DISTRICT SIX
HERITAGE IMPACT
ASSESSMENT (HIA)

### 3.0 ARCHAEOLOGICAL ASSESSMENT

(Note: This Section has been prepared by Antonia Malan, Archaeology Contracts Office, UCT).

### 3.1 General Principles

Most of District Six is potentilly an archaeological site. This has legal, practical and financial implications. Legally, structures over 60 years old, archaeological sites and burials are protected and permission is required for intervention. The decisionmaking process includes a sequence of predisturbance research and assessment procedures. Practically and financially it is not feasible to investigate and record each and every site. However, it should be understood that a permit has to be obtained for the disturbance or destruction of any archaeological site, and once destroyed the archaeological record can never be regained. In terms of valuing our archaeological hertage, and with the best interests of the community in mind, the general principle should be to identify, assess and grade sites/ places so that a sense of significance, vulnerability and prionites is established.

### 3.2 General Procedures

There are general principles that apply to all impacts on the area, but some heritage places will be selected as more significant than others, and a few may require special treatment, The following predisturbance (preferably pre-planning) archaeological impact assessment procedures should be applied to all projects associated with the redevelopment of the area:
find out what was on the ste (Archaeology Phase One)

- make an assessment of archaeological signticance(s); community values,
- decide if:
there is clearly nothing worthy of archaeological investigation, or
- any or all clearing or construction should be monitored, or
- there is or may be something impontant enough to merit further pre-disturbance examination or excavation (archaeology phase two), or
o the site should not be touched at all.


## Mitigation

Once it has been agreed that the project can proceed in principle (ie. the ste will be impacted in one way or another), it is necessary to assess what preparations or interventions would be appropriate to deal with the archaeological record. In this case, consider:

- further archival research;
- the conducting of a lest excavation:
- the conducting of a partial excavation
- a full excavation;
- monitoring of works at all tmes;
- occastonal monitoring of works (dally, weekly, monthiy); or
- notification if something found, at discretion of project manager


## Potential

In the redevelopment of the area, consider what archaeclogy can contribute towards the redevelopment process and during construction. While archaeological remains have value for academic research purposes, more impontantly they also have potential social values in terms of their association with community history and memorialisation. Consider the collection of:

- tangible artefacts (e.g. for analysis, interpretation, display)
* physical remnants of living memories;
- historical background:
- education/training opportunities;
- community participation opportunities, and,
- local knowledge archive, and,

It the area is to be divided into precincis, there is an opportunity to include an archaeological research project in each precinct. The ste itself, andior its interpretation in the form of a display, then becomes a core feature integrated into the design of public space in the precinct. Suitable sites for excavation could then be selected by l\&APs in consultation with the archaedogists.

### 3.3 Previous Archaeological Work

## ACO Assessment of state-owned land in 1995

The Archaeology Contracts Office (ACO), Department of Archaeology, UCT (ACO 1996), carried out a general archaeological sufface survey of Open State Land in 1995. On the basis of a feld survey and historical maps and documents, the report assessed and graded the potential of the areas surveyed and provided a list of apparently well-preserved blocks (see Fig. 33).
The study included the identification of archaeological priority areas, prelminary identification of potential landmarks and significant siles, preparation of maps and other documentary material to verify site investigation, preparation of maps indicating levels of disturbance and or destruction, and a summary of the existing remains (including historical road surfaces). No test excavatons were conducted. The database assembled on the archaeological potential of District Six was based on the onginal road block grid system and then mapped with modem street alignments overiaid. Litte has changed since then to merit extensive re-evaluation, except a new Technikon sports field and pemaps some Cly of Cape Town Counct work.

## Significant sites

The ACO suggested that some of the following sites! features are potentially important to the oniginal community, while others are of general archaeological and historical interest (especially those dating to the $18^{\text {th }}$ and early $19^{\text {min }}$ century, beyond the reach of living memory). It should be noted that the archaeological remains of a number of highly significant heritage piaces, such as the intersection of five streets at Hanover and Temnant and nearby public buildings, have been destroyed since the removals period (ACO 1096). The following issues and elements are of concem fettem number codes refer to the maps in the ACO report):

* the remaining street fabric (e.g. kerb stones, cobbles)
* the old stream channels (viz. historical maps);
- any drains and wells (if exposed by construction)
- sites of relatively high archaeological potential, include:


KEY:
ccc land

GOVERNMENT LAND

GOVERNMENT LAND (TO BE APPROVED)

PLANNING BOUNDARY

Map provided by Cape Town Commenty Land Trust

Figure 33: Study Area, Archaeology Contracts Office (UCT) Map, circa 1995.

- Late 18th century structures (Welgelegen, Bloemhof, Hope Lodge), covered drain, buried stream (D4, D15);
- $18^{\text {in }}-19^{\text {t }}$ century intersection, upper portions of Hanover Street at old entrance to Zonnebloem (blocks ElOFE11);
o $19^{\text {mi }}$ century structures, watercourse, middens (A2, A4, D1, D2, D10, D11, D12, F1, F2);
$619^{\text {fh }}-20^{\text {th }}$ century residential structures $(A 3, A 14, A 15, B 2, B 5, B 10, B 11, B 13, B 14, B 21, C 2$, C3. ©5);
- $20^{\text {º }}$ century structures, waterworks, cinema (B6, B22, E5), and,
- block D11 requires professional excavation of a sample of the stratified in situ deposit to supplement previous salvage work in Temant Street


## Considerations

In the redevelopment of the District Six area, the following considerations need to be taken into account:

- re-establishing the streets, along with their names and in their original alignments, where possible;
- reclaiming and retaining the granite kerb stones, cobbles and stone gutters; e.g. an old gutter runs down Roger Street and was unearthed during excavations, which probably dates back to the time when the street was constructed of cobbles and they may still exisi beneath the modem tarred road surface:
- supporting the idea of the District Six Museum to establish a Memorial Park in District Six, as part of the redevelopment process of the area. With the pending development and re-occupation of all the open land for housing of clamants and associated development, there will be no sense left of the destruction that took place. The Horstley Street Memorial Park proposal would be to acknowiedge the events that took place and in so doing contribute to the process of healing. While it is acknowledged that this would involve the use of valuable land that is in shor supply, and such a venture would be costly, the ACO recommends that this proposal be given senous consideration;
- that the archaeological sttes excavated in Horstley Street and Stuckeris Street be considered as 'open sile museums', and
- the need to judge the archaeological potential of other sites, possibly by test excavation. The process of selection should involve all stakeholders, including the District Six Beneficiary Trust, SAHRA, PHRA, City of Cape Town and other interested and affected parties.


## Excavations/ Salvage

Between January 1996 and August 1999 archaeologists from the Deparment of Archaeology at the University of Cape Town conducted three studes. Sites in Horstiey Street, Stuckens Street and Tennant Street were historically researched, salvaged or excavated, and interpreted in some detall (Malan \& Soudien 2002).

The Horstey Street site has already been earmarked for inclusion in a Memorial Park and was integrated into the exhbit, Digging Deeper, at the District Six Museum. Excavations exposed two units in a row of houses bult in the 1890 at the upper end of the street. Detailed archival research placed the street and the neighboumood into historical context (van Heyningen \& Malan 2001).

The Stuckenis Street site is in the neighbouring block to the Pliot Project. House foundations were exposed and a sequence of bulding and occupation/ use was described. First constructed in the 1860s, the building was extended and adapted through time as it the area became more densely populated.
The Tennant Street site provided education opportunities for local school chidren and history teachers. An aboted development on the site resulted in large artefact-rich spoll heaps being abandoned beside
the foundation holes. The artefacts were salvaged by school children under the supervision of student and post-grad archaeologists (Klose \& Malan 2001). The $18^{\circ}$ and $19^{\circ}$ century architectural and social history of the block bounded by Hanover Street, Tennant Street, Wicht Street and Rotten Row was historically researched (Malan et al 1999).

### 3.4 Pllot Project

## ACO survey of block A1

The block was partilly developed by 1862 and mainly residential in 1898. By 1944 it was fully developed with a mixture of residential and commercial properties. Roger Streets cobbles are stily visible. The ACO gave it a medium archaeological potential rating (see Fig. 34).

| Street <br> Name | Visibility | Damage | Surface | Pavements | Gutter |
| :---: | :---: | :---: | :---: | :---: | :---: |
| Chapel | Modernised: in use as Chapel Street | - 0 0 | New | - | - |
| Stuckeris | None* | Unknown | Tar | None Visible | None Visible |
| Roger | All | Partal | Tar** | None Visible | None Visible |
| Rutger | Modernised: In use as Aspeling Street | - | * | - | - |

crens Street probabiy exists but is covered

* Cobbles are probably present under the lat.




Figure 34: ACO Map of Block A.


District Six circa 1960, Figure Ground Drawing
3.5 Recommendations

The following recommendations are proposed for consideration in the redevelopment of the area:

* In general, proactivel preliminary decisions should be made about identifying and assessing relative significance of hentage sites, and priorties agreed for commissioning archaeological components of HIAs in the District Six Redevelopment Area:
general principles and procedures for archaeology should be embedded in the forthcoming Development Plam
- a system of ongoing monitoring and reassessment of priorites and needs should be set up;
- for the Pllot Project, it should be ascertained whether impact is already authorized in principle. In which case decisions should be made about
the level of archaeological potential
whether predevelopment archaeology is required;


#### Abstract

Whether cleating and construction is to be monitored the kkely terms of reference, and, the likly terms of reference - If so decided, archaeological work should be commissioned immediately, considering that the avallabilly of archaeologists at shon notice is seriously imited.

For further recommendations, see Appendix 4 in which the recent monitoring of the Pliot Froject site has been recorded. This initial exercise will inform later detailed archaeological work. The cost of archaeological work in District Six in general is dependent on the level of research required, the size and condition of the site, and the expertse of the team apponted. A full proposal and cuotation for the archaeology of the warious precincts can only be sought once decisions have been made in terms of significance and potential impact, as well as in terms of approval in principle receved from the


 authorities.
### 4.0 CRITERIA FOR ASSESSING SIGNIFICANCE

In dealing with an overall evaluation of the heritage of District Six and in order to formulate a statement of significance, appropnate assessment criteria need to be developed. The following criteria developed by Ker (2000) are useful to employ in understanding the heritage significance of District Six in terms of its experiential or contextual qualities, the remaining physical evidence or intrinsic value of the site and most importantly its associational links.

### 4.1 Contextual Significance

Contextual significance speaks about the experiential qualities of a place. Such qualities relate to those that give a place its historical character, a sense of orentation and a sense of connectedness with the past. Contextual significance includes physical or visual properties such as the orientation of a place and its setting, views, focal points, form, scale and materials. It also includes the non-visual qualties of a place (such as the smells and sounds affecting the experience of a place). Typically the degree of significance of the experiential qualties of a place is determined by:

- the intensity of coherence of the landscape
* the level of interpretive qualities;
- the relationship with its setting, which reinforces both of the above;
- the vivid or dramatic qualites of the landscape, and,
* the dismptive versus the evocative qualities of contrasting elements.

Despite the fact that most of the buildings and streets of District Six have largely been destroyed, a sense of place still remains. In an ironic way the vacant scarred landscape that remains today exaggerates this sense of place, at least at a macro scale. The existing site of District Six has contextual significance because of:

* the coherence of the landscape at a macro scale, made up of the slopes of Devils Peak to the south and the harbour sea to the north
- the coherence of the macro landscape that reinforces the special setting of the District Six site. Located on the lower slopes of Devils Peak, the morphology of the place is intormed as much by the contours as it was by the street pattem and urban block grain in the past:
- the dramatic qualities of the larger site siluated between mountain and sea, affording dramatic views of Table Mountain, Lions Head, Signal Hill, the City Bowl and the harbourl sea.

In addition to the physical properties discussed above, the non-visual qualities of District Six further contribute to the experience of the place and the criteria of contextual significance. In a context where much of the historical physical fabric has been destroyed, non-visual qualities have continued to fuel the memories of the former inhabitants of District Six. These qualities are powerful elements that underscore the contextual significance of the site.

The sounds of foghoms, ship's homs and the 'noonday gun' associated with the area continue to evoke memories of the former District Six. These aural qualites persist today, reinforced by the context, lopography and micro-clmate (e.g. the south-easter wind, the mist and fog from the sea) of the area. At a different level, the 'sounds' of the successful David Kramef Taliep Petersen musical, "District Six", also speak to this contextual significance. Simiarly smells, such as the salted scent of the sea, have and continue to contribute to the experience of District Six as a place.

### 4.2 Intrinsic Significance

The term 'intrinsic significance, as used within heritage discourses, relates to the physical fabric of a place. It is concemed with the capacity for physical evidence to contribute to an understanding of a past period, a style, belief, philosophy, technique and use. This physical evidence could include street hayouts, urban blocks, buildings, structures, archaeological deposits and ruins. Typically the extent of significance of this physical evidence is determined by age, scarcity or rarity value, intactness the state of preservation, the presence of in-situ evidence or onginal features), representational value (typical, important or outstanding examples), and, evidence of historical layering (different meanings and roles over time).

In the case of District Six, despite the extent of the destruction of the physical fabric of the area, the criteria of Intrinsic significance' remain important. The residual physical fabric consisting of streets and bulldings (churches, mosques, schools and limited houses) have intrinsic significance because of

* their age (e, g. the fabric of remaining streets such as, Aspeling St, Lesar St, Tyne St, etc, and, buildings such as St. Marks Church, Moravian Chapel, Chapel Street School, St Philips's Church, the Muir Street Mosque, the Zonnebloem Estate Manor House, etc .
- their scarcity (given the extent of destruction of the historical District Six abric and buildings);
- their relative intactness (while some of the buildings have been altered, many of them retain onginal features, e.g. St. Philip's Church, Trafalgar High School);
* the very fact that they are representative of late $19^{t h}$ and early $20^{\text {th }}$ century religious buildings and terrace housing, and,
* the evidence of historical layering (the correspondence of street and biock layouts with eartier farm/ small holding subdivisions; the earlier streams (e.g. east of Horstley Street) where washing activity took place).

In addition other resources in the District Six area exist and include amongst others, Trafalgar Park and the remains of the lines of the old French Battery, the playing fields associated with the Zonnebloem Estate and a range of archaeological stes (see Section 3.0).

### 4.3 Associational Importance

Associational links are typically made with people, past events, uses and activities. In the case of District Six where much of the historical physical fabric has been destroyed, associational links related to past events and people are of particular importance. In this case the significance or importance exist in the nature of the association. The degree of significance of this assocation is detemined by,

- the significance of person/s (authors, political leaders, educational leadership, musicians, artists, etc.), community groups (Poltical Groupings, Civic Organizations, Campaigns (e.g. the Hands Off District Six Campaign), Cultural Organizations, Cutural Organizations, Eoan Group, etc, or events (political marches/ rallies, camival events, the implementation of the Group Areas Act);
* the intimacy of the association the closeness of the association individuals, families and community groups have with remaining buidings, streets, etc.):
- the duration of the association the continuing memory of the destruction of District Six which has endured amost for forty years; the ongoing memory of individuals and the displaced greater District Six community):
* the evocative setting of the area (between mountain and sea) and the memorable qualites of the place, now destroyed, and.
* the community facilities (of places of worship: churches and mosques; schools, etc) in its different locations that remain scattered throughout the area contain strong associational significance. The regular use of such facilties continues to reflect the duration and intimate association that the displaced community has with the area

Integrally related to this criteria of associational value or linkage is of course the 'facility' of memory. In the case of Distric Six, it has been, at least in part, the memory of the place (as different from the memory of events, people, etc) that has fueled the struggle for reclaiming the area since the early 1980 's (le Grange 2001). The public memory of District Six was, and still remains, a tangibly powerful element that contributes to the cultural significance of the area. The value of this memory of the past is a function of both the place (and its recalled intrinsic values) and more importantly a result of a sense of identity and continuty that it continues to confer on the displaced community (see Fig. 35). This is so despite the many years that have passed since the first destruction of the area and the early forced removals occurred (Rasool and Prosalendis, 2001).

In this regard the District Six Museum in Buitenkant Street has over the past ten years played a major role in contributing to this issue of associational significance. Since the Museum formally opened its doors in 1994, it has served the purpose of being a receptade for recording, translating and exhibiting the memory of Distric Six (see Fig. 3o). Amongst others, it has presented a number of exhibitions about District Six as place, incluang the Streets Exhibiton, The Last Days of District Six: Photographs by Jan Greshoff and the Digging Deeper Exhibition in 2000.

It can be sald that in different ways this preoccupation of a displaced community with the past relates to nostalgia, a reminiscence of past associations and values. For many of those people who were removed to the alien and wind blown townships on the Cape Flats, the stabilty of community life, the familiarty and identty of District Six is an ongoing association. It is an association that has allowed them to survive the traumatic conditions of residing in the townships. These remembered and perceived vitues of a former urban life that are recalled in the District Six Museum exhibitions and in other cutural work (plays, novels, poems and songs) are however celebrated to underine a sense of history, a shared system of beliefs and to inspire hope. They are not remembered because of a nostalgia to retum to live in an authentically recreated past or a possible historically reconstructed physical space. This association with social justice, community struggle, social values, place and setting is perhaps best summarized in the District Six. Museum center plece that hangs in the main exhibition gallery, and which reads:
"Remember Dimbaza. remember Botshabelo/ Onverwacht, South End, East Bank, Sophiatown, Makuteke, Cato Manor. Remember District Six. Remember the racism which took away our homes, and our livelhood and which sought to steal away our humanity.
Remember also our will to ive, to hold fast to that
which marks us as human beings:
Our generosity, our love of justice and our care for each other.
Remember Tramway Road, Modderdam, Simonstown.
in remembering we do not want to recreate District Six
But to work with its memory: of hurts inflicted and receved.
Of loss, achievements and shames,
We wish to remember so that we can all
Together and by ourselves, rebulld a city
Which belongs to all of us,
in which all of us can live, not as races but as people".


Figure 35: Photograph of Floor Map of District Six, District Six Museum, 2003 (Lucien Ie Grange)


Figure 36: District Six, "Memory" Map

### 5.0 STATEMENT OF SIGNIFICANCE

District Six is a place of great symbolic value and is associated with ideas, beliefs and events that are of eminent significance. This significance is reflected in District Six both in terms of the tangible fabric the vacant landscape, the isolated remaining buildings, etc.) as well as intangible values (of associations, memores, sounds, smells, etc.) that it holds.

### 5.1 Cultural Significance

Cutural significanco is informed by a number of associations that are made up of inter-connected social historical, poltical, cultural, religious and spirtual values that have meaning for past and present generations. It is also constituted by the place itself, its setting, fabric and its uses, or the remnants of such fabric and uses. Cultural significance is futhermore informed by heritage worthiness that can serve as a dynamic reference point, as a positive instrument for growth and redevelopment. In the redevelopment of the overall area of District Six the following historical, sociat, cultural, political and symbolic values inform the cultural significance of the area

### 5.2 Historical Value

Prior to the implementation of the Group Areas Act, District Six enjoyed the status of being an important historical quarter within Cape Town, parts of which were setted upon as early as the $18^{\text {th }}$ century. Today, this historical significance remains despite the area now being a wasteland within the city bowl area - its very destruction has become part of the city's history.

While certain former landmarks fie churches, moscues and schools, remnants of the urban block and road grid sysiem, etc.) stil remain, much of the cultural and historical value of District Six is associated with the collective memory of the community of Cape Town. This historical significance is derived from the following aspects:

- historically District Six, as an old quarter within the city of Cape Town, enjoyed a particular significance in as much as it represented a distinct urban fabric, fine grain and scale of the historical development of the city,
* Ironically, District Six has with its destruction between 1970-1984) also assumed historic significance in as much as it represents a pattern of destruction associated with Apartheid segregationist and 'urban renewal' schemes (NHRA, Section 3 (3)(a)).
* before its final destruction in the eary 1980's, District Six formed an important part of the evidence of the evolution of the cultural landscape and settement pattem of $19^{\circ}$ century Cape Town. At the time of the declaration of the Group Areas Act (1966) and the subsequent destruction of District Six, the area exhibited a richness, density and diversity of cultural life. Today the remnants of this settement pattern and its past cultural significance (in terms of historical road grid pattem, places of worship, schools, etc.) bear witness to this historical and cultural value;
* District Six is of historical importance, as a now destroyed residential precinct within the city of Cape Town, in as much as it has historically been associated with events (political and social), social developments (education, religious institutions, etc) and cutural developments (music, carnival, etc.) which have had a significant role within the lives and evolution of a section of the community of Cape Town this political, cultural and social history is manifested in the work of the District Six Museum over the past 10 yéars):
- as one of the eariest places of refuge for slaves within the Cape Town, District Six is linked to the history of slavery within the Westem Cape and in South Africa, and,
* historically Distric Six has had strong associations with organizations, groups and individuals whose activities have been significant within the history of poltical movements in Cape Town and in South Africa.


### 5.3 Social, Cultural and Symbolic Value

The existing area of District Sx has a strong association with a particular community of Cape Town for social and cultural reasons. It is also symbolic of the various other incidents of the forced removal of many urban communites within Cape Town and in the rest of South Africa. This social, cultural and symbolic value of District Six has been acquired by it being:

* a site within the hear of Cape Town from which 60000 people were removed, and which stil continues to contribute to this community's 'sense of place" within the city;
* a site in which various political organizations were bom, thereby being part of the political history and tradition of Cape Town, and the country as a whole;
* a site of cultural activity (of popular music, opera, drama, urban camivals, etc) of Cape Town's working people, which continues to remain a reference point in the minds and memory of many of cape Town's inhabitants, and,
* an urban site of forced removals that has over the past 35 years become symbolic of other areas of forced removal in South Affican chies (e.g. South-End, Port Elzabeth; North-End, East Londom; Cato-Manor, Durban; Fordsburg, Johannesburg):


### 5.4 Summary Statement of Significance

District Six is of cutural significance because of the historical, social, culturel, religious, symbolic, and urban values that are associated with it. The significance of District Six is derived from its historical use as an important urban quarter within Cape Town. District Six has acquired a symbolic status because of the people and events that have been associated with it over the past 450 years.

District Six has acquired further significance from its physical setting and the physical elements that made up its fabric before being destroyed, some of which stil remain in pats of the area. Its value as a symbol of urban forced removals in Cape Town and other cities within South Africa over the past forty years adds further to its significance. The area has in the past, and stil does today, continue to contribute to the broader cultural landscape of the city of Cape Town.

### 6.0 RELATED STUDIES AND POLICY FRAMEWORKS

6.1 MSDF (Metropolitan Spatial Development Framework, Cape Metropolitan Counci, 1996)

The MSDF promotes a vision of metropolitan Cape Town as a well-managed, integrated metropolitan region in which urban spraw is contained and whera development is compacted and intensified. The broad urban planning goals and management policies promoted in the MSDF do not make specific reference fo areas like District Six. However developmental guidelines such as equality of opportunity social ustice, equity and access, and, sustainable development has relevance. In terms of spatial guidelines, issues such as residential intensification, urban integration and the creation of new qually urban environments need to be seriously considered

At a more detailed level, the promotion of urban structuring elements such as 'urban nodes' and 'activity corridors/ spines' have relevance for the redevelopment of District Six - particularly in the case of the new Hanover Street and Sir Lowry Road. A density of 100 du ha gross is advocated along these activity spines/ corridors. In addition the promotion of a Metropoltan Open Space System (MOSS) has meaning for the redevelopment of District Six in as much as Table Mountain and Devils Peak (as part of the CPNP), and the city's Urban Edge border on the southem boundary of the study area. In terms of housing the MSDF promotes low-rise high-density housing provision in a well-located area such as District Six.

## 6. 2 Scenic Drive Studies

The southem boundary of District Six is bounded by De Waal Drive, which is considered as a major scenic route in the Cape Peninsula. De Waal Drive links the N2 with the CBD via Mill Street and is a malor entry route and gateway into the city. It affords vistas of the City Bowl, Table Bay, Robben isiand as well as distant mountains, and also serves as a demarcation of the city's edge (see Fig. 37).

It is recommended that the redevelopment of District reinforce the scenic role of De Waal Drive and that new developments be carried out in a manner that does not impact on views to Table Bay and the CBD. If is also suggested that ways be explored to improve viewing facilites for the local community and tourists along De Waal Drive

### 6.3 Muni-SDF (Municipal Spatial Development Framework, City of Cape Town, 1999)

The Municipal Spatial Development Framework recommends that the intensification and provision of publicly assisted housing be provided in District Six. Associated with this recommendation is the


Figure 37: Scenic Drive Implications,
inclusion of a 'public way' (along the former Hanover Street route) and its related economic infrastucture. If further suggests that a green link' between the lower reaches of Devils Peak and Table Bay be considered, which incorporates Trafalgar Park, the remains of the French defense lines, the playing fields associated with the Zonnebloem Estate and the municipally owned recreation area north thereof. The vision is that this green link eventually can connect the mountain with the sea, traversing across the Culemborg area by way of the incorporation of a number of public spaces (see Fig. 38)

### 6.4 District Six: Draft Contextual Framework (March 2003)

Since the crculation of the District Six HIA Draft document, the City of Cape Town has issued the District Six: Draft Contextual Framework. This document sets out the broad physical and policy context that needs to be considered in prepaning the future planning of the area. It sketches a backoround of the restitution and land clams process and outines the City Councils planning approach to District Six. In addition the document discusses a number of important pollices fincluding a socio-economic framework, an environmental policy strategy and a spatial design framework). Where applicable some of the concems raised through these policies have been incorporated in this HIA document.


Figure 38: Muni-Spatial Development Framework: Management Zone 1.

### 7.0 SUMMARY OF HERITAGE LEGISLATION AND RELEVANT STATUTORY CONTROLS

Ironically heritage legisiation now applies to all remaining structures in District Six, affer the removal of a vibrant community and the destruction of so many buildings and places of historical, social, cutural and architectural worth. At this stage of the area's history, it is however still of use to harness such legistation to protect the remaining fabric and buildings.

### 7.1 Heritage Legislation

In terms of the Chapter 2, Section 34 of the National Heritage Resources Act (NHRA), Act No. 25 of 1999, no person may alter or demolish any structure or part of a stucture which is older than 60 years without a permit issued by the relevant provincial hertage resources authonty (PAWC and/ of SAHRA). In the case of the Pliot' Project site, as in the case of the greater District Six area, all historic bulldings were demolished between the late 1970's and early 1980's, with the implementation of the Group Areas Act (1966). The question that has to be raised in this instance is thus the extent to which the site area constitutes an archaeological site. In as much as the site was occupied from the mid-1800's, and given the archaeological studies discussed above, there is the likelhood that varous sites may contain relevant archaeological material remains. The extent to which such remains may exist on the site and the degree to which they may be deemed conservation worthy would have to be established once the site is cleared and the rubble (from demolished houses and structures) has been removed. it is recommended that during this early phase of work on the various sites, that an archaeologist be appointed to monitor the preliminary site-works.

The NHRA does not define clearly what constitutes an uban archaeological site. Within the broad terms discussed in the NHRA, the entre area of District Six would constitute an archaeological site, and if the provisions of the Act were to be appled without further interpretation, 1 , would technically mean that no development in the area should take place. In order to accommodate the important issue of the repatriation of claimants (former District Six residents) and the development of the area as a whole, a gradation of archaeological significance would have to be entertained. The ACO (UCT) in its 1996 study (Phase 1 Archaeological Assessment of Open State Land in District Six, page 68) isolated one most important archaeological site in the area, namely on the comer of Hanover and Tenant Streets. Other shes of lesser importance will in all likelihood be uncovered as the development of the area proceeds.

Approaches as to how archaeological remains (ruins, toundations, foundation walls, grante kerb stones, cobbled streets and guters, etc ) can be restored and integrated into the new building work will have to be developed by all concemed parties. It would also be important to ensure that archaeological objects (pottery, household objects, etc) and material retrieved from the Pilot Project site, and indeed the greater District Six area, be lodged with a museum or other public institution that has a collection policy acceptable to the heritage resources authonty (PAWCI SAHRA). Section 35 of the NHRA requires that the protection of archaeological sites and material are the responsibilty of a provincial heritage resources authorty.

In order to advance the development of the area, it is recommended that the District Six Beneficiary Trust acquire a permil from SAHRA /PAWC to proceed with the implementation of the development. In the interests of preserving the few remaining historical sites and buldings of social, cultural and architectural significance they should be declared as National Monuments or given Urban Area Conservation status. This should include all the remaining community buildings listed below and some of the remaining old residential enclaves.
7.2 Existing Zoning Scheme and the Land Use Planning Ordinance (LUPO)

The current zoning of land in District Six is essentially based on the 1979 'Zomebloem' Master Plan prepared by the planners of the Nationallst Govermment (see Bezzoli, et al, p.54). It was a plan which assumed the complete clearance of all historical buidings and roads in District Six and that was based on the prevaling racist ideology that envisaged the area being developed as an all white" suburb of Cape Town. Predicated on intemational urban renewal and the town planning philosophies (e.g. the Brtish new town plans such as the Milton Keynes settement that were popular at the time, it proposed the implementation of a low-density sub-uban development. Ironically the envisaged character of this plan was in principle no different to areas such as Mitchells Plain and Attants, where part of the displaced community was forced to resettie. Despite subsequent revisions of this Master Plan by the Department of Community Development, the vision remained essentially the same as ongimally conceived.

Trrough the protest actions of the Hands Off District Six Campaign and altemative development proposals put forward by the Cape Town Community Land Trust, much of this plan was not implemented". Except for the extensive development of the Cape Technikon, the Orental Bazaar Plaza and the construction of a number of loads/ related infrastructure, the full execution was thwarted. In the adoption of the present zoning scheme, the historical pattem and grain of the former urban fabric was rejected. Essentialy separate areas are zoned for general and special business (e. g. B2, B3, C2. C3 \& C4 use zones) as distinct from residential use (R3, R7 \& R9 use zones). Public open space zones and land for communty facilies are scattered across the site, occupying left over space and the former alignment of a few of the historic streets, in the absence of any ordering of a conerent pubic space structure. This zoning is predicated on City of Cape Town's Zoning Scheme Regulations, which in turn is enacted through the Land Use Planning Ordinance, Ordinance 15 of 1985 (LUPO). In ferms of this Zoning Scheme property rights are defined and types of development are prescribed.

### 7.3 Implications for Zoning

The City of Cape Town is currenty investigating amendments io the present Zoning Scheme, which is likely to result in a complete amendment of present nights. However, the implications of the current zoning scheme for District Six are that the permitted coverage of sites by buildings (100\% for Genera) Business sites and $80 \%$ for dwelling units) and the required setback distances from streets and common boundaries does not in principle permit low-ise medum density development. While common boundary building lines could be negotated depending on the use and character of bulldings, proposals for low nise medium density housing are still required to apply for departures for sub-divisions and adjustments to bulding line setbacks.

Within the present zoning scheme, areas currently zoned for general business within District Six can accommodate residential development in as much as general business zoning does include twelling houses and flats. In this sense mixed-use development is possible on the selected sites demarcated within the present zoning scheme. However the isolated manner in which such selected general business' sites have been demarcated coes not provide for the prospect of a frue mixed-use developmental environment in the area. The application of such mixed-use development in the present zoning scheme is in principle one of separated tand-use zoning and essentally does limit the development of activity corridors and activity nodes. In this sense the existing zoned areas in Distric: Six is inappropriate (see Fig. 39).

Atternative development proposals to the Master Pian for Olistrict Six were started on as atrly as $10 a 5 / 8 \mathrm{~b}$ through funding made available by BP South Africa, From this intiative, which was questioned and chatenged at the time by community organizations, the HEADSTART planning body was established and the District Six Sicetng Cormittee was formed in 1991 redirect the growth of the Cape Techntion eastwards towards the CBO The Cly of Cape fown was to later place a moratonum on the sale as well as long-term lease of land and also drew attention to the inappropriate zoning of the area.

With the completion and adoption of a Development Framework that encourages a fuly integrated mixed-use development, the area should be rezoned to include appropriate zones (comidors, nodes, etc.) for development. With the rezoning of such areas it is recommended that the existing zoning be replaced or amended in areas to require mixed residential and business use, possibly as individual packages applying to different areas (c.g. as has been the case in the Cavendish Street development). The extent to which such new policies would be applied across the site is the subject of further study. Fqually the present statutory height restrictions need to be revised. Present height restrictions generally mat provion for buldings of 7 floors in height - condition that would adversely affect issues of low make provision for buldings of 7 floors in height - a condtion that would adversely affect issues of low rise medium densily housing provision and scenic drive considerations.

### 7.4 Other Relevant Statutory Controls

Other existing Statutory Controls also prevall in addition to the heritage legislation and zoning restrictions discussed above. While these controls are linked to the intentions of the Zoning Scheme, restrictions discussed above. While these controls are inked should be considered in relation to the more flexible therarchy of Plans' approach. With the 'Master Plan' planning exercise various restrictive conditions were imposed in terms of the old Townships Ordinance 33 of 1934 (see Draft Contextual Framework, March 2003, pp. 21-24). These
include the 'Schedule 8 Conditions' which apply to specfic even and which dictate what form of development may take place. These conditions (e.g. height restrictions, bulk and coverage, bulling setbacks, land uses and expected vehicular access) need to be reviewed in ferms of their appropriateness to the planning and redevelopment of District Six.

In addition to the above mentioned zoning restrictions and Schedule 8 conditions there are other statutory and planning conditions that could obstruct the appropriate development of District Six. As discussed within the Draft Contextual Framework, these include inappropriately located public spaces, roads, road reserves and parking areas. In order to facilitate an improved and more appropnite framework for development in District Six, these statutory and planning conditions will have to be amended in terms of the Municipal Ordinance. In terns of the present procedural framework, LUPO is the only realistic statutory mechanism for the redevelopment of District Six to be advanced with. In order to facilitate the future integrated planning of the area the prevalling legal restrictions and current zoning should ideally be removed. As advocated in the Draft Contextual Framework, a possible process for the removal of these restrictions should be developed in relation to the 'Hierarchy of Plans' approach With the adoption of the Contextual Framework, the preparation of the Development Framework and the development of Precinct Plans, rezoning applications could be made (see pp. 22-24 Draft Contextual Framework, March 2003).

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CCC LEOEND
Z- GROUPEO DWELUNGS RES USE ZONE
C%A GENERAL RESIDENTIAL USE ZONE (SUR-ZONES 1.12)
\squareOENERAL SUSINESS USE ZONE (SUB.ZONES 1-6)
\ OENERAL BUSINESS USEZONE (SUBZONES 1-6)
Z COMMUNTY FACUITES USE ZONE
- PUBLIC OPEN SPACE USE ZONE
bemmed zones
-xa municpal purposes
WM MuNICPAL HOUSNO
CW GOVERNMENT
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Figure 39: Current Zoning Map (City of Cape Town)

## THIS REPORT

This report is intended as a contribution to the final HIA and forthcoming Development Framework. It describes the process of clearing the pilot project site and what was revealed and what was lost, and makes recommendations for future redevelopment planning. A CD with all digital images, and the salvaged artefacts, have been handed over with the final repont.

## BRIEF

In accordance with the guidelines oulined in the drat HLA document (Le Grange 2003 ), and confirmed by a letter of notiftation from the Project Manager to interested and affected parties on 29 March 2003, the concultant archaedogist was informed that site clearing would start on 31 March 2003 . There was no time to undertake predisturbance testing or mitigation. During a team briefing on site on 1 April 2003, however, the archacologits way requested to observe and monitor the clearing of the blook.

If was understood that at such short notice standard archaeological procedures were not feasible, neither was it guaranteed that a suitably qualifed site monitor would be available on a full-time basis. It was agreed that while mechanical excavation should continue to proceed as quickly as possible, a photographic record should be made where feasible, and grante kerbstones and other symbolic artefacts should be salvaged. Existing and or-site proiect team members would provide the necessary support.

It was proposed that the Pilot Project should be regarded as a learming process, especially for understanding what to expect to find below the surface in the area and how to deal with the archaeological potential of future projects.

## METHODOLOGY

The backhoe scooped debris directly into trucks, which deposited their contents on the nearby Horstley Sireet site (Fig.2). Overburden was removed in 'striss' of about eight metres wide and "scoops" of up to two metres in depth at a time. Work started from the eastern side of the block, parallel with Rutger Stree. Two strips funning from south to north were cleared each day and the clearing work lasted for three days.

By the time of my first inspection on Tuesday morning it was clear that there were structural remains and features still in situ underneath demolished buidings. The vertical edge on the west side of the strip being excavated provided a rough 'section' through the deposit. These edges were inspected and recorded as far as possible for fiture reference.

The standard archacological method of removing materal from a site is to pee off layers from the surface downwards over as wide a horizontal area as possible. The layers, and any dug in features such as later foundations, pits or drains, are removed in the reverse order to which they were deposited, assuming that the uppermost layer is the most recent and the deepest layer the oldest. Carefil excavation and recording procedures allow a reconstriction of the sequence of events that left traces in the ground.

The surface of the pilot profect site was obscured by thickiy matted coase grass except for an exposed concrete slab. Because the backioe dug vertically into the ground in front, demolishing remaining fabric from the base upwards and backwards, here was no opportunity to observe or reeord the horizontal dimension of the site.

The archaeologist and ste persomel collected some structural elements and recognisable artefacts that were spotted in the sections or dug out as he backhoe progressed. Theil location was recorded according to the strip number.


Fig 2. The backhoe scoped dobris diectly into a truck each stati, removed from sowth to north, was about \& metres wide and sy to 2 metres sheep. (AN $04 \% 103$ Strip 3 N End)

## FINDINGS

As predicted in the Archaeology Contracis Office repon (ACO 1996), a substantial amount of the old fabric of the block lay sealed beneath a shallow skin of vecetation and rubble. The upper parts of the buildngs, etc, had been demolished and reusable tems removed, but ground level features often remained. Floor slabs, foundations, rubbish pits and sub-surface clements were still there. Beneath the more recent structures, such as concrete floors, there were also traces of $19^{\text {th }}$ century material.

The features revealed in the sections along the west cages of excavated strips could be closely related to the foopints of buildings and other detalls in the nineteenth century Thom Municipal Survey ( 1898 ) and a pre-demoltion acial photograph (1968) (Figs 3 and 4).

The items salvaged from the site will not be archaeologically accessioned due to he poor contextual information assoctated with hem. They are therefore freely avalable for use as display, for example in a "memory box:


Thg 3. Walter Thom 's Mumichat Suwey 1898 (Cape Town City Cowncil).


Fig. 4. Aerial phatograph 1968 (Trig. Survey Mowbray).

Strip One
Not monitored.
Strip Two


Fig. 5. Lind of grante kebstones along allgnmem of Colison Lant buok sooy hortzon wher lane (arow) in section on left. [AM 0403 Pan 2 Strip 2$]$

* The most significant findings in Strip Two were the grante kerbstones of Collson Lane (Tig.5). Though no longer in their originat positions, they were found abandoned in the rubble along a roughly straight line running fom north to south, aligned where the lane used to be.
- The vertical section on the west side of Strip Two clearly showed the edge of Collsson Lane running down its length (arrow). At the sowthem end (nearest camera), the pld lane lay about a metre beneath the concrete slab of a later building.
* Below the lane horizon, gcross the central area of the strip, was a thick black sooty matrix full of rusty iron objects - including many horseshoes (see Stip Three). This deposit was suggestive of blacksmithing activities. These would have taken place before the lane was formally surfaced.

Strip Tiree

- In places along the section, and corresponding to the 1968 acrial photo, were the remains of vertical walls still in their original positions. There appeared to be a double retaining wall (where modern walling had been bult up inside an older wall) about one-third of the length of the strip from the Chapel Street end (Fig.6).
- Red bricks and building rubble and large stones (probably previous foundations) were associated with ceramic drainage pipes, especially in the northern end of the site.
- A handuit of ceramic table wares were salvaged, which were manufactured during period consistent with a mid to late $19^{\text {s }}$ century context, such as "willow pattern plate rims, cream-coloured ware, and banded industrial slipware. Others were made in the $20^{\text {th }}$ century. There were also glass objects, such as condiment bottles (Holbrook and "Pick Me Up"), $19^{\text {i }}$ century "black' glass wine bottle fragments, and some drinking fumblers. More poignantly, someone had carefully mended the broken finial, possibly from a bedpost Sheep, pig and cattle benes were collected, residues of meals. Horseshoes and other metal objects assoctated with the sooty deposit in Strip Two were also fomd on the castern edge of Strip Three.


Fig. 6 Retaining wall of demolished structuras red bricl mable on the right. [AM 0403 Strip 3 Section 53

- A drain shaft had been inserted between the recent buildings, down into the $19^{13}$ century deposits, and to the north of this shall there was just rubble (Fig.7).


Fig, 7. End wall of demolshed buiding drain shaf, nwhle [AM OAO3 Sorip 3 Section 6]

Strip Four

- At the south end of this strip a concrete floor slab was visible on the surface.
- There was a series of horizontal layers exposed belov this slab in the west section (Pig. 8).


Fig. 8 A series of horizontal layers benewth the concrete shab, [AM O403 Strip 4 Section I]

- There were apparently no $19^{\text {th }}$ century artefacts surviving in this strip. We picked up a "Phillips Mik of Magnesta' botte, with its distinctive shape and blue colour, ceramic deodorant stick, a glass medicine phial, and two medicine bottles, which had been made at the Talana bottle factory in 1944 and 1945 .
- An internal wall of the hat-roofed building shown on the acrial photo of 1968 showed as a vertical fature in the section The concrete floor shab horizon passed onderneath and contined until two-thirds of the way towards the north (Hig9).


Fig. An internal brick wall buil on top of the concrete floor slab that extended two thirds of the way down the block (see aerial photo of 1968) [AM O4NO Smip 4 Section 3 ]

- A vertical drain shaft of red brick and concrete was associated with the central factory building complex, with ceramic pipes bedded into the clay level between the two buildings
- After the slab ended there was a gap to the right, and then some large rocks (possibly stone foundations) and red brick rubble, with yellow clay beneath.
- The internal lane ruming from west to cast (marked as Taylor's Lane on a noting sheet) is indicated by a grey layer at a lower level than the cement slab (Fig. 10)


Fig 10 Concrete floor slab, sooty horizon above red brick Fubble, and grey level of Taylor's Lane on right [AMOMO3 Strip 4]

- The photograph of the cut from west to east in Strip 4 shows rubble fill composed of very disturbed debris (fig.1).


Tg.1., Gryy layer of Taylor's Lane still in situ on left, disturbed rubble of bricks, rocks and a concrate lintol across the end of the strip. (om 0403 Strip 4)

* At the Chapel Street end there were still remnants of about a metre of vertical wal foundation built across the cut from west to east. This would have been the southeast comer of a building associated with the house facing chapel Street (Fig. 12). Very dense heavy "grey' bricks were part of this building.
- A selection of bricks were salvaged from this strip.


Fig 12. Conay wall, at north end of efffacing Chapel Street, stil in sim balow graw. MAN (0403 Sirip 4$]$

Strip Rive

- Not monitored. Some artefacts were salvaged by persomel on the site. There were two printed cups, made in South Africa in the later $20^{\text {th }}$ century, a glass paste jar, a snall red-topped essence bottle, a medicine bottle, a $19^{\text {th }}$ century beer bottle and some long blunt-ended "pins"


## Strip Six

- Not monitored. Some artefacts were salvaged by persomel on the site a "Bashex's' bottle and a tin-enarnel satcepan decorated with flowers outside
* A long narrow concrete "trough" had become embedded in the clay layer. It contained a jumble of rusted iron objects, including horseshoes. This has beem salvaged.


## CONCLUSIONS

The Pilot Project confirmed that much of District Six is a potentia archaeologica Tite. The hioh protity if finding preserved material underneath the desolate site. The high probability of finding preserved materal undernea in future planning.
Old Chapel and Roger Streets have been destroyed during rebuilding and
resurfacing. Rutger and Stuckeris Streets probably remain protected below thei capping of tarmac (Fig.13).

- The fast and efficient method used for the Pilot Profect excavation and salvage process has no archacological utility, does not allow for making responsible heritage conservation and management decisions, and holds litte opportunity for meaningful engagement with interested and affected parties.


Fig 13. Wiew north down Suckeris Strees as the fynal had of mbble is removed. [AM0404]

## RECOMMENDATIONS

- A practical and efficient methodology for clearing of sites for rebuilding needs to be planned by the profect management, engineers and archaeologists. A combination of med byical labour-intensive hand clearing and professional archacological of mechanical, labour-intensive hand clearing and protessionar archaedog
- Clear guidelines should be prepared to faclitate maximum value from the planning and excavation process while enabling redevelopnents to continue uninterrupted. These guidelines should be designed by and for, and communicated to, all on-site personnel and interested and affected parties.
- Underground services provision may impact sub-surface remains whether along old streets or across blocks. Trenching for this purpose should be planned and carried
out in consultation with the architect and an archacologist in order to avoid accidental damage to significant sites. New roads, or even the restoration of old roads, may also adversely impact sub-surface remains.
- A plan should be agreed on how to best protect invisible but possibly significant or fragile sub-surface remains from the impact of heavy site machinery, vegetation clearing, unauthorised "salvage", etc. For example, the archaeologically excavated site on the comer of Stuckeris Street may be vulnerable to activities at the Plot Project site.
- Preserving and conserving significant historical fabric, features, artefacts, etc may he considered desirable. It could be decided to teave things in situ, in which case they need protection from reconstruction impact, but anything that has intrinsic value should be kept in safe storage. As an interim measure, there may be a suitable yard or enclosure associated with the remaining standing buifdings in the area (for instance the Moravian Chapel)


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