

HERITAGE IMPACT ASSESSMENT OF  
N2 – MVEZO VILLAGE LINK ROAD AND BRIDGE,  
EASTERN CAPE PROVINCE, SOUTH AFRICA

Prepared for

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## **Management summary**

eThembeni Cultural Heritage was appointed by SSI to undertake a heritage impact assessment of the construction and upgrade of an access road and bridge in the Eastern Cape Province, in terms of the National Heritage Resources Act No 25 of 1999. eThembeni staff members inspected the area on 1, 2 and 3 December 2010, and completed a controlled-exclusive surface survey and a database and literature search.

### **Observations**

#### **– Places, buildings, structures and equipment**

Ex-President Nelson Mandela was born in Mvezo in 1918. As a toddler, he moved with his parents to Qunu to join other relatives. The Nelson Mandela Museum consequently has three precincts, located in Mthatha, Qunu and Mvezo. These places have high heritage significance at all levels for their social, cultural and spiritual values.

The proposed N2 – Mvezo link road and bridge will not affect the Eastern Cape-Mbashe, Coffee Bay, Mvezo-Nelson Mandela Museum at Mvezo directly, but will have indirect positive impacts on the place by facilitating visitor access and local economic empowerment.

#### **– Archaeological sites**

The proposed bridge across the Mbashe River on route Alternative 1 is located within and adjacent to the river floodplain, which has been ploughed extensively for agricultural crop production. These fields are currently fallow and we observed stone manuports and ceramic sherds in the vicinity of the proposed bridge abutments that suggest the presence of a largely subsurface Early Iron Age site(s). The extent and significance of this archaeological site is unknown at present.

#### **– Graves and burial grounds**

We observed one community burial ground and one isolated ancestral grave outside of a homestead precinct within the proposed development area, located at S31 56 19.0; E28 27 38.5 (and surrounds) and S31 56 22.6; E28 27 45.5, respectively. The burial ground includes more than 100 graves, both older and younger than 60 years, with the most recent headstone inscription dating to 1999. All human remains have high heritage significance at all levels for their social and spiritual values.

## **Recommended mitigation measures**

### **– Places, buildings, structures and equipment**

No further mitigation is required.

### **– Archaeological sites**

A suitably qualified and experienced Iron Age archaeologist should be appointed to undertake limited subsurface sampling (mainly auguring) of the area around the proposed bridge location on route Alternative 1 on both banks of the Mbashe River, having obtained the necessary permit from SAHRA. The purpose of such sampling should be to determine the extent, nature and significance of the archaeological site, and make recommendations for further, more comprehensive excavations or recording, if required.

### **– Graves and burial grounds**

Human remains may not be altered in any way without the permission of the next-of-kin and a permit from the relevant heritage authority.

No development may occur within a minimum of 20 metres of the grave and / or burial ground.

### **– General**

If route Alternative 1 is not selected for this project, or if its alignment is altered significantly, a heritage practitioner should be appointed to undertake an assessment of the chosen route / realignment.

## **Recommended monitoring**

None at present, but monitoring of the archaeological site during construction may be deemed necessary following further investigation of its extent and significance.

## **Conclusion**

We recommend that the development proceed with the proposed heritage mitigation and have submitted this report to the South African Heritage Resources Agency (SAHRA) in fulfilment of the requirements of the National Heritage Resources Act. If permission is granted for the development to proceed, the client is reminded that the Act requires that a developer cease all work immediately and notify SAHRA should any heritage resources, as defined in the Act, be discovered during the course of development activities.

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## **1. Introduction**

eThembeni Cultural Heritage was appointed by SSI to undertake a heritage impact assessment of the construction and upgrade of an access road and bridge in the Eastern Cape Province, in terms of the National Heritage Resources Act No 25 of 1999 (refer to Appendix A).

South Africa's heritage resources are both rich and widely diverse, encompassing sites from all periods of human history. Resources may be tangible, such as buildings and archaeological artefacts, or intangible, such as landscapes and living heritage. Their significance is based upon their aesthetic, architectural, historical, scientific, social, spiritual, linguistic, economic or technological values; their representivity of a particular time period; their rarity; and their sphere of influence.

The integrity and significance of heritage resources can be jeopardized by natural (e.g. erosion) and human (e.g. development) activities. In the case of human activities, a range of legislation exists to ensure the timeous identification and effective management of heritage resources for present and future generations.

This report represents compliance with a full Heritage Impact Assessment for the proposed development, excluding a palaeontological assessment, which we do not deem necessary given the nature of the project and its location.

## **2. Terms of reference**

A Heritage Impact Assessment must address the following key aspects:

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

### 3. Project description

This project entails the building of a new road and a bridge that will link Mvezo Village to the N2. This will significantly decrease travel times to Mthatha and East London. This road will also facilitate the movement of tourists to the area which would in turn boost the income of the local community.

The National Department of Rural Development and Land Reform (DRDLR) has been given a mandate by the President of South Africa to develop a Comprehensive Rural Development Programme (CRDP) throughout the country. This program is aimed at improving services in rural areas. To achieve this mandate the DRDLR embarked on developing an innovative approach to rural development. The CRDP is focused on enabling rural people to take control of their destiny, with the support of Government, and thereby more effectively address rural poverty through the optimal use and management of resources.

In terms of the new Environmental Impact Assessment (EIA) Regulations, Government Notice R. 544 to R. 546 of 2010, published in terms of Section 24(5) and read with Section 44 of the National Environmental Management Act (NEMA) No 107 of 1998, the Applicant requires authorisation from the Competent Authority for the undertaking of the proposed project. This includes activities (such as new roads) listed under Regulation 544 of the NEMA EIA Regulations. Activities under the listings may have a detrimental effect on the environment, hence a *Basic Assessment Process*, as prescribed in the EIA Regulations to be undertaken prior to construction.

The listed activities applicable to this project are as follows:

- 11 The construction of (iii) Bridges where such construction occurs within a watercourse or within 32 meters of a watercourse, measured from the edge of a watercourse, excluding where such construction will occur behind the development setback line.
- 18 The infilling or depositing of any material of more than 5 cubic meters into, or dredging, excavation, removal or moving of soil, sand, shells, shell grit, pebbles or rocks from:
  - (i) a watercourse
- 22 The construction of a road, outside urban areas:
  - (i) with a road reserve wider than 13,5 meters, and
  - (ii) where no reserve exists and where the road is wider than 8 meters

### 4. Project location

Aurecon Engineers are proposing the following route alignment alternatives for the proposed new road and bridge (Figure 1).

#### Alternative 1

Alternative 1 (pink route) starts just before the N2 Mbashe River Road Bridge and runs in a south easterly direction through the village of Dondolo to the Mbashe River just west of the Nelson Mandela Heritage Museum. From here it will climb up the hill to the Nelson Mandela Museum. This alternative is the easiest to build and is also the shortest route. The location of

bridge Abutment A is S31 57 32.55; E28 28 18.07, and bridge Abutment B is S31 57 34.42; E28 28 20.08.

### Alternative 2

Alternative 2 (green route) starts at the same point as described in Alternative 1, but then heads in an easterly direction until it crosses the Mbashe River. It then either runs north or south around Nyalara Village until it meets the existing road near Gwatyu Village.

### Alternative 3

Alternative 3 (purple route) starts at the N2 near Candu Village and runs in a south easterly direction through Candu and Ndesi Villages and then crosses the Mbashe River at the same point described in Alternative 1. The last section of the road follows the same route as Alternative 1.

On further inspection Alternative 2 has a link that may prove impossible to complete, while Alternative 3 is a very poor alignment along an escarpment with an increased length of access.

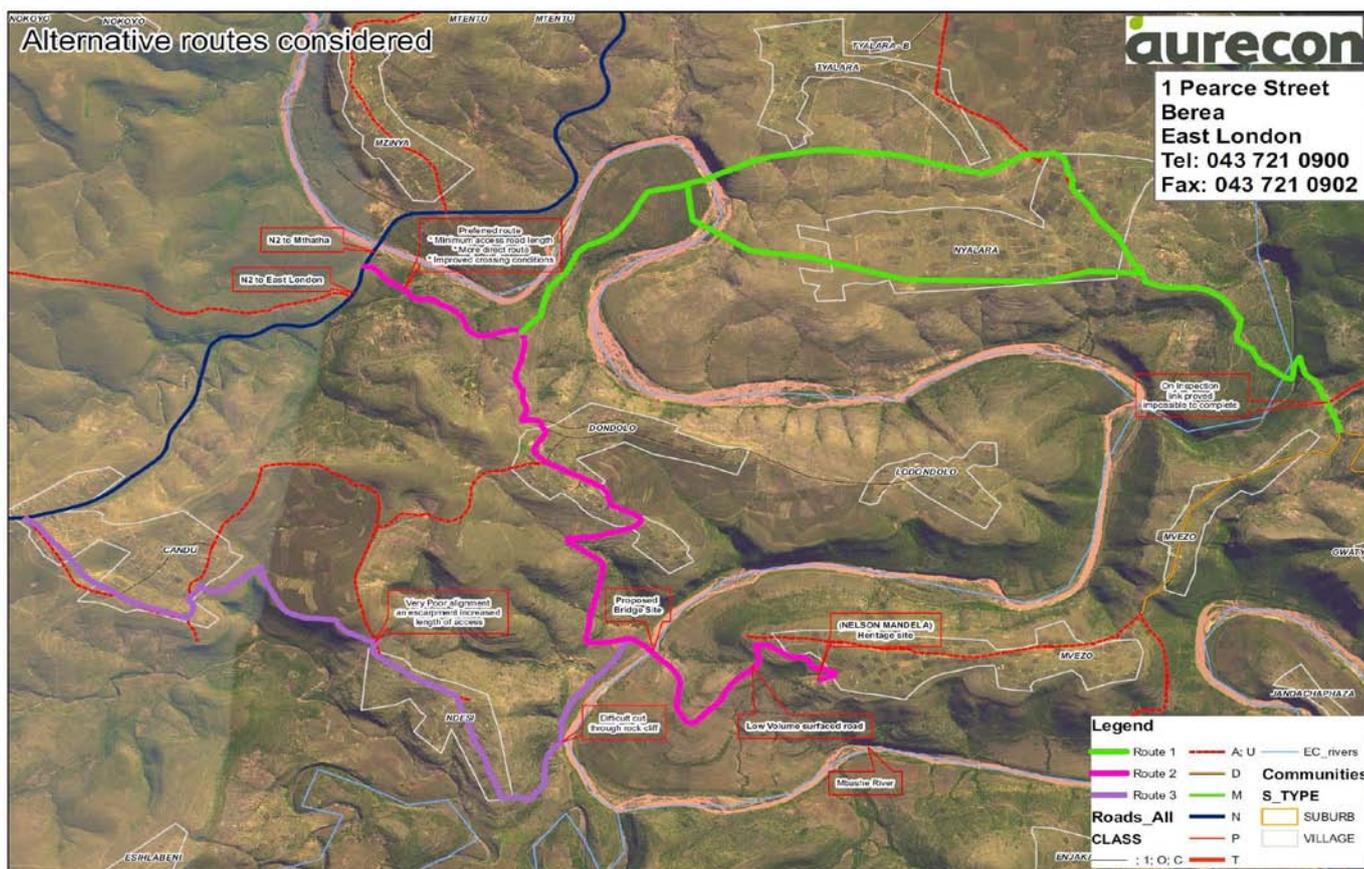


Figure 1. The locations of the proposed Mvezo link road and bridge route alternatives.

## 5. Observations

No development activities associated with the proposed project had begun at the time of our visit, in accordance with heritage legislation. As stated in Appendix B comprehensive inspections of proposed route and bridge location options were confined to Alternative 1. The following table summarises the heritage resources assessed, and our observations.

Heritage resource type	Observation
Living heritage	The entire study area comprises living heritage. However, the proposed road upgrade is part of the dynamic development of this landscape that will make a positive contribution to residents' lifestyles.
Ecofacts	None were identified within the proposed development area.
Places, buildings, structures and equipment	See below.
Places to which oral traditions are attached or which are associated with living heritage	The entire study area is associated with living heritage. However, the proposed road upgrade is part of the dynamic development of this landscape that will make a positive contribution to residents' lifestyles.
Historical settlements and townscapes	None were identified within the proposed development area.
Landscapes and natural features	No formally protected landscapes or natural features are located within the proposed development area.
Geological sites of scientific or cultural importance	None were identified within the proposed development area.
Archaeological sites	See below.
Graves and burial grounds	See below.
Movable objects excluding any object made by a living person	None were identified within the proposed development area.
Battlefields	None were identified within the proposed development area.
Traditional building techniques	None were identified within the proposed development area.

Table 1. Heritage resources and observations: N2 – Mvezo link road and bridge.

### – Places, buildings, structures and equipment

Ex-President Nelson Mandela was born in Mvezo in 1918. As a toddler, he moved with his parents to Qunu to join other relatives. The Nelson Mandela Museum consequently has three precincts, located in Mthatha, Qunu and Mvezo. These places have high heritage significance at all levels for their social, cultural and spiritual values.

The proposed N2 – Mvezo link road and bridge will not affect the Eastern Cape-Mbashe, Coffee Bay, Mvezo-Nelson Mandela Museum at Mvezo directly, but will have indirect positive impacts on the place by facilitating visitor access and local economic empowerment.

### – Archaeological sites

The proposed bridge across the Mbashe River on route alternative 1 is located within and adjacent to the river floodplain, which has been ploughed extensively for agricultural crop production. These fields are currently fallow and we observed stone manuports and ceramic

sherds in the vicinity of the proposed bridge abutments that suggest the presence of a largely subsurface Early Iron Age site(s). The extent and significance of this archaeological site is unknown at present.

– **Graves and burial grounds**

We observed one community burial ground and one isolated ancestral grave outside of a homestead precinct within the proposed development area, located at S31 56 19.0; E28 27 38.5 (and surrounds) and S31 56 22.6; E28 27 45.5, respectively. The burial ground includes more than 100 graves, both older and younger than 60 years, with the most recent headstone inscription dating to 1999. The isolated grave is younger than 60 years. All human remains have high heritage significance at all levels for their social and spiritual values.

**6. Recommended mitigation measures**

– **Places, buildings, structures and equipment**

No further mitigation is required.

– **Archaeological sites**

A suitably qualified and experienced Iron Age archaeologist should be appointed to undertake limited subsurface sampling (mainly auguring) of the area around the proposed bridge location on route Alternative 1 on both banks of the Mbashe River, having obtained the necessary permit from SAHRA. The purpose of such sampling should be to determine the extent, nature and significance of the archaeological site, and make recommendations for further, more comprehensive excavations or recording, if required.

– **Graves and burial grounds**

At the time of our fieldwork it was unclear where the grave and burial ground are located relative to the proposed road upgrade, although it appears unlikely that either will be affected by construction or maintenance activities. The following mitigation measures apply:

- Human remains may not be altered in any way without the permission of the next-of-kin and a permit from the relevant heritage authority.
- No development may occur within a minimum of 20 metres of the grave and / or burial ground.

– **General**

If route Alternative 1 is not selected for this project, or if its alignment is altered significantly, a heritage practitioner should be appointed to undertake an assessment of the chosen route / realignment.

## **7. Recommended monitoring**

None at present, but monitoring of the archaeological site during construction may be deemed necessary following further investigation of its extent and significance.

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

- The identification and mapping of all heritage resources in the area affected  
A place, an archaeological site, one burial ground and one ancestral grave.
- An assessment of the significance of such resources in terms of the heritage assessment criteria set out in regulations  
The place has high heritage significance at all levels for its social, cultural and spiritual values.  
The significance of the archaeological site is unknown at present.  
All human remains have high heritage significance at all levels for their social and spiritual values.
- An assessment of the impact of development on such heritage resources  
The place will not be affected directly, but will be subject to indirect positive impacts by facilitation of visitor access and local economic empowerment.  
The archaeological site could be damaged or destroyed by proposed bridge and road construction activities.  
It is unlikely that the burial ground or grave will be affected by the proposed development.
- An evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development  
The project may be considered sustainable if the recommended mitigation measures are implemented.
- The results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources  
The client has undertaken such consultation in terms of statutory requirements and retains the relevant documentation.
- If heritage resources will be adversely affected by the proposed development, the consideration of alternatives
  - o Places, buildings, structures and equipment  
No further mitigation is required.
  - o Archaeological sites  
A suitably qualified and experienced Iron Age archaeologist should be appointed to undertake limited subsurface sampling (mainly auguring) of the area around the proposed bridge location on route Alternative 1 on both banks of the Mbashe River, having obtained the necessary permit from SAHRA.
  - o Graves and burial grounds  
Human remains may not be altered in any way without the permission of the next-of-kin and a permit from the relevant heritage authority.

No development may occur within a minimum of 20 metres of the grave and / or burial ground.

- Plans for mitigation of any adverse effects during and after completion of the proposed development  
None at present, but monitoring of the archaeological site during construction may be deemed necessary following further investigation of its extent and significance.

## **9. Conclusion**

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

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

Relevant staff members may be contacted at the SAHRA Cape Town head office (Mariagrazia Galimberti [MGALIMBERTI@sahra.org.za](mailto:MGALIMBERTI@sahra.org.za)).

## APPENDIX A

### STATUTORY REQUIREMENTS

#### General

The identification, evaluation and management of heritage resources in South Africa is required and governed by the following legislation:

- National Environmental Management Act (NEMA) Act No 107 of 1998
  - a. Basic Environmental Assessment – Section (23)(2)(d)
  - b. Environmental Scoping Report – Section (29)(1)(d)
  - c. Environmental Impacts Assessment – Section (32)(2)(d)
  - d. Environmental Management Plan – Section (34)(b)
- National Heritage Resources Act (NHRA) Act No 25 of 1999
  - a. Protection of heritage resources – Sections 34 to 36
  - b. Heritage Resources Management – Section 38
- Minerals and Petroleum Resources Development Act (MPRDA) Act No 28 of 2002
  - a. Section 39(3)
- Development Facilitation Act (DFA) Act No 67 of 1995.
  - a. The GNR.1 of 7 January 2000: Regulations and rules in terms of the Development Facilitation Act, 1995 Section 31.

#### National Heritage Resources Act No 25 of 1999

Section 38(1) of the National Heritage Resources Act of 1999 requires a heritage impact assessment in case of:

- the construction of a road, wall, power line, pipeline, canal or other similar form of linear development or barrier exceeding 300m in length;
- the construction of a bridge or similar structure exceeding 50 m in length;
- any development or other activity which will change the character of a site—
  - (i) exceeding 5 000 m<sup>2</sup> in extent; or
  - (ii) involving three or more existing erven or subdivisions thereof; or
  - (iii) involving three or more erven or divisions thereof which have been consolidated within the past five years; or
  - (iv) the costs of which will exceed a sum set in terms of regulations by SAHRA or a provincial heritage resources authority;
- the re-zoning of a site exceeding 10 000 m<sup>2</sup> in extent; or
- any other category of development provided for in regulations by SAHRA or a provincial heritage resources authority.

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

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

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

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

A 'place' is defined as:

- a site, area or region;
- a building or other structure which may include equipment, furniture, fittings and articles associated with or connected with such building or other structure;
- a group of buildings or other structures which may include equipment, furniture, fittings and articles associated with or connected with such group of buildings or other structures;

- an open space, including a public square, street or park; and
- in relation to the management of a place, includes the immediate surroundings of a place.

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

‘Archaeological’ means –

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

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

## **Management of graves and burial grounds**

### **– Definitions**

#### **Grave**

The National Heritage Resources Act No 25 of 1999 defines a grave as a place of interment and includes the contents, headstone or other marker of such a place, and any other structure on or associated with such a place.

The Eastern Cape Exhumations Act No 4 of 2004 defines a grave as

- (a) any place, whether wholly or partly above or below the level of the ground and whether public or private, in which a body is permanently interred or intended to be permanently interred, whether in a coffin or other receptacle or not, and
- (b) any monument, tombstone, cross, inscription, rail, fence, chain, erection or other structure or whatsoever nature forming part of or appurtenant to a grave.

#### **Burial ground**

The term ‘burial ground’ does not appear to have a legal definition. In common usage the term is used for management purposes to describe two or more graves that are grouped closely enough to be managed as a single entity.

## Cemetery

The Eastern Cape Exhumations Act No 4 of 2004 defines a cemetery as any land, whether public or private, containing one or more graves.

### – Protection of graves and cemeteries

No person may damage, alter, exhume, or remove from its original position any grave, as defined above, without permission from the relevant authority, as detailed in the following table.

Grave type	Relevant legislation	Administrative authority – disinterment	Administrative authority – reburial
<b>Graves located within a formal cemetery administered by a local authority</b>	Eastern Cape Exhumations Act No 4 of 2004 Human Tissues Act No 65 of 1983	National and / or Provincial Departments of Health	If relocated to formal cemetery – relevant local authority.
<b>Graves younger or older than 60 years located outside a formal cemetery administered by a local authority</b>	National Heritage Resources Act No 25 of 1999 Human Tissues Act of 1983	South African Heritage Resources Agency (SAHRA), the national heritage management organisation	If relocated to private or communal property – SAHRA. If relocated to formal cemetery – SAHRA and relevant local authority.

### – Procedures required for permission to disinter and rebury graves

The procedure for consultation regarding burial grounds and graves (Section 36 of the National Heritage Resources Act of 1999) is applicable to all graves located outside a formal cemetery administered by a local authority. The following extract from this legislation is applicable to this policy document:

SAHRA or Amafa may not issue a permit for any alteration to or disinterment or reburial of a grave unless it is satisfied that the applicant has, in accordance with regulations made by the responsible heritage resources authority—

- (a) made a concerted effort to contact and consult communities and individuals who by tradition have an interest in such grave or burial ground; and
- (b) reached agreements with such communities and individuals regarding the future of such grave or burial ground.

Any person who in the course of development or any other activity discovers the location of a grave, the existence of which was previously unknown, must immediately cease such activity and report the discovery to the responsible heritage resources authority which must, in co-operation with the South African Police Services and in accordance with regulations of the responsible heritage resources authority—

- (a) carry out an investigation for the purpose of obtaining information on whether or not such grave is protected in terms of this Act or is of significance to any community; and
- (b) if such grave is protected or is of significance, assist any person who or community which is a direct descendant to make arrangements for the exhumation and re-interment of the contents of such grave or, in the absence of such person or community, make any such arrangements as it deems fit.

## APPENDIX B

### METHODOLOGY

eThembeni staff members inspected the area on 1, 2 and 3 May 2010. We completed a controlled-exclusive surface survey, where 'sufficient information exists on an area to make solid and defensible assumptions and judgements about where [heritage resource] sites may and may not be' and 'an inspection of the surface of the ground, wherever this surface is visible, is made, with no substantial attempt to clear brush, turf, deadfall, leaves or other material that may cover the surface and with no attempt to look beneath the surface beyond the inspection of rodent burrows, cut banks and other exposures that are observed by accident' (King 1989<sup>1</sup>).

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

Geographic coordinates were obtained with handheld Garmin 60 and nuvi 500 global positioning units. Photographs were taken with a Nikon Coolpix camera and a representative selection is included in Appendix C. A statement of independence and a summary of our ability to undertake this heritage impact assessment are included in Appendix D.

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

- We have assumed that the description of the proposed project, provided by the client, is accurate.
- We have assumed that the public consultation process undertaken as part of the Environmental Impact Assessment is sufficient and adequate and does not require repetition as part of the heritage impact assessment.
- Comprehensive inspections of proposed route and bridge location options were confined to Alternative 1, since adequate maps and coordinates for the other two alternatives were not available at the time of our fieldwork. This limitation has been addressed by appropriate recommendations for mitigation.
- Our observations were limited to a linear area of up to 30 metres alongside the road or track proposed for upgrade. Heritage resources such as ancestral graves or structures located within demarcated homestead boundaries are not identified in this report, since they will not be affected directly by the proposed development.
- Soil surface visibility was moderate to good. Heritage resources might be present below the surface or in areas of dense vegetation and we remind the client that the Act requires that a developer cease all work immediately and notify SAHRA should any heritage resources, as defined in the Act, be discovered during the course of development activities.
- No subsurface investigation (including excavations or sampling) were undertaken, since a permit from SAHRA is required to disturb a heritage resource.

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<sup>1</sup> King, T. F. 1989. The archaeological survey: methods and uses. Quoted in Canter, L. W. 1996. Environmental impact assessment. Second Edition. New York: McGraw-Hill, Inc.

- We are not able to provide a specialist palaeontological assessment, but do not deem such an assessment necessary due to the nature of both the project and the environment.
- A key concept in the management of heritage resources is that of non-renewability: damage to or destruction of most resources, including that caused by bona fide research endeavours, cannot be reversed or undone. Accordingly, management recommendations for heritage resources in the context of development are as conservative as possible.
- Human sciences are necessarily both subjective and objective in nature. We strive to manage heritage resources to the highest standards in accordance with national and international best practice, but recognise that our opinions might differ from those of other heritage practitioners.
- We take no responsibility for the misuse of the information contained in this report.

### **Criteria for assessing the significance and value of heritage resource sites**

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

#### Type of Resource

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

#### Type of Significance

##### 1. Historical Value

It is important in the community, or pattern of history

- Importance in the evolution of cultural landscapes and settlement patterns
- Importance in exhibiting density, richness or diversity of cultural features illustrating the human occupation and evolution of the nation, Province, region or locality.
- Importance for association with events, developments or cultural phases that have had a significant role in the human occupation and evolution of the nation, Province, region or community.
- Importance as an example for technical, creative, design or artistic excellence, innovation or achievement in a particular period
- It has strong or special association with the life or work of a person, group or organisation of importance in history
- Importance for close associations with individuals, groups or organisations whose life, works or activities have been significant within the history of the nation, Province, region or community.
- It has significance relating to the history of slavery
- Importance for a direct link to the history of slavery in South Africa.

## 2. Aesthetic Value

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

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

## 3. Scientific Value

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

- Importance for information contributing to a wider understanding of natural or cultural history by virtue of its use as a research site, teaching site, type locality, reference or benchmark site.
- Importance for information contributing to a wider understanding of the origin of the universe or of the development of the earth.
- Importance for information contributing to a wider understanding of the origin of life; the development of plant or animal species, or the biological or cultural development of hominid or human species.
- Importance for its potential to yield information contributing to a wider understanding of the history of human occupation of the nation, Province, region or locality.
- It is important in demonstrating a high degree of creative or technical achievement at a particular period.
- Importance for its technical innovation or achievement.

## 4. Social Value

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

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

### Degrees of Significance

#### Rarity

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

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

#### Representivity

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

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

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

Sphere of Significance: High, Medium, Low

- International; National; Provincial; Regional; Local

### Southern African Iron Age

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

### The management of cultural landscapes

The Cultural Landscape Foundation<sup>2</sup> defines cultural landscapes as follows:

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

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

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

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

Cultural Landscapes can:

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

What are cultural landscapes? by Alice E. Ingerson, Institute for Cultural Landscape Studies<sup>3</sup>

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

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

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

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

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

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

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<sup>3</sup> From the website of the Institute for Cultural Landscape Studies of the Arnold Arboretum (<http://www.icls.harvard.edu>), © The President and Fellows of Harvard College. The Institute for Cultural Landscape Studies was formed in 1997 to support the emerging community of professionals and volunteers who manage and interpret landscapes with a significant history of human use, particularly in the northeastern United States. These practitioners work with a wide variety of places, from historic gardens and public parks to urban streetscapes, broad agricultural or industrial regions, and conservation or ecological reserves. These landscapes are neither static nor self-contained. Managing them requires active experimentation and continuous learning, to understand how past events and decisions produced today's landscapes, and how today's decisions and events are already producing tomorrow's landscapes. The Institute for Cultural Landscape Studies worked with nonprofit organizations, public agencies, and colleges and universities to capture place-based knowledge about cultural landscapes, and to respond to emerging issues.

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

## APPENDIX C

### PHOTOGRAPHS



**Plate 1.** The landscape around the Mbashe River in the project area.



**Plate 2.** The Eastern Cape-Mbashe, Coffee Bay, Mvezo-Nelson Mandela Museum at Mvezo.



**Plate 3.** The location of the proposed Mbashe River bridge on route Alternative 1.



**Plate 4.** The isolated ancestral grave with the existing track in the background.



**Plate 5.** A portion of the community burial ground.

## APPENDIX D

### SPECIALIST COMPETENCY AND DECLARATION OF INDEPENDENCE

#### Specialist competency

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

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

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

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

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

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

### **Declaration of independence**

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