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**GUIDELINES
FOR THE MANAGEMENT AND
DEVELOPMENT OF
A PATERNOSTER HERITAGE TRAIL**

“Without a doubt the most significant potential for the development of tourism in Paternoster lies in its culture and heritage” (KPMG Report 1999:17)

Prepared for the West Coast Investment Initiative,
South Africa

by

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Executive Summary

The West Coast has an exceptional record of humankind's relationship with the sea. Its abundance of sea-life has attracted people for thousands of years. Evidence of this can be traced back to the Middle Stone Age, some 250 000 years ago, up through San and Khoi habitation, and on to colonial and contemporary times.

In recent years, due in part to overfishing, marine resources have been steadily declining. Fishing as a way of life is supporting fewer people than before. This has led to economic hardship for fishing communities like those at Paternoster.

In the meantime, tourism is bringing increasing revenue into rural coastal areas and has major potential to create income for previously disadvantaged communities whose former livelihoods are on the wane.

A rich cultural and natural heritage

The coast around Paternoster is particularly scenic and the town has excellent examples of West Coast fishing village vernacular architecture. The local community has its own history of fishing going back many decades.

Within the Cape Columbine Nature Reserve which borders the town, stone tools, bones, shells and pottery tell of successive waves of stone age people, hunter-gatherers and then pastoralists who came to the coast to gather sea-food.

After colonization, Paternoster became a hub for the commercial exploitation of the rich marine life. In all, the area's archaeological past, the village and its history of fishing make up a fascinating heritage that could be developed into a tourism product of lasting value to the community.

Regional tourism routes enable marginalised communities to benefit from incoming revenue. Such a route at Paternoster based on its cultural heritage would also be complimentary to the fresh fish market which the West Coast Investment Initiative is helping to establish there. It will also increase community pride and custodianship of its cultural resources which go back many thousands of years. A recent KPMG tourism report highlighted cultural and heritage tourism as a significant growth opportunity for the town.

Healthy tourist infrastructure

Paternoster has a healthy tourist infrastructure, with a hotel, B&Bs, self-catering and campsites at the Columbine Reserve. Approximately 25 000 visitors annually come through Paternoster. Several tour guide enterprises are in operation. A survey of natural resources in the Columbine Reserve listed 42 bird species and a variety of mammals and reptiles. Wild flowers are abundant in season. Inshore kelp beds harbour crayfish and perlemoen.

Some key concerns are flagged for the development of a Paternoster Heritage Trail.

One is that archaeological and cultural artefacts are non-renewable and need proper protection. Another is that the history of colonial and apartheid repression is still a factor in the town, and affects access to tourism benefits. A third is that while job creation is obviously important, a long-term goal should be economic empowerment that fosters enterprise management and ownership.

A guided heritage trail

The recommendations cover a range of areas: a central theme for the trail should be the history and heritage of fishing and sea-food gathering down the ages. A guided hiking trail should take tourists on a chronological journey tracing human harvesting of the sea, starting at Tietiesbaai in the Columbine Reserve with Stone Age evidence, moving along the shoreline to see artefacts from San hunter-gatherers and then later Khoi herders, as the trail winds its way through the reserve towards the town. Once there, tourists should experience the community's own heritage connected to fishing.

A heritage management plan as required by law should be developed in co-operation with the state heritage resources agency. Environmental impact management for the trail should be done together with Columbine Reserve/Cape Nature Conservation.

Suitable candidates for interpretive guide training should be selected. Programmes should include national accreditation. Partnership arrangements with existing tour guide operators should be formed (e.g. internships, apprenticeships) including part or full-time employment opportunities.

Information centre

The community should be assisted to document its own local history. This would unify its members and encourage a sense of ownership of their heritage. It would also become source material for brochures, posters and other tourist information.

A tourist information centre, however modest, should be established where posters, displays, brochures, artefacts and general tourist information could be displayed. This would also function as an orientation point for trail groups going out on the trail. Access to certain heritage sites within the town should be developed, including the midden opposite the hotel, the Paternoster Vissereye midden and Wolfgat.

A range of marketing material should be produced in collaboration with the local tourism enterprises to promote the trail through the various media. Support links should be established with government, parastatal, NGO and private sector tourism promotion bodies. A launch event during which ex-President Mandela opens the trail (and commemorates the beach walks he enjoyed at Paternoster while at Pollsmoor) is recommended.

Integrated institutional management

Three principal stakeholder groups should form a core team overseeing the management and development of the proposed trail: community organisations, non-governmental organisations and local tourism enterprises. The relevant organisations should clearly define their overall and day-to-day responsibilities with regard to developing the trail.

Financial management should be competent and accountable, and methods should be set up early to accumulate a portion of revenue from the trail for its ongoing maintenance and upgrading. As their capacity increases over time, the community organisations and enterprises should progressively reduce their dependency on the NGOs to co-ordinate and facilitate the development process.

Proposed implementation programme

A variety of project activities and their aims arising out of the recommendations make up an overall implementation programme:

- Heritage Management Plan
- Environmental Impact Management Plan
- Interpretive Tour Guide Training
- Heritage and Tourism Education
- Documenting Local History
- Information Centre
- Interpretive sites, materials and displays
- Marketing and Promotion
- Institutional Management

Key Issues

Using non-renewable resources for tourism

Archaeological resources are non-renewable – i.e. if they are damaged or lost, they cannot be regenerated. They are state property and in terms of heritage legislation, it is an offence to damage or remove found artefacts or fossils.

Taking tourists through archaeological sites therefore runs certain risks. Heritage authorities and specialists have understandably been wary of allowing tourists onto sites, especially in large groups without adequate guiding or supervision.

This places a large responsibility for seeing these cultural resources are safeguarded into the hands of those taking tourists through the sites i.e. interpretive guides. Training and vigilance is therefore required, as well as instilling a sense of the long-term value of the artefacts for the community. There are creative ways to minimize the risk, and some of these are dealt with in Section 6.9.

Tourists and visitors should in any event be made fully aware of the legal protection that artefacts and sites enjoy.

Inequalities, past and present

For 350 years, colonialism and then apartheid entrenched social inequality based on race in South Africa. The resulting legacy of disempowerment and marginalisation that divided communities is still a feature of every day life. In

Paternoster, most of the land, buildings, the tourism plant and equipment is owned by whites, as are tour operations and enterprises.

This creates a certain estrangement of the tourism market and its opportunities from the 'previously disadvantaged' community. The present 'previously advantaged' entrepreneurs mostly mediate the interaction with tourists, and determine, by and large, how the tourist pound or rand is spent.

Those operators and entrepreneurs who participated in the heritage trail workshops however, said they were very willing to act as partners in apprenticeships, mentorships or training programmes or similar arrangements.

This is encouraging and is a strong foundation on which to build the necessary partnerships to ensure successful projects, as well as to bridge the divisions of the past.

Job Creation or Economic Empowerment

Government economic growth policy stresses the creation of jobs – i.e. employment – and while this may be an easily quantifiable measure of success, it may mean retaining, for reasons outlined above, existing economic inequalities and dependencies.

In the short and medium term, job creation is obviously very desirable and necessary, especially for gaining the invaluable experience that on-the-job training and employment provides. But it should be kept in mind that a more sustainable and equitable long-term goal of community development is economic empowerment, which means working towards sharing in the ownership of the enterprise.

Yet it may be over-ambitious to believe that a 'community' - run venture can be a success from the start. Like any other new business venture, it takes training, experience, entrepreneurial spirit, and business acumen, not to mention investment in staff, equipment and promotion to make a successful tour guiding business.

This is why partnership models such as apprenticeships, mentoring, and internships as part of existing tourism operations may be wise initial steps. However it will be up to the programme management group or the guides themselves once trained, to decide if they want to be independent from the enterprises or part of them.

Recommendations

Trail Theme

It is common knowledge in the industry that to be attractive to the tourist market, a trail should have a theme which sets it apart or makes it different from others. This theme should also thread its various experiences and attractions into one coherent entity.

The broad term under which the trail has been developed thus far is 'heritage'. This covers a wide range of attractions, but is a blanket description without uniqueness to the area. After discussion around this point in the specialists workshop at the SA Museum, retired archaeologist Dr Janette Deacon pointed out that it was fishing and its history at Paternoster which was the common thread, and which the community as well as tourists could easily relate to.

It will be up to the team tasked with taking the trail project forward to decide what name they believe is most suitable. The consultants suggest Paternoster 'Vistory' Trail as a starting point. It is an amalgamation of both Afrikaans and English which can be taken to mean fishing history or fishing stories. This and other prospective names should be exposed to tourists, tourism operators and specialists to get their feedback. Whatever the name turns out to be, there is certainly enough heritage material in and around Paternoster to form the basis of a trail that takes visitors on a journey from the past to the present with fishing and sea-fare as its core theme.

Trail Route

The recommendation for the trail route design is to have it running from pre-colonial history to the present day - starting at Tietiesbaai in the Cape Columbine Nature Reserve passing along a coastal trail through archaeological sites then into and around the town of Paternoster, following a chronological sequence of interpretation from past to present.

It would begin with the oldest artefacts and evidence of human habitation, i.e. early humans, soon after starting the trail, then pick up on stone tools further on left by San hunters and gatherers, then find evidence from Khoi pastoralists near the end of the reserve, before moving into the village by way of the old crayfish factory, and then into and around the town and present day.

The route through Columbine reserve is mostly on flat ground, skirting the shoreline with dramatic sea and shore vistas including whales and wild flowers (in season), strandveld vegetation, birds and tortoises. Depending on how fast or slow the pace is set to allow for interpretation, it takes approximately three hours to walk from Tietiesbaai to the town.

Guides may prefer to begin the trail for their tour party with an orientation stop first at a proposed information centre in the town (see Section 6.7 below), where the trail route, examples of artefacts, posters and other material giving a broad background to what lies ahead on the trail would be on display.

The past-to-present walking trail as outlined above is only one recommended option. Other archaeological sites nearby – e.g. Kasteelberg – to which permitted access may be negotiated, could be included. A shorter guided walking tour of archaeological sites within the town, including a visit to the Wolfgat Cave¹ and the proposed viewing deck opposite the Paternoster Hotel (see Section 6.9 below) is also recommended.

¹ Such a hike and tour may favour larger groups of tourists who are unable to undertake a long hike.

Numerous other ways to enhance the visitor experience while keeping within the fishing heritage theme are possible, and are up to the creativity of the tour guide and the preferences of the tour group, (for example strandloper-type 'sea-food forage and braai' events, 'overnites' under the stars.)

This report has focused primarily on assessing and incorporating the archaeological component of a local heritage trail. It will be up to the next phase to gather, develop and manage the cultural artefacts and other material of later history and up to the present day. These, as emphasised above, would be done in conjunction with the community and relevant support organisations.

Heritage management plan

All tourism has an impact on the environment and culture which it comes into contact with, and this must be carefully managed to avoid damaging the resource which is attracting tourists in the first place. The development of a trail that may affect or damage archaeological sites by law requires a permit. The relevant South African Heritages Resources Act, No 21 of 1999) does not offer specific requirements for developing sites for tourism purposes.

Conservation policies for heritage sites in South Africa are contained in the ICOMOS report (Deacon 1996). Policy guidelines for managing cultural resources in nature conservation areas are also contained in the CANIS report (de Jong 1992).

However, the necessary permit would in all likelihood be issued subject to the implementation of a Heritage Management Plan (HMP). This will require the approval of the South African Heritage Resources Agency², and should be developed in partnership with it. The relevant person at SAHRA, Mary Leslie has already indicated she is willing to do this.

Broad participation and education involving the Paternoster community and other Interested and Affected Parties³ should be guiding principles for the development of a Paternoster Heritage Management Plan.

This will help encourage effective custodianship and the sustainable development of cultural and heritage resources in the Cape Columbine Nature Reserve, and in the town of Paternoster. Such a plan is therefore integral to the development and management of the proposed heritage trail.

Environmental impact management

Determining the recommended carrying capacity or the number of tourists an environment can take without irreparable damage is a standard principle of

² The South African Heritage Resources Agency (SAHRA) came into effect on 01 April 2000, replacing the National Monuments Council as the principal heritage compliance agency.

³ I&APs include, for example the South African Heritage Resources Agency, and local authorities.

sustainable tourism development. For the Cape Columbine Nature Reserve section, this should be done in conjunction with reserve management.

Interpretive guide training

The greatest area of demand as experienced by the local tour guiding operators is for trained interpretive guides (Hannes Kleyhans, pers. comm)

The selection of who is to do guide training, however, could be a sensitive matter for the community. A fully transparent, accountable process, ideally run by an outside organisation specialising in tourism training should handle this. Part of this training would be the attainment of SATOUR Field Guide accreditation.

Ideally, the attributes necessary for interpretative guiding are that the person is knowledgeable, confident, outgoing, with good communication skills and probably should be able to speak English. Tour guiding, like the industry itself, is seasonal so expectations of full-time employment may not materialise. Apprenticeship, internship or other community/private sector partnership arrangements as mentioned before may alter this.

The Eco-Education Forum on the West Coast convened by Nick Hanekom of Cape Nature Conservation is an important educational linkage. Mr Hanekom tours schools and includes cultural history in the learning experience. The growing network already includes the West Coast Fossil Park. This park is well suited to being used as a learning site as for courses on the archaeology of the area.

Opportunities to involve the local schools should be taken up, including the local primary school, St Augustine's, as well as the high school at Vredenberg. Teachers and pupils could participate in organising tours, clean-ups and general trail maintenance. These activities could help identify enthusiastic students who may become good candidates for tour guiding.

The Fair Trade in Tourism organisation has, we understand, already assisted with the training of a local tour guide. Sharing experiences in developing an interpretive guide training project will be obvious beneficial for both.

Much learning can also be gained from other communities undertaking similar ventures. The Clanwilliam community is one such example. Wupperthal is another. Ciraj Rassool at UWC has more details and contact names and numbers.

An excavation has been going on for a number of years at Kasteelberg, a high rock outcrop only about 4 km from Paternoster, under the guidance of Dr Andy Smith and the University of Cape Town's Archaeology Department. This is a key learning opportunity for local communities in the area.

Already, ten farm workers living at the farm on which the excavation site is situated have been trained in basic archaeological survey techniques. They would also have gathered a wealth of first-hand knowledge about the happenings of pre-colonial humankind in the vicinity.

Managing the interaction of visitors with the archaeological material (stone and shell artefacts) is a sensitive issue which should be dealt with thoroughly in the training. Guides – as well as tourists – would need to be made clearly aware of the regulations protecting artefacts.

A guide's 'interpretive kit' could be made up comprising a range of real or replica tools and artefacts which she or he can take along on a trail to demonstrate how seafood was originally gathered and processed. These artefacts (or replicas) can be held and passed around, which would lessen the desire to pick and disturb those found in situ on the ground.

Because archaeological material appears, in general, to be dry, dusty and lifeless, enthusiasm and a sense of drama can be very useful to help visitors imagine life by the sea in earlier times.

Documenting local history

An essential part of the development of a heritage trail is to enable the community to write up the local history of their village and its people. This narrative will form a valuable addition to the community's cultural heritage. Documented in a way that is accessible to them and visitors, it can also act as a sourcebook for tour guide training, brochures, interpretive displays and posters.

The local school, teachers, pupils and parents can be a focus around which to build this documentation, together with older residents and others who hold memories, stories, photographs and similar documents and items of local history. Some of these could be gathered and displayed in an information centre which could double as a local history museum (see below).

For the community, documenting their own local history it is certain to be an empowering and unifying experience.

Information Centre

For visitors and guides alike, an information centre is an important introduction to the scope of what the trail is about and what tourists will be taken to experience first-hand.

Posters, displays, maps and charts would showcase the wider area and the history and heritage which makes it unique. An information centre of this kind also acts to publicise the attractions of the area as a whole, and helps direct tourist income to other avenues such as accommodation and catering. Local crafts and curios could also be on sale.

Mention has been made in the KPMG Report of the new community centre as being a possible site. The school or a local house are also options. It will be up to the group taking forward this project to consult widely enough to establish which site would be most appropriate for the purpose.

Interpretive sites, displays and materials

Certain sites in and around the town are suitable for carrying graphic displays explaining and interpreting the significance of what is on view or that occurs in the vicinity. These displays would enhance the shorter or unguided walking tours. They also increase local residents' understanding of their cultural and natural heritage.

The large dune midden site situated opposite the Paternoster Hotel is strongly recommended. This site has a commanding view of the bay and coast. A simple boardwalk and viewing deck could provide information in weatherproof displays on human history, as well as on birds, whales, seals and other sea life.

By excavating a profile of the shell mound and preserving and sealing a section in-situ, archaeological remains could also be exposed for viewing. Local artisans could be employed in constructing such a boardwalk and viewing deck. Permission to develop the site will be required from the landowner (Paternoster Vissery Groep).

This kind of interpretive installation close to the hotel would cater well for bus loads and larger tour groups. This would also take some people pressure off the more vulnerable archaeological sites.

Another recommended site is the Paternoster Visserye midden (Hart & Halkett 1992b) near the factory which has good interpretive display potential using boardwalks, viewing platforms and signage displays. Permission from the landowners, Paternoster Vissery Groep to manage the site for controlled access will also be required.

The Wolfgat Cave described earlier also has potential for on-site interpretation. To ensure that these and other archaeological sites within the town precinct of Paternoster are effectively developed for interpretive purposes, detailed recording and sampling would first be necessary.

Marketing and Promotion

Tourism thrives on promotion, and the more active marketing and promotional activities are, the greater the number of visitors will be attracted. If the visitor experience is positive, word of mouth will amplify the promotional activities.

The standard materials for promotion would need to be developed, ie illustrated brochure, small-space advertisement for regional and other purposes, web-page material, listings in local, West Coast and Western Cape tourist information material.

Support should be available from the local tour operator partners. West Coast Guided Tours and Guri Qua cc have ongoing marketing campaigns including websites. Other local enterprises would carry promotional material and provide referrals, as could Cape Columbine Nature Reserve.

Promotional support should actively be sought from the local tourism association, West Coast Tourism Bureau/Weskus Tourisme, West Coast Peninsula Transitional Council, Fair Trade in Tourism, Western Cape Tourism Board, Department of Tourism, Province of Western Cape.

Links should be set up with other tourism sites and organisations involved in similar work, including Open Africa, the West Coast Fossil Park, Hopefield Information Centre, the Mission and Slave Route members, West Coast National Park, Bushmansklouf, the SA Museum, Cape Town Tourism, V&A Waterfront, Cape Town airport. Arrangements should be made to have posters, brochures and other material displayed. Links to the Sterkfontein Caves World Heritage Site area should also be made.

Regional, provincial, national and international tour operators, and in particular those specialising in cultural tourism, rock art, geology and archaeology, would need to be informed of it, and invited along themselves.

Travel journalists should also be contacted and invited on the trail.

Once guides have been trained and the necessary preparations are in place, a launch event is advisable to bring stakeholders, support partners, tour operators and the media together.

It is strongly recommend that Nelson Mandela be invited in good time to open the trail by setting his footprint in concrete at a suitable site on the beach near the proposed fish market. This would also commemorate the walks he made along Paternoster beach during the time of his imprisonment at Pollsmoor. This would be an extremely powerful media draw-card and would put the trail firmly on the map.

Institutional Management

The development and management of a trail such as this would rest primarily on three key organisational pillars - local community, facilitating NGOs and local tourism enterprises. They would need to elect or nominate and mandate suitable representatives to meet together regularly as a core group to help manage the process and keep their constituencies involved and informed.

Ongoing sustainability and trail maintenance

As mentioned above, it is important that the core group who participate in overall management of the trail development programme are able, over time, to:

- decrease their dependence on NGOs to manage the programme, and therefore also on outside funding.
- Decide on and set in place from the beginning, ways to accumulate monies to fund trail maintenance, upkeep of information centre, interpretive materials and equipment, displays, etc.
- Ensure that effective financial management and controls are in place to administer such ongoing maintenance monies.

Proposed projects

A variety of individual projects arise out of the recommendations which together make an overall implementation programme. Some of these are listed below.

Overall co-ordination and integration of the projects comprising the programme will be managed by the NGOs in partnership with appropriate stakeholders and, where necessary, implementing agencies or institutions. Together they would draw up project proposals, set out time frames and budgets and source funding for implementation.

All those who have been involved in the process so far are listed in the databases at the end of the report.

1. Heritage Management Plan

Objective: To ensure that an inclusive process is followed in the drawing up of an appropriate heritage management plan, and that local capacities are built and steps are put in place to effectively manage the conservation and utilisation of heritage resources for community tourism.

2. Environmental Management Plan

Objective: To develop a plan with stakeholders that minimises the impact of a walking trail on the environment through which the trail runs. This includes minimising damage to species and ecosystems as well as waste, litter etc.

3. Interpretive Tour Guide Training

Objective: To select from the local community and train to an adequate and accredited level a suitable number of interpretive tour guides who can thereafter operate in partnership with existing tour operators or independently for their own account.

4. Heritage and Tourism Education

Objective: To offer learning experiences that provide an understanding of heritage resources and their value to schools and community groups in the area. To also provide an appreciation of what tourism is, how it can benefit communities and how to access these benefits.

5. Documenting Local History

Objective: To facilitate the collection - orally, in photographs, documents and artefacts - of the local history and heritage of the community. This should culminate in the production and launch of a book/let available at low-cost to the community, and an exhibition. A more expensive version should then be produced to generate income from tourists and others.

6. Information Centre

Objective: To create a space where visitors can get a broad vision of the wealth of the area's cultural heritage stretching from pre-colonial times to the present day. The emphasis would be how people have been coming to the Paternoster coast for thousands of years for food, clothing, shelter and livelihoods.

The space would also be one where the community's history of achievements, its personalities, unifying stories and memorabilia are collected and displayed.

Other information for tourists about the natural heritage and other general attractions and facilities would be available, as would crafts and curios.

7. Interpretive sites, materials and displays

Objective: To produce a) a set of materials including originals and replicas which can be used by guides to explain and enliven the interpretation of pre-colonial history to tourists and visitors, and

b) a range of indoor and outdoor displays (including viewing decks and boardwalks) which provide interpretive information about the archaeological, cultural and natural heritage of the area. These would be installed at particular sites and specially constructed for the purpose.

8. Marketing and Promotion

Objective: To develop a marketing strategy, an implementation plan and promotional support materials to publicise the trail using appropriate media and networks. To design a launch event with Nelson Mandela if possible, and follow up with publicity and exposure. Use would be made of regional and provincial tourism boards for support.

9. Institutional Management

Objectives: To establish institutional management that is inclusive of stakeholders, that has adequate capacity and resources to drive the co-ordination of the various project activities, that has proper financial controls in place, and that can assist with report back to stakeholder constituencies.

The arrangement should also ensure that an appropriate body takes responsibility for legal contracts with landowners where necessary. In addition, it should devise equitable methods to levy and distribute a portion of tourism revenues resulting from the trail for its maintenance and upgrading.
