated and (part) retained as heritage register site | |
| 5. | Generally protected 4A: High/medium significance - Should be mitigated before destruction | |
| 6. | Generally protected 4B: Medium significance - Should be recorded before destruction | |
| 7. | Generally protected 4C: Low significance - Requires no further recording before destruction | |

2.2 Significance of the anticipated impact on heritage resources

All impacts identified during the HIA stage of the study will be classified in terms of their significance. Issues would be assessed in terms of the following criteria:

Nature of the impact

A description of what causes the effect, what will be affected and how it will be affected.

Extent

The physical **extent**, wherein it is indicated whether:

- 1 - The impact will be limited to the site;
- 2 - The impact will be limited to the local area;
- 3 - The impact will be limited to the region;
- 4 - The impact will be national; or
- 5 - The impact will be international.

Duration

Here it should be indicated whether the lifespan of the impact will be:

- 1 - Of a very short duration (0–1 years);
- 2 - Of a short duration (2-5 years);
- 3 - Medium-term (5–15 years);
- 4 - Long term (where the impact will persist possibly beyond the operational life of the activity); or
- 5 - Permanent (where the impact will persist indefinitely).

Magnitude (Intensity)

The magnitude of impact, quantified on a scale from 0-10, where a score is assigned:

- 0 - Small and will have no effect;
- 2 - Minor and will not result in an impact;
- 4 - Low and will cause a slight impact;
- 6 - Moderate and will result in processes continuing but in a modified way;
- 8 - High, (processes are altered to the extent that they temporarily cease); or
- 10 - Very high and results in complete destruction of patterns and permanent cessation of processes.

Probability

This describes the likelihood of the impact actually occurring and is estimated on a scale where:

- 1 - Very improbable (probably will not happen);
- 2 - Improbable (some possibility, but low likelihood);
- 3 - Probable (distinct possibility);
- 4 - Highly probable (most likely); or
- 5 - Definite (impact will occur regardless of any prevention measures).

Significance

The significance is determined through a synthesis of the characteristics described above (refer to the formula below) and can be assessed as low, medium or high:

$S = (E+D+M) \times P$; where

S = Significance weighting

E = Extent
 D = Duration
 M = Magnitude
 P = Probability

| Significance of impact | | |
|------------------------|-----------------------|--|
| Points | Significant Weighting | Discussion |
| < 30 points | Low | Where this impact would not have a direct influence on the decision to develop in the area. |
| 31-60 points | Medium | Where the impact could influence the decision to develop in the area unless it is effectively mitigated. |
| > 60 points | High | Where the impact must have an influence on the decision process to develop in the area. |

Confidence

This should relate to the level of confidence that the specialist has in establishing the nature and degree of impacts. It relates to the level and reliability of information, the nature and degree of consultation with I&AP's and the dynamic of the broader socio-political context.

- High, where the information is comprehensive and accurate, where there has been a high degree of consultation and the socio-political context is relatively stable.
- Medium, where the information is sufficient but is based mainly on secondary sources, where there has been a limited targeted consultation and socio-political context is fluid.
- Low, where the information is poor, a high degree of contestation is evident and there is a state of socio-political flux.

Status

- The status, which is described as either positive, negative or neutral.

Reversibility

- The degree to which the impact can be reversed.

Mitigation

- The degree to which the impact can be mitigated.

| Nature: | | |
|----------------------------------|--------------------|-----------------|
| | Without mitigation | With mitigation |
| Construction Phase | | |
| Probability | | |
| Duration | | |
| Extent | | |
| Magnitude | | |
| Significance | | |
| Status (positive or negative) | | |
| Operation Phase | | |
| Probability | | |
| Duration | | |
| Extent | | |
| Magnitude | | |
| Significance | | |
| Status (positive or negative) | | |
| Reversibility | | |
| Irreplaceable loss of resources? | | |
| Can impacts be mitigated | | |

3. Mitigation measures

- *Mitigation: means to anticipate and prevent negative impacts and risks, then to minimise them, rehabilitate or repair impacts to the extent feasible.*

Impacts can be managed through one or a combination of the following mitigation measures:

- Avoidance
- Investigation (archaeological)
- Rehabilitation
- Interpretation
- Memorialisation
- Enhancement (positive impacts)

For the current study, the following mitigation measures are proposed, to be implemented only if any of the identified sites or features are to be impacted on by the proposed development activities:

- (1) Avoidance/Preserve: This is viewed to be the primary form of mitigation and applies where any type of development occurs within a formally protected or significant or sensitive heritage context and is likely to have a high negative impact. This measure often includes the change / alteration of development planning and therefore impact zones in order not to impact on resources. The site should be retained *in situ* and a buffer zone should be created around it, either temporary (by means of danger tape) or permanently (wire fence or built wall). Depending on the type of site, the buffer zone can vary from
 - 10 metres for a single grave, or a built structure, to
 - 50 metres where the boundaries are less obvious, e.g. a Late Iron Age site.
- (2) Archaeological investigation/Relocation of graves: This option can be implemented with additional design and construction inputs. This is appropriate where development occurs in a context of heritage significance and where the impact is such that it can be mitigated. Mitigation is to excavate the site by archaeological techniques, document the site (map and photograph) and analyse the recovered material to acceptable standards. This can only be done by a suitably qualified archaeologist.
 - This option should be implemented when it is impossible to avoid impacting on an identified site or feature.
 - This also applies for graves older than 60 years that are to be relocated. For graves younger than 60 years a permit from SAHRA is not required. However, all other legal requirements must be adhered to.
 - Impacts can be beneficial – e.g. mitigation contribute to knowledge
- (3) Rehabilitation: When features, e.g. buildings or other structures are to be re-used. Rehabilitation is considered in heritage management terms as an intervention typically involving the adding of a new heritage layer to enable a new sustainable use.
 - The heritage resource is degraded or in the process of degradation and would benefit from rehabilitation.
 - Where rehabilitation implies appropriate conservation interventions, i.e. adaptive reuse, repair and maintenance, consolidation and minimal loss of historical fabric.
 - Conservation measures would be to record the buildings/structures as they are (at a particular point in time). The records and recordings would then become the 'artefacts' to be preserved and managed as heritage features or (movable) objects.
 - This approach automatically also leads to the enhancement of the sites or features that are re-used.

- (4) Mitigation is also possible with additional design and construction inputs. Although linked to the previous measure (rehabilitation) a secondary though 'indirect' conservation measure would be to use the existing architectural 'vocabulary' of the structure as guideline for any new designs.
 - The following principle should be considered: **heritage informs design**.
 - This approach automatically also leads to the enhancement of the sites or features that are re-used.
- (5) No further action required: This is applicable only where sites or features have been rated to be of such low significance that it does not warrant further documentation, as it is viewed to be fully documented after inclusion in this report.
 - Site monitoring during development, by an ECO or the heritage specialist are often added to this recommendation to ensure that no undetected heritage/remains are destroyed.

4. Management Plan: Burial Grounds and Graves, with reference to general heritage sites

1. Background

Burial grounds and graves are viewed as having high emotional and sentimental value and accordingly always carry a high cultural heritage significance rating. Best practice principles dictate that they should preferably be preserved *in situ*. It is only when it is unavoidable and the site cannot be retained, that the graves should be exhumed and relocated after all due processes had been successfully implemented.

For retaining the burial sites and graves, the SAHRA Burial Grounds and Graves (BGG) unit requires a detailed Heritage Management Plan (HMP) clearly outlining a grave management plan that provides details of grave management and access protocols. In addition, the HMP should also provide detailed change finds protocol or procedures in the case of the identification human remains.

The primary aim of the Burial Grounds and Graves Management Plan therefore is to assist in the implementation of mitigation measures to reduce potential negative impacts through the modification of the proposed project development design.

2. Legal Implications

South Africa's unique and non-renewable archaeological and palaeontological heritage sites, inclusive of burial grounds and graves, are 'generally' protected in terms various laws and by-laws:

- Nationally: National Heritage Resources Act, No. 25 of 1999;
- Provincially: KwaZulu-Natal Heritage Act, No. 4 of 2008.

In addition, the following also refer specifically to burial grounds and graves:

- Human Tissue Act, No. 65 of 1983;
- Section 46 of the National Health Act, No. 61 of 2003;
- Removal of Graves and Dead Bodies Ordinance (Ordinance No. 7 of 1925)
- By-laws:
 - R363 of 2013: Regulations Relating to the Management of Human Remains
 - Local Authorities Notice 34 of 2017, Cemeteries, Crematoria and Funeral Undertakers By-Laws as per Provincial Gazette of 7 April 2017 No. 2800.

In terms of the National Heritage Resources Act, No. 25 of 1999, graves and burial grounds are divided into the following categories:

- Ancestral graves;
- Royal graves and graves of traditional leaders;
- Graves of victims of conflict;
- Graves of individuals designated by the Minister by notice in the Gazette;
- Historical graves and cemeteries; and
- Other human remains which are not covered in terms of the Human Tissue Act, 1983 (Act No. 65 of 1983);

For KwaZulu-Natal, the KwaZulu-Natal Heritage Act No. 4 of 2008, graves and burial grounds are divided into the following categories:

- Clause 34: Clause 34 seeks to generally protect, against damage or alteration, graves of victims of conflict.
- Clause 35: Clause 35 seeks to generally protect, against damage or alteration, traditional burial places.

- Clause 40: Clause 40 seeks to give special protection to graves of members of the Royal Family listed in the schedule.

In terms of Section 36(3) of the National Heritage Resources Act, no person may, without a permit issued by the relevant heritage resources authority:

- Destroy, damage, alter, exhume or remove from its original position or otherwise disturb the grave of a victim of conflict, or any burial ground or part thereof which contains such graves;
- Destroy, damage, alter, exhume or remove from its original position or otherwise disturb any grave or burial ground older than 60 years which is situated outside a formal cemetery administered by a local authority; or
- Bring onto or use at a burial ground or grave referred to in paragraph (a) or (b) any excavation, or any equipment which assists in the detection or recovery of metals.

Marked graves younger than 60 years do not fall under the protection of the NHRA (Act No. 25 of 1999) with the result that exhumation, relocation and reburial can be conducted by a register undertaker. This will include logistical aspects such as social consultation, purchasing of plots in cemeteries, procurement of coffins, etc.

Marked graves older than 60 years are protected by the NHRA (Act No. 25 of 1999) and as a result an archaeologist must be in attendance to assist with the exhumation and documentation of the graves. Unmarked graves are by default regarded as older than 60 years and therefore also falls under the NHRA (Act No. 25 of 1999, Section 36).

For graves in KwaZulu-Natal permission is required as follows:

- Clause 34: Approval of the Council must first be sought;
- Clause 35: Approval of the Council must first be sought;
- Clause 40: Nothing is stated in the Act.

3. Management Plan

3.1 Definitions

Heritage Site Management: Heritage site management is the control of the elements that make up physical and social environment of a site, its physical condition, land use, human visitors, interpretation, etc. Management may be aimed at preservation or, if necessary, at minimizing damage or destruction or at presentation of the site to the public. A site management plan is designed to retain the significance of the place. It ensures that the preservation, enhancement, presentation and maintenance of the place/site is deliberately and thoughtfully designed to protect the heritage values of the place (from: *SAHRA Site management plans: guidelines for the development of plans for the management of heritage sites or places*).

Mitigation: means to anticipate and prevent negative impacts and risks, then to minimise them, rehabilitate or repair impacts to the extent feasible.

3.2 Heritage management plan (HMP)

3.2.1 Phase 1: Site identification and verification

This part of the process usually take place during the Phase 1 heritage impact assessment and is discussed in Section 7 of the main body of the HIA.

Locality and identification:

- The location of the identified site (e.g. farm name, GPS coordinates) is given;

- Determination of the number of graves and the date range of the burials.

The physical condition of the site is also described in terms of:

- The condition of the burial grounds and graves, e.g. has the headstones been pushed over;
- The approximate number of graves and the date range of the graves;
- Is the site fenced off;
- Is there access to the site, in the case it is fenced off;
- Has the site recently been visited by next of kin or other individuals;
- The status of the vegetation cover on the site.

3.2.2 Phase 2: Determination of the potential impact on the identified sites

Identified impacts on the graves and burial sites are calculated and discussed in Section 8.1 of the main body of the HIA.

The second phase consists of information that should be collected in order to develop the conservation management plan. This includes:

- The needs of the client;
- External needs, i.e. the next of kin;
- Requirements for the maintenance of the cultural significance.

From the above an evaluation is made of the impact of the proposed development project on the status of each of the identified burial grounds and graves.

3.2.3 Phase 3: Mitigation measures

Proposed mitigation measures for each identified burial ground or graves are developed and is discussed in the main body of the HIA (Section 8.2).

The main aim of the mitigation measures, as far as is feasible, is to remove any physical, direct impacts on the burial grounds and graves.

- A minimum buffer of 20m must be established around known burial grounds and graves for the duration of the mining/construction phase. This is relevant where the burial site has been static for a considerable period of time and has already been fenced off;
- In cases the burial site is still in use and might expand in the future and is not fenced off, a minimum buffer of 100m should be implemented;
- In the case where blasting takes place during mining activities, the buffers should increase correspondingly to 200m;
- The buffers must be clearly demarcated, and signage placed during the construction/mining period;
- Access to the graves should be allowed to the descendants. However, they should adhere to the managing authorities' conditions regarding permissions, appointments, health, environment and safety.
- The areas with graves should be kept clean and the grass short so that visitors may enter it without any concerns.
 - However, this might create problems as in many cases not all graves are well-marked, carrying the possibility that they might inadvertently be damaged and therefore contractors/land-owners might not be will to accept this responsibility. The descendants should therefore be held responsible for the maintenance of the site.

- Sites that are located close to access/haul roads might need additional mitigation. All personnel and especially drivers of heavy haul vehicles should be informed where these sites are, and they should keep to the speed limits (usually 30km/h on mining sites);
- Any change in the development layout, future development plans, condition of the grave sites and individual graves should immediately be reported to the heritage inspector/SAHRA for guidance;
- Relevant strategies should be put in place for the managing of the burial grounds and graves after the closure of the mine or the completion of the project. It needs to be stated that the land-owner or developer always will be responsible for the preservation of the site. Therefore, measures should be put in place to ensure that the site is handled appropriately after closure, which, in essence would entail the continuation measures already put in place;

3.3 Management strategy

A general approach to this is set out in Section 9 of the main body of the HIA report and is equally applicable to general heritage sites and feature as well as to burial grounds and graves.

A strategy for the implementation of the conservation plan is developed:

- A heritage practitioner should be appointed to develop a heritage induction program and conduct training for the ECO, as well as team leaders, in the identification of heritage resources and artefacts;
- Known sites must be demarcated and fenced off and signage placed during the construction/mining period;
- This management strategy should be applicable to the construction, operation as well as the post operation phases of the development/mining activities.
- Relevant strategies should be put in place for the managing of the burial grounds and graves after the closure of the mine or the completion of the project. It needs to be stated that the land-owner or developer always will be responsible for the preservation of the site. Therefore, measures should be put in place to ensure that the site is handled appropriately after closure, which, in essence would entail the continuation measures already put in place;
- The managing authority should be able to regularly inspect the sites in order to ensure that construction and other such activities do not damage the graves;
 - SAHRA and the relevant PHRA are the competent authorities responsible for the regulation of the HMP in terms of the national legislative framework. The NHRA states:

36(1) Where it is not the responsibility of any other authority, SAHRA must conserve and generally care for burial grounds and graves protected in terms of this section, and it may make the necessary arrangement for their conservation as they see fit.

4. Relocation of graves

Once it has been decided to relocate particular graves, the following steps should be taken:

- Notices of the intention to relocate the graves need to be put up at the burial site for a period of 60 days. This should contain information where communities and family members can contact the developer/archaeologist/public-relations officer/undertaker. All information pertaining to the identification of the graves needs to be documented for the application of a SAHRA permit. The notices need to be in at least 3 languages, English, and two other languages. This is a requirement by law.
- Notices of the intention needs to be placed in at least two local newspapers and have the same information as the above point. This is a requirement by law.
- Local radio stations can also be used to try contact family members. This is not required by law, but is helpful in trying to contact family members.
- During this time (60 days) a suitable cemetery need to be identified close to the development area or otherwise one specified by the family of the deceased.

- An open day for family members should be arranged after the period of 60 days so that they can gather to discuss the way forward, and to sort out any problems. The developer needs to take the families requirements into account. This is a requirement by law.
- Once the 60 days has passed and all the information from the family members have been received, a permit can be requested from SAHRA. This is a requirement by law.
- Once the permit has been received, the graves may be exhumed and relocated.
- All headstones must be relocated with the graves as well as any items found in the grave.

Information needed for the SAHRA permit application:

- The permit application needs to be done by an archaeologist.
- A map of the area where the graves have been located.
- A survey report of the area prepared by an archaeologist.
- All the information on the families that have identified graves.
- If graves have not been identified and there are no headstones to indicate the grave, these are then unknown graves and should be handled as if they are older than 60 years. This information also needs to be given to SAHRA.
- A letter from the landowner giving permission to the developer to exhume and relocate the graves.
- A letter from the new cemetery confirming that the graves will be reburied there.
- Details of the farm name and number, magisterial district and GPS coordinates of the gravesite.

5. Defining next of kin

An extensive Burial Grounds and Graves Consultation process must be implemented in accordance with NHRA Regulations to identify bona fide next of kin and reach agreement regarding relocation of graves.

Anthropologically speaking three type of kin are distinguished: patrilineal (called *agnates*), maternal (*uterine* kin) and kin by marriage (*affines*). All three categories have their important part to play in social life.

In terminologies used in the west the close-knit group of family members is clearly marked off from other kin - family terms, such as 'father', 'mother', 'brother' and 'sister' are never used for aunts, uncles and cousins.

In many non-western societies this is not the case and the family is merged with the wider group of kin and the family terms are applied much more widely. Next of kin for the Southern Bantu-language speakers is based on a classificatory system where a man uses a term to refer to three significant relatives – his father, his father's brother and his mother's brother.

For example, a man (A) may call his father's brother (i.e. uncle) also a father. All of that latter person's children will then also be called his (A) brothers and sisters, prohibiting him from marrying any of them (however, *vide* preferred marriages). In Anthropology this system is referred to as the Iroquois system (with reference to the North American Indian tribe where it was first described). When a man calls his father's brother 'father' a suffix is usually added to indicate whether he is an elder or junior brother (e.g. *(ra)mogolo* = elder brother; *(ra)ngwane* = junior brother; also *(ra)kgadi* = younger sister; *(ma)lome* = mother's brother)(SePedi terminology is used).

Consultants having to relocate graves might find it confusing if they do not have insight into this complex system of kinship, where, for example a single individual can have more than one father or mother.

5. Chance find procedures

A general approach to this is set out in Section 9 of the main body of the HIA report and is equally applicable to general heritage sites and features as to burial grounds and graves.

- A heritage practitioner should be appointed to develop a heritage induction program and conduct training for the ECO, as well as team leaders, in the identification of heritage resources and artefacts;
- An appropriately qualified heritage consultant should be identified to be called upon if any possible heritage resources or artefacts are identified;
- Should an archaeological site or cultural material be discovered during construction (or operation), the area should be demarcated, and construction activities be halted;
- The qualified archaeologist will then need to come out to the site and evaluate the extent and importance of the heritage resources and make the necessary recommendations for mitigating the find and impact on the heritage resource;
- The contractor therefore should have some sort of contingency plan so that operations could move elsewhere temporarily while the material and data are recovered;
- Should the heritage consultant conclude that the find is a heritage resource protected in terms of the NHRA (1999) Sections 34, 35, 37 and NHRA (1999) Regulations (Regulation 38, 39, 40), he or she should notify SAHRA and/or the relevant PHRA;
- Based on the comments received from SAHRA and/or the PHRA, the heritage consultant would present the relevant terms of reference to the client for implementation;
- Construction/Operational activities can commence as soon as the site has been cleared and signed off by the archaeologist.

6. Curriculum vitae

Johan Abraham van Schalkwyk

Personal particulars

Date of birth: 14 April 1952
Identity number: 520414 5099 08 4
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Qualifications

1995 DLitt et Phil (Anthropology), University of South Africa
1985 MA (Anthropology), University of Pretoria
1981 BA (Hons), Anthropology, University of Pretoria
1979 Post Graduate Diploma in Museology, University of Pretoria
1978 BA (Hons), Archaeology, University of Pretoria
1976 BA, University of Pretoria

Non-academic qualifications

12th HSRC-School in Research Methodology - July 1990
Dept. of Education and Training Management Course - June 1992
Social Assessment Professional Development Course - 1994
Integrated Environmental Management Course, UCT - 1994

Professional experience

Private Practice
2017 - current: Professional Heritage Consultant

National Museum of Cultural History

1992 - 2017: Senior researcher: Head of Department of Research. Manage an average of seven researchers in this department and supervise them in their research projects. Did various projects relating to Anthropology and Archaeology in Limpopo Province, Mpumalanga, North West Province and Gauteng. Headed the Museum's Section for Heritage Impact Assessments.
1978 - 1991: Curator of the Anthropological Department of the Museum. Carried out extensive fieldwork in both anthropology and archaeology

Department of Archaeology, University of Pretoria

1976 - 1977: Assistant researcher responsible for excavations at various sites in Limpopo Province and Mpumalanga.

Awards and grants

1. Hanisch Book Prize for the best final year Archaeology student, University of Pretoria - 1976.
2. Special merit award, National Cultural History Museum - 1986.
3. Special merit award, National Cultural History Museum - 1991.
4. Grant by the Department of Arts, Culture, Science and Technology, to visit the various African countries to study museums, sites and cultural programmes - 1993.
5. Grant by the USA National Parks Service, to visit the United States of America to study museums, sites, tourism development, cultural programmes and impact assessment programmes - 1998.
6. Grant by the USA embassy, Pretoria, under the Bi-national Commission Exchange Support Fund, to visit cultural institutions in the USA and to attend a conference in Charleston - 2000.
7. Grant by the National Research Foundation to develop a model for community-based tourism - 2001.

8. Grant by the National Research Foundation to develop a model for community-based tourism - 2013. In association with RARI, Wits University.

Publications

Published more than 70 papers, mostly in scientifically accredited journals, but also as chapters in books.

Conference Contributions

Regularly presented papers at conferences, locally as well as internationally, on various research topics, ranging in scope from archaeology, anthropological, historical, cultural historical and tourism development.

Heritage Impact Assessments

Since 1992, I have done more than 2000 Phase 1 and Phase 2 impact assessments (archaeological, anthropological, historical and social) for various government departments and developers. Projects include environmental management frameworks, roads, pipeline-, and power line developments, dams, mining, water purification works, historical landscapes, refuse dumps and urban developments.

Latest publications

Van Schalkwyk, J.A. 2020. A cognitive approach to ordering of the world: some case studies from the Sotho- and Tswana-speaking people of South Africa. In Whitley, D.S., Loubser, J.H.N. & Whitelaw, G. (eds.) *Cognitive Archaeology. Mind, Ethnography, and the Past in South African and Beyond*. London: Routledge. Pp. 184-200.

Namono, C. & Van Schalkwyk, J.A. 2020. Appropriating colonial dress in the rock art of the Makgabeng plateau, South Africa. In Wingfield, C., Giblin, J. & King, R. (eds) *The pasts and presence of art in South Africa: Technologies, Ontologies and Agents*. University of Cambridge: McDonald Institute for Archaeological Research. Pp. 51-62.