

## **APPENDIX F**

### **Specialist Study: Heritage Assessment**

# **HERITAGE ASSESSMENT OF ERF 1 (GLENCAIRN), SIMON'S TOWN MAGISTERIAL DISTRICT**

(Assessment conducted under Section 38 (8) of the National Heritage Resources Act  
as part of a Basic Assessment for DEA&DP.)

Prepared for

**CCA Environmental (Pty) Ltd**  
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## EXECUTIVE SUMMARY

The Archaeology Contracts Office of the University of Cape Town was appointed by CCA Environmental (Pty) Ltd to conduct a baseline heritage assessment (the identification and assessment of cultural resources) of Erf 1, Glencairn, Simon's Town.

The conceptual design development process for Erf 1 has been lengthy. The proposal has undergone several revisions (based on specialist inputs) over the past year to arrive at what is now considered an environmentally and visually appropriate development.

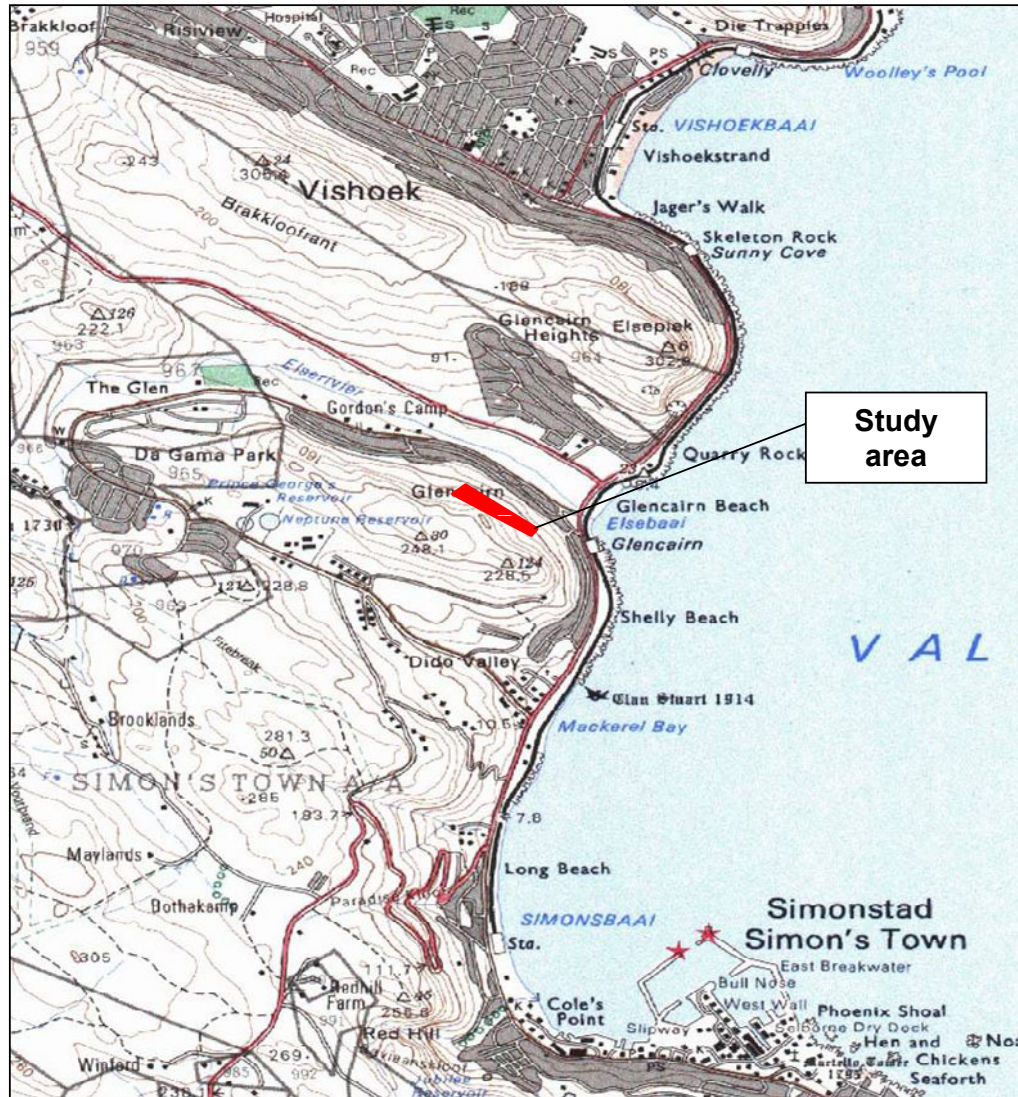
- No archaeological material was recovered during an archaeological scoping assessment of the footprint of the proposed development.
- The extension of De Villiers Road and placement of platforms is considered in keeping with the flow of the existing streetscape and does not impact upon any heritage resources of significance. Density of the proposed development has been scaled back, after inputs from specialist studies, which has significantly mitigated the issue of massing along a highly visible contour level.

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# 1. INTRODUCTION

The UCT Archaeology Contracts Office was asked by CCA Environmental (Pty) Ltd to conduct a heritage assessment of Erf 1, Simon's Town (Glencairn) as part of a Basic Assessment of the property to be submitted to the Department of Environmental Affairs and Development Planning. The proposed development activity is the establishment of ten single residential units on a 2.9 ha portion of the property. The site lies on the north-facing mountainside above existing houses on Forrest Way between Dunedin Road and Caithness Road, with access from the end of De Villiers Way (Figures 1 & 2).



**Figure 1:** Location of the study area (marked in red). 3218CA&CC (Mapping information supplied by - Chief Directorate: Surveys and Mapping. Website: w3sli.wcape.gov.za)



**Figure 2:** Approximate location of the study area outlined in orange (Courtesy Google Earth)

## 2. TERMS OF REFERENCE

The terms of reference provided by the client for archaeology and cultural heritage are as follows:

- Describe the general archaeological and cultural heritage background of the area under consideration.
- Inspect the proposed site for any archaeological remains or points of significance from a Heritage perspective.
- Identify and map any sites of cultural heritage or archaeological significance.
- Identify and assess the significance of the likely impacts of the proposed project and alternatives on archaeology and cultural heritage.
- Make recommendations on the protection and maintenance of any significant cultural heritage or archaeological site that may occur on site.
- Identify practicable mitigation measures to reduce negative impacts on the archaeological resources and indicate how these can be incorporated into the construction and management of the proposed project.
- Provide guidance for the requirement of any permits from the South African Heritage Resources Agency (SAHRA) or Heritage Western Cape that might become necessary.

### 3. HERITAGE LEGISLATION

The National Heritage Resources Act (NHRA) of 1999 protects a variety of heritage resources including all palaeontological or prehistoric material, historical artefacts and structures and human remains. Section 38 of the Act requires that Heritage Impacts Assessments (HIA's) are required for certain kinds of development as follows:

- the construction of a road, wall, powerline, pipeline, canal or other similar linear development or barrier exceeding 300 m in length;
- the construction of a bridge or similar structure greater than 50 m in length;
- any development or other activity which will change the character of a site –
  - exceeding 5 000 m<sup>2</sup> in extent;
  - involving three or more existing erven or subdivisions thereof;
  - involving three or more erven or divisions thereof which have been consolidated within the past five years; or
- the re-zoning of a site exceeding 10 000 m<sup>2</sup> in extent;

The South African Heritage Resources Agency (SAHRA) is responsible for the protection of National Heritage Sites (grade 1 sites) as well as all historic graves and human remains. Heritage Western Cape (HWC) is responsible for the management and protection of all Provincial Heritage sites (grade 2), generally protected heritage and structures (grade 3a – 3c) and prehistoric human remains. Disturbance or destruction of any protected heritage material will require a permit issued by the relevant authority.

In terms of the NHRA, the definitions of protected heritage material covered by the various sections are as follows:

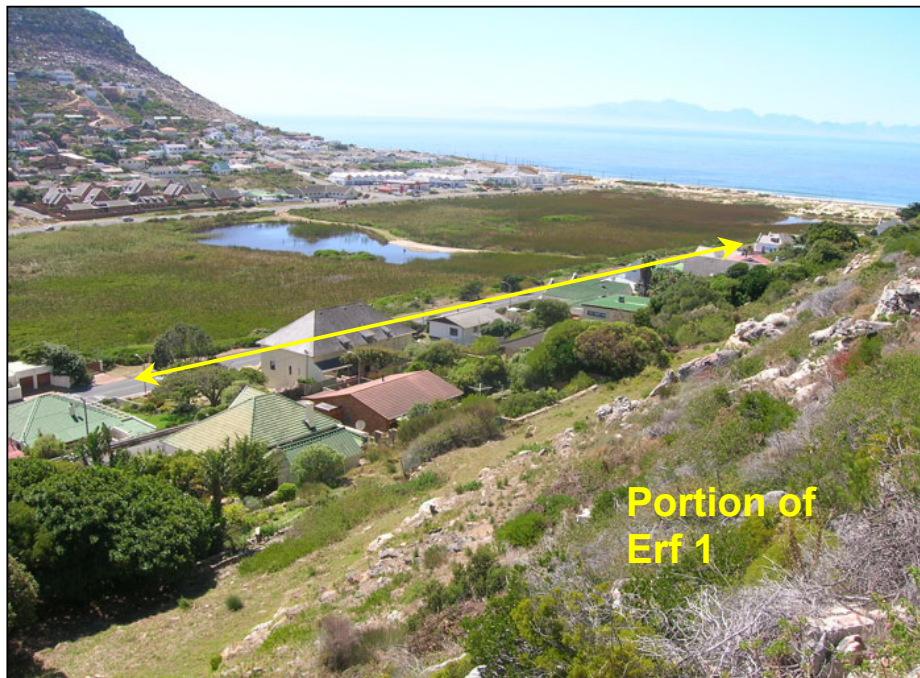
- In Section 35, "**Archaeological**" refers to any material remains resulting from human activity which are older than 100 years of age, in a state of disuse and are in or on land. It includes artefacts, human and hominid remains and artificial features and structures. This means that an archaeological site is any area where there are artefacts (objects made by human hand) and/or ruins that are over 100 years of age. In terms of rock art it includes all areas within 10 m of the art.
- In Section 35, "**Palaeontological**" includes 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. The term fossil means mineralised bones of animals, shellfish, plants or marine animals and a trace fossil is the track, footprint or cast of a fossil organism that is preserved in stone or consolidated sediment.
- In Section 36, "**Burial Grounds and Graves**" means any place of interment and includes the contents, headstone or other marker of such a place, and any other structure on or associated with such place. Note that although isolated **human remains** are not included here, they are protected by other legislation such as provincial ordinances and the Human Tissues Act.
- In Section 42, "**Structure**" 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. All such structures greater than 60 years of age are protected.

Note that in terms of the legislation all renovations, alterations or changes to any protected structure will also require a permit.

- “*Cultural landscapes*” are also protected by the Act. Any “**Place**” (site, area, region, structure or group of structures or open space) with “**Cultural significance**” (aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance) can be regarded as a cultural landscape. The compliance authority is permitted to intervene and comment on the design and aesthetic qualities of any development that forms part of, or is within sight of, a heritage place or site.

## 4. DESCRIPTION OF THE AFFECTED ENVIRONMENT

Erf 1 is a large (approx. 78.6 ha) property along the north-facing slope of Glencairn Valley. The identified development area (2.9 ha) constitutes a vacant strip of land behind the existing houses on Forrest Way. Two rows of houses lie below the site and Glen Road, as indicated



**Figure 3.** View northwest towards False Bay from site. Note gradient of slope at contour level. Glen Road indicated by yellow arrow.

in Figure 3. A firebreak has been cut across the lower portion of Erf 1. The terrain is very steep with many rock outcrops of various sizes occurring on the surface throughout the site (Figures 3 & 4). Several of the outcrops have formed rock overhangs and salient ridgelines (Figure 5). Above this there is thick vegetation, including alien species and indigenous fynbos. Erf 1 is privately owned and entirely undeveloped. The predominant land-use surrounding the site is

residential, however the remainder of Erf 1 and its contiguous higher contour levels are open mountainside. Single residential houses end at the cul-de-sac of De Villiers Road, and no houses exist higher than this contour level (Figure 6). This is in contrast to the much higher level of development at Cairnside (further to the east of the same mountainside) and Glencairn Heights on the opposite side of the valley.





**Figure 4.** View facing False Bay (east) across property



**Figure 5.** Prominent rock overhangs



**Figure 6.** View facing west at end of De Villiers Way.



## 5. BACKGROUND TO THE STUDY AREA

With much historical and modern development having occurred in the area prior to the requirements for archaeological assessment, little is known of the prehistoric archaeology of the Glencairn Valley. It is likely that prehistoric sites, predominantly Later Stone Age shell middens, would have been located in the flatter areas above the rocky shoreline. It is very seldom that such sites are found on steeper ground. Fragments of Late Stone Age shell midden material have been seen close to the Glencairn tidal pool indicating that there was pre-colonial settlement in the area, but unfortunately the site is so badly damaged that its potential for useful scientific enquiry has been lost.

Historical occupation of the area was very sparse prior to the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. The cadastral measurements of an 1822 grant in Glencairn Valley noted that the northwest and southwest boundaries of farm property extended to 'waste government land', indicating that the authorities did not hold this part of the southern peninsula coast in high regard. The mountainsides were described as 'rocky inaccessible mountains' (Simon's Town Quitrent 1.44, 15/10/1822).



**Figure 7.** Residence c. 1920 (?) on Forrest Way, property directly abuts (below) target development portion of Erf 1.



**Figure 8.** Residence, c.1900, Glen Road.

The mountainsides were described as 'rocky inaccessible mountains' (Simon's Town Quitrent 1.44, 15/10/1822).

'Oaklands' and 'Welcome Farm' were among the earliest homesteads in the valley, with Welcome Farm dating from c. 1815 (Fransen 2004). The Southern Right Hotel was established circa 1890 (Fransen 2004). Shortly after the hotel was built, a group of property speculators, the 'Glencairn Syndicate', identified the valley as a viable residential development venture and land was subdivided for single residential dwellings.<sup>1</sup> Many of the older houses date from this period (Figures 7 & 8).

<sup>1</sup> Erf 1 was granted in January 1901 to 'John Forrest, Daniel McKay et al', DO C. Q 40-14.

## **6. THE PROJECT PROPOSAL AND ALTERNATIVES**

### **6.1. Project Proposal (Ten Units)**

The proposed development involves the rezoning and subdivision of a 2.9 ha portion of Erf 1, a property that is in total 78.6 hectares in extent. Erf 1 is currently zoned 'Undetermined'. The proposed project involves the rezoning of a portion of the property to 'General Residential' for the development of an upmarket sectional title scheme of ten single residential houses.

De Villiers Way would be extended for the new access road. A boundary palisade fence will enclose the development, and a form of security gate will be located at the current end of De Villiers Way. Placement of houses will be in small clusters of 2-4 houses, rather than a linear row. Houses will alternate between the north and the south side of the street.

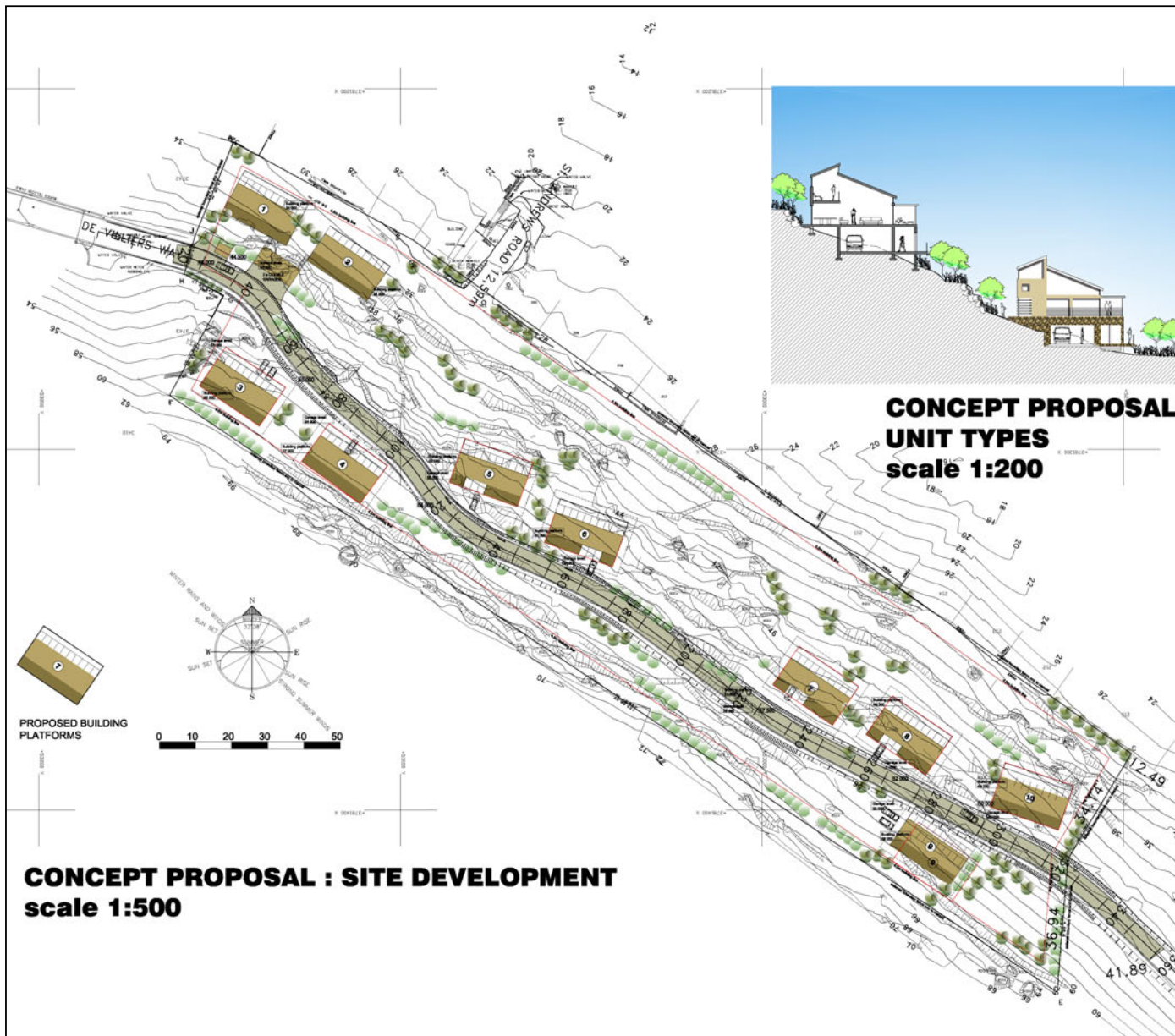
### **6.2. Alternative 1: Original Concept Plan (12 Units)**

The original concept plan is considered to be a workable alternative. This proposal envisioned 12 units evenly spaced across the site. However, after various specialist inputs, this layout plan was modified to address the issues raised and the number of units were scaled back from twelve to ten and their placement reconsidered.

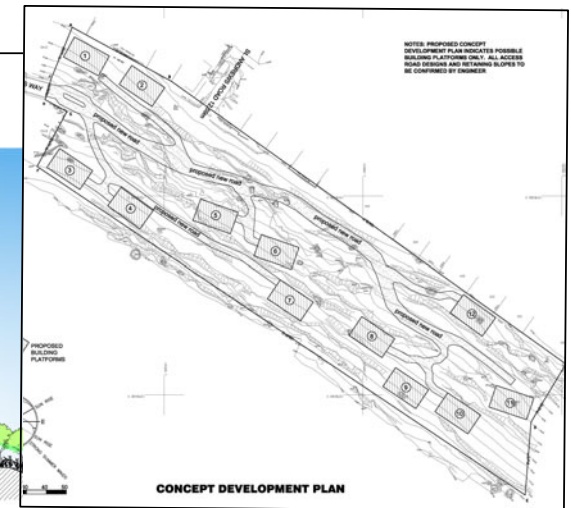
### **6.3. Alternative 2: No-Go Option**

The 'no-go' option would effectively retain the vacant property as is (status-quo).

The viability of the development alternatives are considered in Section 9.



**CONCEPT PROPOSAL:  
UNIT TYPES**  
scale 1:200



REVISIONS		
REV	DATE	DESCRIPTION
1	01/01/06	Issue of title sheet
2	01/01/06	Issue of title sheet
3	01/01/06	Issue of title sheet
4	01/01/06	Issue of title sheet
5	01/01/06	Issue of title sheet

THE CORNER STUDIO  
 177 CHATELAIN  
 JHB  
 SACAP REG NO: 75419  
 TEL: 021 959 1111  
 WWW.CORNERSTUDIO.CO.ZA

**PROJECT:** ERF 1 SIMON'S TOWN  
**PROPOSAL:** HOUSING DEVELOPMENT  
**DATE:** 01/01/06  
**LOCATION:** GLENCAIRN  
**SUBJECT:** SIMON'S TOWN

**CONCEPT DEVELOPMENT PLAN**  
 (ISSUED)

1:500	Nov 06
INW	CHW
4910	CD01 H

Figure 9. Redesigned Proposed Development layout. **Insert:** Original concept diagram. Note adjustments made to layout and density.

## **7. METHODS**

A site visit of the property was conducted by an archaeologist and a general heritage practitioner on 2 March 2007. The property, its features and setting, and neighbouring buildings were surveyed and photographed. The views both from the property and towards it from the opposite side of the valley were also photographed. A desktop survey of historical Glencairn and a brief archival overview were undertaken.

A review of a new conceptual development proposal was undertaken in November 2007, to assess the changes made to conceptual design layout and density since the initial baseline report was written in March 2007.

### **7.1. Limitations**

The firebreak was very sandy and rocky and afforded very good visibility across the lower part of the site. Given the nature of the terrain and the site's position on the hillside, it is extremely unlikely that any archaeological material will be present anywhere in the vicinity. Very thick vegetation on the upper part of the property made it impossible to search this area.

## **8. FINDINGS**

### **8.1. Archaeology**

No prehistoric or historical archaeological material was observed on the site.

### **8.2. Other Heritage Resources**

There are no structures or buildings on the site, however there are several notable houses older than 60 years along both Forrest Way and Glen Road.

## 9. ASSESSMENT OF IMPACTS ON IDENTIFIED HERITAGE QUALITIES

### 9.1. Preferred Development Proposal (Ten Units)

The new Preferred Development Proposal (PDP) proposes ten upmarket single residential houses, as compared to the original twelve platforms. The PDP, as a single residential component, may be seen as an extension and continuation of the surrounding residential landscape:

- The organic nature of the proposed road (extension of De Villiers Way) must be commended as a positive response to terrain and in fact may create a more porous, 'tapering' effect along this edge which will not overwhelm the rows of houses (historical corridor) below. The revised proposed layout has platforms placed at small clusters off De Villiers extension road, and a branch cul-de-sac below De Villiers Road. The extension of De Villiers Road and placement of eight houses is considered in keeping with the general flow of the existing streetscape and does not impact upon heritage resources of significance. The visual impact of the contour level of house platforms will presumably be evaluated separately in an independent Visual Impact Assessment.
- The current layout has the potential to work with the existing slope and terrain. The natural rocky outcrops and ridgelines can be used to reconcile the insertion of houses into the setting of a very steep gradient. The danger is that natural features could tempt conspicuous placement of units on top of prominent ridgelines, or on a high contour line that could result in negative visual impacts. The proponent is therefore encouraged to avoid "pedestalling" the platforms.

**Table 1 (PDP: Archaeological Impacts)**

CRITERIA	IMPACT			
	CONSTRUCTION		OPERATION	
	without mitigation	with mitigation	without mitigation	with mitigation
<b>Extent</b>	Local	Local		
<b>Duration</b>	Permanent	Permanent		
<b>Intensity</b>	Very Low	Very Low		
<b>Probability</b>	Improbable	Improbable		
<b>Significance</b>	Very low	Very low		
<b>Status of Impact</b>	Neutral	Neutral		
<b>Confidence</b>	High	High		

**Table 2 (PDP Issues Related to Landscape/Townscape Qualities)**

CRITERIA	IMPACT			
	CONSTRUCTION		OPERATION	
	without mitigation (12 Units)	with mitigation (10 units)	without mitigation (12 Units)	with mitigation (10 Units)
<b>Extent</b>	Local	Local	Local	Local
<b>Duration</b>	Short-term	Short-term	Long-term	Long-term
<b>Intensity</b>	Medium	Medium	Medium	Medium
<b>Probability</b>	Probable	Probable	Probable	Probable
<b>Significance</b>	Medium	Medium	Medium	Low
<b>Status of Impact</b>	Negative	Negative	Negative	Neutral
<b>Confidence</b>	Medium	Medium	Medium	Medium

### 9.1.2. Alternative 1: Original Concept (12 Units)

The Landscape/Townscape qualities of Alternative 1 can be regarded in Table 2 as falling under the 'Without Mitigation' column. This is addressed in 'Section 9.1.1. Mitigation' below.

### 9.1.3. Mitigation

As no archaeology was located, no *archaeological* mitigation of the site is required.

With regards to Table 2, the site exists above an existing historical corridor, with many buildings older than 60 years. However, mitigation measures have already been implemented, taken from initial specialists' recommendations. Appropriate measures have mitigated foreseen impacts to identified heritage qualities related to cumulative effects of massing on the prevailing townscape (See Section 9.1). High-contour platforms have been lowered and density has been scaled back by two platforms. Architectural guidelines have been finalised which make further recommendations for sensitive treatment. It is emphasised that architectural treatment must be diversified in order to be more in keeping with the prevailing built form. Diversification of features will add 'interest' and avoid a 'cookie-cutter' development. It is not felt that the proposed development will have major impacts upon the historical townscape/buildings of the Glen Road corridor.

As for many developments proposed along/within the Glencairn Urban Edge Line, there is likely to be concern expressed from residents. It needs to be reiterated that Erf 1 is zoned 'Undetermined' and there has been some contention over its status and ownership in recent years.

### 9.1.3. Alternative 2: No-Go

The No-go Alternative means that the site would remain as is and no site development would occur.

#### 9.1.3.1 Mitigation

The No-Go Alternative does not affect positive or negative change, and it follows that the rating for status quo is 'neutral'. No mitigation is necessary.

## **10. CONCLUSIONS**

The aim of this baseline heritage assessment is to flag initial concerns and identify constraints to the proposed development, as defined by potential impacts to heritage resources. The conceptual design development process for Erf 1 has been lengthy and the proposal has undergone several revisions (based on specialist inputs) over the past year to arrive at what is now considered an environmentally and visually appropriate development.

### **10.1. Archaeological Impacts**

No prehistoric or historical material was located on the site and it is considered extremely unlikely that prehistoric material would be present, although it is feasible that a few scattered historical artefacts may be recovered, e.g. a 19<sup>th</sup> century ceramic sherd was found on the adjacent property, Erf 3410.

### **10.2. Historical/Cultural Landscape**

It felt that the proposed development will not have major impacts upon the historical townscape/buildings of the Glen Road/Forrest Way corridor.

## **11. RECOMMENDATIONS**

Ample consideration has been given to the issues of architectural treatment, effects of high-level massing and platform placement. Adjustments made to the conceptual layout and density have effectively mitigated many of the initial concerns related to impacts upon heritage resources. The extension of De Villiers Road and platform placement is considered in keeping with the general flow of the existing streetscape does not impact upon heritage resources of significance. No further recommendations are made.

## **12. REFERENCES**

Fransen, H. 2004. *The Old Buildings of the Cape*. Jeppestown: Jonathan Ball Publishers.

## **13. INVESTIGATION TEAM**

Fieldwork:	T.Hart E. Finnegan
Report:	E. Finnegan T. Hart