

# **Baboon Point Provincial Heritage Site Conservation Management Plan**

## **OPERATIONAL MANAGEMENT PLAN**



**Commissioned by Heritage Western Cape**

**June 2013**



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## Acronyms

ACO	Archaeology Contracts Office
ASAPA	Association of Southern African Professional Archaeologists
BP	Before Present
CBA	Critical Biodiversity Areas
CBD	Convention on Biological Diversity
CDM	Cape Deseada Midden
CMP	Conservation Management Plan
COL	Chain Overseas Low
DAC	Department of Arts and Culture
DEA&DP	Department of Environmental Affairs and Development Planning
DLIST	Distance Learning and Information Sharing Tool
EBC	Elands Bay Cave
EBEDAG	Elands Bay Environmental and Development Action Group
EBO	Elands Bay Open Midden
ECDO	Elands Bay Development Organisation
EIA	Environmental Impact Assessment
EMP	Environmental Management Plan
GIS	Global Information System
HAOZ	Heritage Area Overlay Zone
HIA	Heritage Impact Assessment
HSM	Hailstorm Midden
HWC	Heritage Western Cape
I&AP	Interested and Affected Party
ICOMOS	International Council on Monuments and Sites
IDP	Integrated Development Plan
LED	Local Economic Development
LSA	Late Stone Age
LUPO	Land Use Planning Ordinance
MSA	Middle Stone Age
MTM	Mike Taylors Midden
NEMA	National Environmental Management Act
NGO	Non-Governmental Organisation
NHRA	National Heritage Resources Act
NK&SHR	National Khoe and San Heritage Route
OMP	Operational Management Plan



PHS	Provincial Heritage Site
SAHRA	South African Heritage Resources Agency
SANBI	South African National Biodiversity Institute
SANParks	South African National Parks Board
SAPS	South African Police
SC	Steering Committee
SDF	Spatial Development Framework
SSS	Special Signals Services of the SA Coastal Services
UCT	University of Cape Town
UNEP	United Nations Environmental Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VEMF	Verlorenvlei Estuary Management Forum
WCAC	West Coast Aboriginal Council
WESSA	Wildlife and Environment Society of South Africa
WWII	World War II

## About this Plan

### A Fresh Perspective on Heritage Conservation

The Baboon Point Provincial Heritage Site (PHS) is a local, provincial and national heritage asset of note. Its value to the nation and world is dwelt upon in the Statement of Significance in the Introduction of this Conservation Management Plan (CMP). Drawing up the CMP presented several major challenges, one of which is the remoteness of the Authority responsible for the site and the current lack of a Management Body, which leaves this valuable site practically unmanaged and dangerously exposed to a variety of threats that are currently leading to the gradual degradation of the heritage resources over time.

Without a Management Body there can be no management. Therefore institutional arrangements are at the core of this Operational Management Plan (OMP), together with the Vision and Missions, Principles and the implementation of heritage management best practices. The Operational Management Plan is the lead document in the CMP which calls for the development of several Specific Plans that must be drawn up as part of an ongoing and adaptive management process. A Reference Bundle includes further useful information in the form of appendices that are ready at hand for those interested or involved in the management of the site.

Heritage conservation traditionally followed a preservationist approach in which a site was ring-fenced and access restricted. Among the negative consequences of restricting access is the separation of people from their own heritage and culture, fostering resentment and the eventual loss of cultural practices. Another negative consequence includes limited community benefit, with moneys generated from visitors generally being invested into protection and maintenance. Benefits from direct employment and tourism levies also tend to be limited by this approach; so too are the indirect spin-offs of local economic development that can be stimulated through the appropriate use of cultural assets.

The integrity and authenticity of the Baboon Point PHS must be conserved in line with legislative requirements and accepted conventions. At the same time the conservation of the site has to occur in a local context in which enforcement agencies that can ensure the preservation of the site are non-existent, where distances are large between the site and the Authority ultimately responsible for its conservation and where funding for heritage conservation is currently limited. On the positive side, the site has proven local support, is viewed as a valuable local resource and has the potential to generate funding at a small but consistent scale.

This Conservation Management Plan (CMP) is based on a local resource management approach to heritage conservation that:

- Embraces the linkages of the site to the broader cultural landscape and the local people of the area;
- Strengthens the sense of place of the site and broader cultural landscape;
- Sustainably utilises the site and the resources of the broader landscape to the benefit of local people;
- Strengthens the link between the historical and present cultural landscape;

- Seeks solutions in close cooperation with stakeholders; and
- Fosters local custodianship.

This approach to heritage conservation can only be successful if the local community fully support and 'own' the CMP, yet as a plan which belongs to all the people of Elands Bay, serves the interests of all stakeholders and the Nation at large.

The ideas and management actions in this CMP follow on from the extensive research and consultations conducted by the Archaeology Contracts Office at the Department of Archaeology at the University of Cape Town, and are informed by the outcome of an open and transparent participation process.

Finally it is necessary to note that the archaeological aspects of this document have been endorsed by Tim Hart from the Archaeology Contracts Office at the Department of Archaeology at the University of Cape Town. The CMP in its entirety is further fully supported by Professor John Parkington, recognised archaeologist and renowned expert on the Elands Bay area.

### **Adaptive Co-Management**

Centralised 'command and control' systems have difficulty managing complex situations with diverse stakeholders and associated interests. In contrast, co-management is a novel approach to governance that emphasises collaboration among multiple groups with diverse opinions and emergent understanding instead of prescriptive knowledge. The planning process for the development and implementation of this CMP follows the principle of adaptive co-management. In this approach the cyclical learning dimension of adaptive management is combined with the linkage dimension of collaborative management in which rights and responsibilities are jointly shared (see Figure 1 below).

The adaptive co-management approach encourages management that encompasses complexity and cross-scale linkages, and the process of dynamic learning. New ground will need to be covered before effective management will be in place for the Baboon Point PHS, and approaches and management techniques will need to be developed and tried out in an atmosphere of mutual trust. In this regard, a management plan, which is compiled and implemented in a transparent and inclusive manner and links back to what is unique and of national and international importance, can be implemented in an integrated manner within the broader natural and cultural landscape of the site.

Key features of adaptive co-management include:

- A focus on learning-by-doing;
- Synthesis of different knowledge systems; and
- Collaboration and sharing of responsibility among local, regional and national levels.

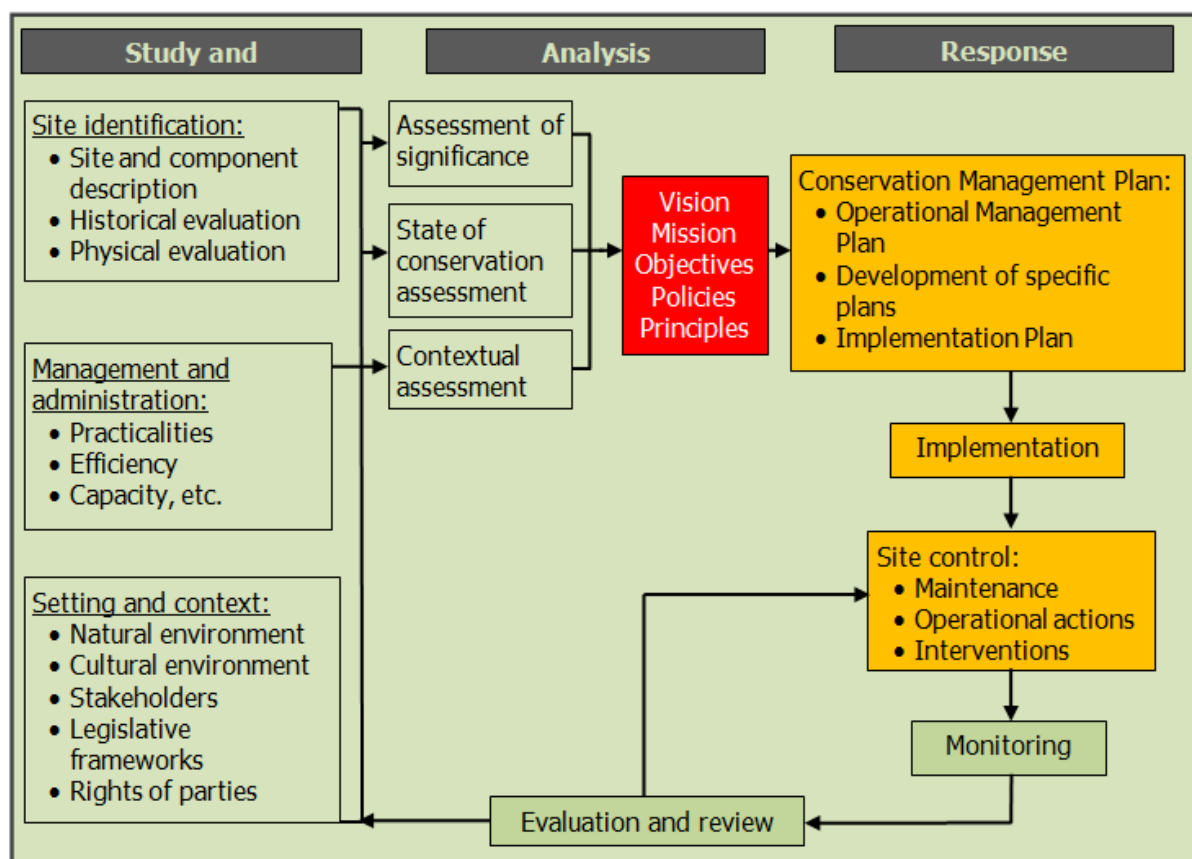


Figure 1: Planning process for the development and implementation of this CMP.

Figure 1 indicates that thorough study informs the assessments on which the contents of the CMP are founded. It further shows that the Vision and Mission remain essential conceptual drivers of the CMP. It also shows how evaluation and review feeds back into management to make it more effective. Stakeholders are shown as being part and parcel of the landscape, not only as interested and effective bystanders but active participants in management.

While the theory behind adaptive co-management may appear to be dense, the essence of it is simple: if local actors can be harnessed into managing a site in conjunction with the relevant authorities and develop a sense of ownership; and have a stake in the welfare of a site and the resources it contains, then much impetus can be added to the effective management of the heritage site in spite of constraints in terms of enforcement and a continuing presence of the authorities.

Finally, no plan is perfect and there will always be a need to make changes as circumstances change or new needs or issues surface. The current Conservation Management Plan takes a bold approach, yet one that is firmly lodged in the realities of the site. Most importantly, the approach taken here requires that all parties work together toward a common objective, which is clearly spelled out in the plan. Such a collective effort will surely lead to successful implementation.

## The Conservation Management Plan (CMP)

The Conservation Management Plan (CMP) consists of the **Operational Management Plan (OMP)** which is the leading document in the CMP. The OMP describes the site and stakeholders, and provides the steps, principles, legislative frameworks, management operations etc., that will firmly place the site under effective management. It identifies and calls for the development of further **Specific Plans** that address and refine particular aspects of management and can be developed in time. Finally the **Reference Bundle** ensures that handy and relevant supporting documents are ready at hand.

Figure 2 below presents a document map for easy navigation through the Conservation Management Plan and its different components.

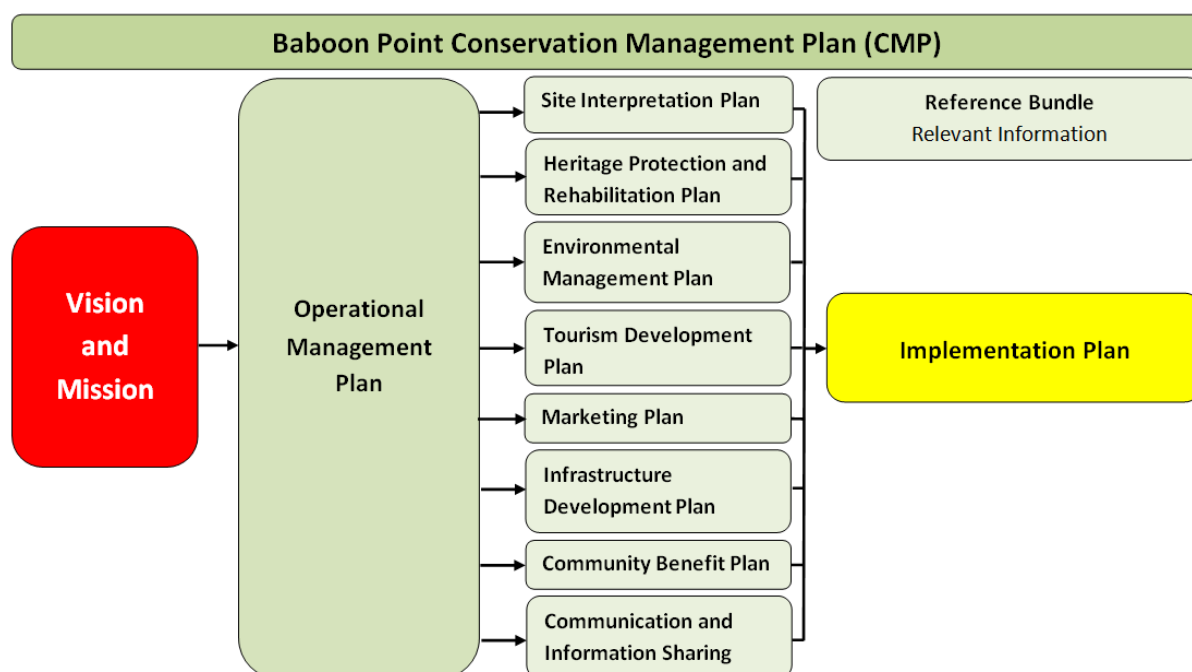


Figure 2: Document map for the CMP.

## The Need for Pro-active Implementation

Much needs to happen in and around the PHS. Implementation of the Conservation Management Plan should without delay, take into account the varying levels of agreement with landowners. Land that is available for the implementation of this Conservation Management Plan should be made use of immediately, and if disagreements exist with other remaining landowners, they should not hold back immediate progress that can be made. The CMP deals with a fragmented landownership and there is no avoiding that matter. The CMP does, however, take into consideration possible transfer in ownership of land and the need to consolidate land ownership to fully unlock the unique value of the site and surrounding area, and conserve the heritage it embodies.



## Executive Summary

Baboon Point (sometimes referred to as 'the Point'), a promontory jutting out into the Benguela Current on the West Coast of South Africa, contains important archaeological evidence linked to the origins of modern humans. The cultural and archaeological traces, still evident today, span a vast history from the time of early *Homo sapiens* to that of the Khoesan of the pre-colonial and colonial eras, World War II (WWII) through to Apartheid South Africa. Highly prominent in the broader landscape of Elands Bay, the Point is a tangible symbol of cultural importance, intertwined with traditions rooted in long-standing relationships between First Peoples, the sea, the Verlorenvlei estuary and the surrounding land; a relationship that is still evident thousands of years later. The long evolved relationship between people and the environment forms a core component of the cultural landscape of Baboon Point and Elands Bay.

The cultural landscape is visible in its natural splendour and land use patterns, and its linkages to traditions are still evident, including the reliance its early occupants had on the sea; as well as the deep appreciation the local community have for the relevance of ancestral origins. Elands Bay, as a relatively undeveloped place where one lives amongst the natural elements and in contrast to modern urban society, holds significant intangible value. This value is witnessed in the strength of belonging that a variety of people have for this place. The Point holds high significance with the local community of Elands Bay and presents a traditional link to the past. The Point, as a place of access to the sea, as a place of social gathering, as well as a place of tranquillity and peace, is a core element in the landscape and the local society and culture. The significance of this place is clearly evident in how the people of Elands Bay view it today, as well as in the archaeology.

The unique heritage, cultural and natural characteristics of Baboon Point make it an area of national and international importance: the rich cultural heritage of both historic and pre-contact human activity helps us understand our shared human past; and the fact that the archaeological record spans such a vast period and represents a concentrated assemblage of the regional archaeological signature, makes it extremely rare and valuable in terms of the inferences which can be made about changes in humankind's livelihood practices in response to changing environmental and social conditions. In recognition of this significance, Baboon Point was declared a Provincial Heritage Site (PHS) on 9 April 2009. Despite this, the integrity and authenticity of the site are under threat by misuse and degradation, as well as potentially inappropriate development, such that, intervention and a strong management framework with a detailed action plan and its implementation has now become urgent and necessary.

The archaeological heritage is a non-renewable resource; which provides irreplaceable evidence of the cultural and natural past relating to and extending beyond collective community memory. It survives within the landscape, and within that context it should be protected. As such, these resources need to be conserved and carefully developed to achieve a desired state: a state in which archaeological, cultural and natural heritage is protected and kept alive through on-going research and appropriate use of the site, whereby local stakeholders take responsibility for the conservation of the site; as well as benefit from it both economically and spiritually. In this regard, a management plan, which is compiled and implemented in a transparent and inclusive manner, and that links back to what is

unique and of national and international importance about the site, is implemented in an integrated manner within the broader natural and cultural landscape of the site.

The Conservation Management Plan (CMP) of the Baboon Point Provincial Heritage Site (PHS) builds upon the work done by the Archaeology Contracts Office (ACO) from the University of Cape Town, and aims to safeguard the integrity and authenticity of the site to ensure that the site is utilised in a sustainable and equitable manner. It is designed as a living document; a foundation that the community leadership can use to inspire local people, including marginalised sections of society to participate fully in the management of the site and benefit from it. The objective of the CMP is to protect and manage the unique historic and present cultural landscape of Baboon Point to the advantage of local people and humankind as a whole.

The ideas and management actions in the CMP follow on from the extensive research and consultations conducted by the ACO, and are informed by the outcome of an open and transparent participation process, which gave stakeholders a chance to contribute their thoughts and views on managing the site. This CMP has been inspired by, and belongs to, all the stakeholders of Elands Bay and Baboon Point PHS. Furthermore, this CMP differs from conventional preservationist approaches, in that it embraces the linkages of the site to the broader cultural landscape and the local people of the area; strengthens the sense of place; can facilitate the sustainable utilisation of the site and the resources of the broader landscape to the benefit of local people; strengthens the link between the historic and present cultural landscape; seeks solutions in close cooperation with stakeholders; and fosters local custodianship.

The Conservation Management Plan proposes a transparent and inclusive management structure and on-going and evolving management process, as well as strategies and tools for site management. It is cognisant of the linkages between the site and the Elands Bay cultural landscape, of which it lies at the core, as well as the interest of the local community and the rights of all stakeholders including land owners. The management functions include management structure, site and heritage resource management, infrastructure development, tourism development, management of research and filming, community benefit, communications and financial issues. The CMP also provides a framework for the suitable utilisation of the site and appropriate development within the Baboon Point cultural landscape in order to conserve the heritage value and unique sense of place of the Point, and to promote local involvement, benefit and custodianship.

Furthermore, the Conservation Management Plan (CMP) identifies a list of high priority tasks that can be implemented immediately in order to curb the further misuse and degradation of the site. This plan details a way in which that can be achieved. The future uses of the site and the integration of the site with local development planning frameworks and local economic development programmes are also addressed. The following priority areas have been identified:

- Numerous health and safety risks are present at the site: the WWII radar structure is shedding concrete fragments; asbestos contamination is present from collapsing roofs; and there are open manholes, French toilets and septic tanks. Accordingly, a decision by Heritage Western Cape (HWC) and/or the Management Body as to which structures should be removed and which should be made safe for future use needs to be taken urgently. Removal of the radar tower should be investigated.

Appropriate barricades and warning signs should be established in the interim. In addition, litter comprising human waste and excrement, demolition rubble and sharp objects present a further safety risk. A site clean-up is urgently needed;

- In order to curb misuse and vandalism of the site, it is important to establish an on-site presence as soon as possible. This can initially be done on a volunteer basis, and then further developed through heritage resource preservation and rehabilitation efforts. It is also important to educate people on the importance of the site and to demonstrate the value of the site as a current local economic asset. Provision of a basic on-site guide and interpretation service through the Living Landscapes Project is recommended. This should be the first step in developing a coastal heritage guide training programme in Elands Bay. In this regard, HWC, the West Coast Aboriginal Council and the Living Landscape Project can drive such a programme. Cederberg Municipality, as well as any other relevant stakeholders, must be invited into this initiative to add value;
- Expand the current interim Seabreeze Reference Group to include other key stakeholders, for instance landowners, the Elands Bay Environment and Development Action Group (EBEDAG) and the archaeological community to form a Baboon Point Reference Group. The role of this group will be to represent all stakeholders fully, for the purpose of monitoring and guiding initial project planning and implementation processes. When checks and balances are in place the Baboon Point Reference Group may evolve into an Interim Management Body and eventually graduate into a Management Body that will operate under the auspices of HWC;
- Further engagement between stakeholders, particularly HWC with landowners and land users, is urgently needed in order to resolve the issues of conflicting development rights within the Baboon Point PHS and explore government purchase and/or other settlement opportunities; and develop policy planning guidelines for the proposed Buffer Area and initiate the designation thereof; and close and rehabilitated the Transnet service road which runs through the site; and
- HWC and/or other stakeholders should source funding to commence with initial protection and rehabilitation of the site. A Trust account can be established in this regard, as necessary. An informal body such as 'Friends of Baboon Point' can possibly also be established as a common rallying point for voluntary contributions to the welfare of the site.

The endorsement of the CMP by all stakeholders will allow the implementation of the CMP to start without any further delays.

# 1 Introduction

## 1.1 Purpose of this Document

This document is the Operational Management Plan (OMP) which is the leading document in the Conservation Management Plan (CMP) for the Baboon Point<sup>1</sup> Provincial Heritage Site (PHS). Its purpose, together with a set of accompanying Specific Plans emanating from it, is to guide the use and development of the site over the next 5 to 10 years or until a revision is deemed necessary. The premise is that management has to be adaptive which will necessarily require revision of the CMP from time to time to ensure the most effective measures are in place to protect the site.

Baboon Point is a prominent point on the West Coast of South Africa which contains the physical traces of a vast history. This history commenced with early *Homo sapiens*, and demonstrates a relationship between the people, the land and the sea that has persisted, largely unchanged, for thousands of years. It is a history that stretches all the way from the time of early *Homo sapiens* to the Khoesan of the pre-colonial and colonial eras, to World War II (WWII) and Apartheid South Africa, the effects of which have persisted to this day within the local fishing community of Elands Bay.

These unique heritage characteristics make Baboon Point an area of national and international importance. In recognition of this significance, Baboon Point was declared a Provincial Heritage Site (PHS) on 9 April 2009. In 2011 the Archaeology Contracts Office (ACO) of the Department of Archaeology at the University of Cape Town (UCT) compiled a Heritage Baseline Document and Management Guideline for the PHS. Subsequently, Heritage Western Cape (HWC) commissioned EcoAfrica Environmental Consultants (EcoAfrica) to develop this Conservation Management Plan (CMP).

The CMP builds upon the work done by the UCT Archaeology Contracts Office. It acknowledges the reality that Heritage Western Cape (HWC), the provincial authority that has the prime responsibility to ensure that an effective management system is put in place as soon as possible, is geographically located far away from the site. This implies that the establishment of a suitable Management Body is central to the overall management framework for the Baboon Point PHS; a management plan is only as good as its implementation, and without an appropriate Management Body effective management can only remain a dream.

In short, the purpose of the CMP is not only to describe how the site must be managed but also how a Management Body should oversee that effective management take place. Here too, the CMP ascribes to best practice and takes careful note of how the Management Body of a World Heritage Site, namely the Richtersveld Botanical and Cultural Landscape, has evolved within the legal frameworks of South Africa, yet addressed similar constraints in terms of practicalities that the Baboon Point PHS now faces; namely remoteness of agencies that have the responsibility to ensure that management of the site occurs.

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<sup>1</sup> It is noted that whilst Baboon Point is the name given to the Provincial Heritage Site, the site actually comprises Cape Deseada and the adjacent coastal strip with archaeological sites. For the sake of using a term that all stakeholders are familiar with, the Provincial Heritage Site is referred to as Baboon Point Provincial Heritage Site throughout this document.

The CMP furthermore ascribes to the best practice of mustering local support for the protection of the site, without which effective management of the site is scarcely possible unless the site is put under lock and key, which is clearly not in line with modern thinking on heritage conservation. The CMP is therefore designed as a living document that not only puts in place measures to ensure the protection of the site and its resources, but also serves as a foundation for community participation, especially the economically marginalised and previously disadvantaged groups, who can benefit from the management of the site. This can be integrally linked to local custodianship of the site, and of the broader cultural landscape – of which Baboon Point forms the core area.

It is clear that the site requires innovative and collaborative effort to establish a clear and strong management framework that will both protect the site against inappropriate development and at the same time boost local economic development. When local people care for and ‘own’ the site, the chances of it surviving into the future with its assets intact are greatly increased. This will of course require clear management arrangements and considerable capacity building.

This CMP should be reviewed as may be required to address changing circumstances and new issues that may arise. An effort was made to exclude time-bound items from the CMP; an established practice which strengthens the plan as a framework document and extends the relevance of a management plan beyond addressing temporary issues only. However, it is recommended that the CMP be reviewed at least once every 5 years. This should be a participatory process and ideally follow a similar process and approach used in the drafting of this document.

## **1.2 Statement of Significance**

Baboon Point contains the physical record of a vast and layered history stretching from the time of the early humans, through the time of the San hunter gatherers and the Khoe herders, to World War II and Apartheid South Africa. It is effectively where archaeological research on the West Coast of South Africa started. The rich cultural heritage of both historic and pre-contact human activity helps us understand our shared human past. It offers an overview of these distinctive and significant time-lines and insights into past experiences and lives. The archaeological record at Baboon Point has direct relevance to scientific discussions on the origins of cognitive behaviour in modern humans. The site therefore is highly significant in academic archaeological research.

The site also provides detailed evidence of San hunter-gatherer occupation at a time of cultural contact with Khoe herders, thereby offering an opportunity to deepen understanding of this unique period of pre-colonial history. This is important in light of the rarity of pastoralist sites.

A number of other similar sites in the region are currently being included in a serial nomination for World Heritage Site status. The PHS thus constitutes a key component in this chain of heritage sites along the Western and Southern Cape coasts. Baboon Point’s archaeological record spans a vast expanse of time and it represents a concentrated assemblage of the regional archaeological signature. This makes the site extremely rare and valuable in terms of the inferences which can be made on changes in humankind’s livelihood practices in response to changing environmental and social conditions.



Baboon Point also provides a narrative of our more recent past; as a place of military coastal surveillance and defence at a time when South Africa was involved in a historic event of global significance, World War II; and as a sombre reminder of the migrant labour system of the Apartheid era, which enforced racial segregation, imposed inhumane living conditions and dispersed family members far from one another.

In addition to its heritage value, the site also offers valuable insights into past climates and biodiversity. This site provides an environmental backdrop against which past societies and cultures developed, and potentially could serve as a valuable resource for studies of global change. The record of marine resources at Baboon Point could possibly even provide valuable data for the South African fishing industry in terms of assessing and allocating sustainable fishing quotas.

The Baboon Point PHS and its setting are distinctive in that it has retained much of its broader natural and cultural context. The combination of a rocky shore, sandy beaches and estuarine habitats, together with their associated botanical features, animal life, and living culture of dependence on the sea and its resources, is rare indeed. The Verlorenvlei estuary, protected under the Ramsar Convention, forms part of this unique setting, as do the sand dunes of the Elands Bay Nature Reserve. Furthermore, Baboon Point is one of very few places along the western coast of southern Africa where the landscape flows unbroken from the cliff tops to the sea.

The cultural context of Baboon Point clearly demonstrates the long-standing relationship between the people, the land and the sea; a relationship which continues to this day at Elands Bay. This relationship forms a core component of the living cultural landscape of the Point and of Elands Bay. Baboon Point holds a highly significant place in this landscape and in the lives of the Elands Bay community: not only does the Point hold links to their past through its heritage resources, since many residents of Elands Bay are descendants of earlier Khoesan populations; but it also serves as the interface with the sea as a source of livelihood, as well as a place of social gathering and of tranquillity and peace. Accordingly, Baboon Point is a prominent landmark in the landscape that contributes significantly to the sense of place of the town of Elands Bay and the character of the West Coast as a whole.

The concentration of diversity of heritage and natural resources of such high significance is extremely rare. The Baboon Point PHS is thus a place of unique national and international importance that must be protected for its past, present and future value to humankind. The archaeological heritage is a non-renewable resource, which provides irreplaceable evidence of the cultural and natural past relating to and extending beyond collective community memory. It survives within the landscape, and it is within that context that it should be protected.

Furthermore, the natural and cultural heritage characteristics of the site constitute marketable assets that can be used for local economic development. Baboon Point PHS therefore has the potential to become an outstanding example of the sustainable use of heritage resources by a local community. Accordingly, the unique value of the site not only needs to be conserved and carefully developed to achieve the desired state: a state in which archaeological, cultural and natural heritage is protected and kept alive through on-going research and appropriate use of the site; but also can become a heritage site where local stakeholders in conjunction with the authorities take responsibility for the conservation of the site as well as benefit from it both economically and spiritually.

### 1.3 Vision, Mission and Management Objectives

The vision, mission and management objectives of this CMP are provided below.

#### 1.3.1 Vision

##### **Vision for the Baboon Point Provincial Heritage Site**

The Vision for Baboon Point is to achieve a state of conservation where this important Provincial Heritage Site is effectively managed and protected as a cultural landscape with its valuable archaeological assets at the core; where the site is cherished and sustainably used by the local community; and where its significance is appreciated by all South Africans and the world, from now on and into perpetuity.

#### 1.3.2 Mission Statement

##### **Mission Statement for the Baboon Point Reference Group and Management Body**

- To engage all stakeholders in the protection of the Baboon Point Provincial Heritage Site through the implementation of the Management Plan that will periodically be updated with changing circumstances and as the need may arise.
- To foster solid and collective guardianship of the site in which the local community plays a pivotal role as it is they who are present on the site and can be an ideal and practical partner to the authorities who have the statutory responsibility for the preservation of the site.
- To build capacity in all stakeholder groups to understand and appreciate the site, and in particular in the local community in terms of management and using the site in a manner that is equitable, sustainable and holistic and includes the broader cultural landscape context in which the site exists.
- To promote the site as a heritage treasure of global significance, which requires making the significance of the site known to all peoples while fostering South African pride in this national treasure and creating an enabling environment for its sustainable and appropriate use.

### 1.3.3 Management Objectives for the Baboon Point Provincial Heritage Site

The Vision and Missions above have precipitated the following set of Management Objectives that guide the actions detailed in the CMP.

**The CMP aims to achieve the following Management Objectives:**

**Objective 1:** Protect the heritage resources and cultural landscape of the PHS as an asset of significant value to the local and global community.

**Objective 2:** Promote awareness of and access to the cultural heritage of the PHS amongst local people and all visitors.

**Objective 3:** Promote further research and interpretation on the historic and present cultural resources of the PHS.

**Objective 4:** Assess the state of conservation and identify threats to the protection of significance of the PHS and cultural landscape, and act on them.

**Objective 5:** Monitor and assess the economic, social, cultural and environmental impacts of activities on and around the PHS.

**Objective 6:** Ensure that resources are used in an integrated, effective and sustainable manner to the benefit of the global community.

**Objective 7:** Ensure the generation of benefits – especially for the marginalised sectors of the local community, through local entrepreneurship and job creation.

**Objective 8:** Use the PHS as a resource for the sensitive and responsible development of the natural and cultural tourism sector for the material and spiritual benefit of the local community.

**Objective 9:** The provision of mechanisms to enable the relevant authorities and stakeholders to manage the site.

**Objective 10:** Turn the PHS into a prime example of outstanding heritage conservation and local community tourism development.

The management objectives are supported by a set of Principles, listed below, which can be added to as may be required once the CMP is in operation.

## 1.4 Conservation Principles, Policy and Imperatives

### 1.4.1 Conservation Principles

The above Vision, Mission and Objectives are supported by the following set of Principles based on heritage preservation best practice:

- The meaning and value of Baboon Point PHS's meaning and value has both tangible and intangible manifestations in cultural and natural contexts. Both tangible and intangible heritage are significant and intertwined into cultural landscapes. Accordingly, there must be continued support for research to ensure a vitality of interpretation and presentation of all these manifestations from an evolving understanding.
- Public and scientific understanding of the heritage values of sites of this nature, and especially its 'hidden' archaeological and paleontological resources, is often fostered by evolving scientific and social debates such as those about the cognitive evolution of humankind, historic interactions between different ethnic or cultural groupings, as well as perspectives on history, land use rights, reconciliation and healing. The Baboon Point PHS contains many such layers that may still be opened and deepened through research, interpretation and presentation.
- The CMP of Baboon Point PHS is committed to a transparent use-based, policy-based and process-driven management that seeks to safeguard, interpret, present and communicate the site's significant tangible and intangible attributes in relation to their relationship within and between the various cultural landscape layers of the place.
- The Baboon Point PHS should thus be managed as an integration of significant components of the natural environment, tangible heritage resources and intangible heritage values. As such, a point of departure will be to communicate the site as a series of integrated landscape layers that will act as primary management informants.
- The CMP institutionalises a framework for the management of change over time, to monitor the dynamics of development and assess their impact on the historic fabric and site characters, as well as to monitor the efficacy of the conservation endeavour.
- The adoption of site management plans is required to plan and to prepare more detailed policies, frameworks and guidelines for cultural landscape components and sub-components; for future design and planning control decisions; informing statutory and non-statutory planning instruments; and for implementation of future work.
- The host of existing, very relevant and valuable information on the site must be made available for the management of the site, as well as for continued research and development of additional management tools.
- Any development and use of the Baboon Point PHS including the required enhancement of the unique national and international importance of the site and other attributes will always be critically reviewed - any impact resulting from the use or enhancement must be identified, its nature and severity assessed and negative

impacts be avoided. The impact assessment tools are prescribed in both the South African World Heritage Convention Act (1999) and the National Heritage Resources Act (1999), as well as the policies of HWC.

- International charters and guidelines pertaining to heritage management of cultural landscapes and archaeological sites must be integrated into the management of the Baboon Point cultural landscape.
- Where required, the conservation and management of the Baboon Point cultural landscape will draw upon professional input, specialised knowledge, skills, equipment and technical capacity. Professional knowledge will not exclude local knowledge systems but be informed or augmented by them.
- The qualifications and skill/knowledge levels of heritage management staff must be appropriate to the level of significance of the heritage place and its issues. There must be continuous capacity building of the staff to be able to fulfil the conservation objective and obligations.
- Management is an inclusive process and the CMP must provide frameworks for participation and partnerships in the planning, development, protection and monitoring of the site, and to manage the roles and responsibilities of stakeholders and partners.
- The management of intangible heritage relies heavily on the knowledge of the living 'heritage community', e.g. the local fishermen, the Khoesan community and members of the West Coast Aboriginal Council.
- The research and education related land uses of the PHS must be balanced with the primary focus on conservation.
- Tourism's role, scope, benefits and impacts must be clearly defined and understood, and as a land use, must always remain subservient to the continued protection and sustenance of the integrity and authenticity of the site.
- The site's carrying capacity in terms of tourism and its relation to other systems must be analysed and assessed in order to inform its impacts and management imperatives.
- Visitor management must extend beyond a presentation of the site only to the broader cultural landscape to enable visitors to access the full significance of the Baboon Point PHS, inclusive of linkages to the regional heritage.
- Visitor routes and presentation of components of the site must rely on an integrated and holistic understanding of the Baboon Point cultural landscape. The planning of movement of visitors through landscape layers must derive from and be in relation to the layered cultural significance of the site. Historic overlaps and separations must be identified and respected.
- Maintenance and repair are forms of conservation – the protection of cultural significance of the attributes of the heritage place must be the guiding principle of any maintenance and repair works and be included in maintenance and repair plans.



### 1.4.2 Conservation Policy

In a democratic society, policy cannot be written and simply prescribed by an external party on those who are affected by it. Policy is far more powerful when it presents a common understanding by relevant parties – on a site such as the Baboon Point PHS policy development will require collective engagement for its protection. Policy is thus formulated and carefully crafted together with those who may have an impact on the site, or may otherwise be affected by it, or be involved in its management.

The CMP adheres to the Principles prescribed above and they have their origins in heritage preservation best practice. For the purposes of the CMP the Principles above will suffice until a fully-fledged Conservation Policy can be developed in a participative manner, once there are clearer ideas on how the site may be developed.

Formulating a Conservation Policy in a participative manner will be the first task of the Management Body. Not only may this serve as a capacity building exercise for the Management Body, it will also be indicative of whether the Management Body understands what is required for the management of the site. Once developed, the Conservation Policy becomes an important component of the CMP.

### 1.4.3 Conservation Imperatives

The Principles above require that attention be paid to at least the following imperatives as a matter of urgency:

- Safeguard, interpret, present and communicate the heritage significance of the Baboon Point cultural landscape, and especially its archaeological heritage which is at the core of the CMP.
- Conserve Baboon Point PHS and cultural landscape to protect and preserve all significant tangible and intangible attributes of the site and its cultural and natural setting.
- Ensure that significant tangible and intangible heritage attributes are documented, understood and presented; supported and enhanced where possible; and manage this in relation to the definition of the desired state of conservation relative to the cultural significance, as well as national and international importance.
- Acknowledge the value of the heritage of a diverse group of stakeholders and the broader community. It must protect the right of access to this significant knowledge and provide a platform for individuals or groups to become part of a supportive heritage community.
- Interpret the values and significance of the attributes of the site and ensure respect for cultural diversity, inclusiveness, scientific endeavour, as well as multi-vocal interpretation of values and significance and the presentation of the attributes thereof.
- Manage change, while retaining and enhancing the attributes of the cultural landscape as much as possible, minimising negative impacts and welcoming and

maximising positive impacts. The establishment of baseline data for the attributes, tracking of changes in the state of conservation, establishment of performance indicators regarding the desired state of conservation, and capacity building and planning, are all crucial to retain significance in tandem with development, and to move towards a desired state of conservation.

- Limit major alterations to the landscape's cultural or natural fabric because the site has such a historically layered significance, because layered significance is difficult to protect and because new knowledge of the site may yet be uncovered. In this regard, the well-respected conservation motto applies; namely, to do as little as possible and as much as necessary to protect the site and to make it useable, yet retain its current and potential cultural and scientific significance.
- Enhance the attributes of the site and the cultural landscape, in as far as those additions will enhance and sustain its heritage value.

## 2 Methodology

The following methodology details the approach to the development of the CMP document. Simply stated, the process of establishing the CMP as an official document, is as important as putting the necessary human resources and mechanisms in place to address the need to establish effective management and local economic development. The items below describe the approach to the study, as well as elaborate on principles used to guide the process, and detail on process specifics followed and recommended in the drafting of this CMP.

### 2.1 Approach to the Study

The concept of heritage conservation planning was first developed by James Semple Kerr<sup>2</sup>:

*“The Conservation Plan is a process that seeks to guide the future development of a place through an understanding of its significance. The objective is to evolve policies to guide work that are feasible as well as compatible with the retention, reinforcement and even revelation of significance. These twin concepts of compatibility and feasibility are the bases on which the policies are built.”*

A CMP is a tool that first and foremost must ensure the conservation of a site and its significance. In this regard, a CMP is a tool that:

- Articulates the significance of a place;
- Identifies its vulnerabilities;
- Pinpoints conservation issues;
- Monitors degradation and impacts; and
- Defines measures that are needed to conserve and retain the integrity and authenticity of the place.

Conservation without proper utilisation is seldom sustainable; however, the utilisation of the site must be compatible with its conservation in terms of its unique significance, vulnerabilities and conservation issues. The use of a site should also be conducted sustainably for equitable local development and benefit, especially for the local long-term inhabitants of Elands Bay.

Often, the significance of heritage sites has been brought to light through the rigour of scientific research. And it is noted that without on-going scientific input, archaeological sites in particular can become “dead” sites and lose their appeal to a public, which becomes easily excited by new developments in the scientific understanding of the past. For this and other reasons, a CMP must also support further scientific research and new discoveries.

Of further interest to the scientific understanding of Elands Bay, lies the world of local knowledge. Such knowledge develops over generations of people living in one place. This forms the rich basis for living tradition, including legends and stories amongst the

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<sup>2</sup> Kerr, J.S. 2000 The Conservation Plan: A guide to the preparation of conservation plans for places of European cultural significance National Trust of Australia (NSW), Sydney.

*grootmense*<sup>3</sup>. The above concepts of conservation, further scientific research and appropriate, equitable use underpin the approach followed in this CMP.

## 2.2 Principles Followed

The following principles have guided the compilation of the CMP, as described further below:

- Inclusive Stakeholder Engagement;
- Rights-Based Approach to Conservation;
- Managing Stakeholder Expectations;
- Avoidance of Disturbance;
- Professional Conservation Measures;
- Sensitive and Suitable Development; and
- Integration with Government Planning Frameworks.

### 2.2.1 Inclusive Stakeholder Engagement

The CMP is based on an inclusive and transparent stakeholder involvement process, which gives all stakeholders a chance to contribute their thoughts and views on managing the site. Decisions must take into account the interests, needs and values of all stakeholders. A description of the various stakeholders is provided in Section 6 and the process followed in this regard is detailed in Section 2.3.

### 2.2.2 Rights-Based Approach to Conservation

The conservation approach is based on the concept of the 'national estate', as set out in the National Heritage Resources Act, which establishes the principle that the values embodied in heritage resources are the shared property of all South Africans. There are two stakeholder groups in a rights-based approach: the rights holders, whereby rights are defined as entitlements that belong to all human beings regardless of race, ethnicity, or socio-economic class; and the duty bearers, or the institutions who are obligated to fulfil the rights of the rights holders. A rights-based approach aims at empowering the rights holders, strengthening the capacity of duty bearers - both have an active role in conservation - and increasing the capacity of both the rights holders and duty bearers. Key methods to increase capacity are to build upon existing capacities, ensure engagement and custodianship, and adjust to changing needs.

In a democratic society rights extend to all South Africans, be they part of the historically disposed, customary users of the site, or landowners. Rights of the different groups also need to recognise the rights of all South Africans to see a previous piece of our common heritage to be preserved for generations to come. The aim of the CMP is not to weigh up one type of right against another, nor to give any particular group preference when there are

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<sup>3</sup> In local tradition, the *grootmense* is a term used for the elders in the community. This is a term of great respect to the elders of the community. Such respect for the elders, which is echoed in respect for other people (*om menslik te wees*), for their culture and the love of the land lost through dispossession throughout colonialism and through to current day modern Elands Bay.

laws and procedures to guide how they want to exercise their rights, the National Heritage Resources Act being one prominent tool in this regard. Rather, in order to ensure that the CMP is a principled document, rights are being emphasised as a prime consideration, as protected by Law and enshrined in the South African Constitution with Section 31 in particular being relevant to the approach and contents of the CMP.

### **2.2.3 Managing Stakeholder Expectations**

An effort has been and will continue to be made to provide opportunity for stakeholder involvement in management planning and implementation, as well as to provide and improve on mechanisms for managing the conflicting interests of different stakeholders. The aim is to have everyone benefit from the protection and use of the site without its integrity being damaged. As part of this process, existing development rights and plans were reviewed and assessed; so too were existing tourism activities in the area and region, as well as the tourism potential of the site itself. This CMP provides a framework for the interactions between stakeholders whereby the various rights of landowners, the local community and other stakeholders can be debated in an open and transparent manner and can be balanced through appropriate conflict resolution procedures, relevant legal instruments and the principles of co-operative governance in accordance with the Constitution.

### **2.2.4 Avoidance of Disturbance**

In terms of the potential utilisation or development of the site, the overarching principle of avoiding unnatural disturbance to the heritage resources has been applied. The natural environment and context of the site includes sensitive, vulnerable and dynamic ecosystems which also form an important component of the cultural landscape, and which require special attention in management and planning procedures.

### **2.2.5 Professional Conservation Measures**

Best practice in heritage conservation calls for professionally implemented conservation measures, such as curbing graffiti on rock art, archaeological deposit stabilisation, and path/boardwalk/signage construction to limit detrimental impacts, where avoidance is not possible. Such measures for instance, and others as to be identified in further detailed planning, must be professionally implemented, in terms of both the planning phase, as well as the resulting activities.

### **2.2.6 Sensitive and Suitable Development**

Heritage management and any related development must be sensitive to the people of the area and their needs, and must equitably serve their physical, psychological, developmental, cultural and social interests. Development must be socially, culturally, environmentally and economically sustainable.

### **2.2.7 Integration with Government Planning Frameworks**

Relevant government authorities and planning officials have been engaged in the drafting of this CMP. Accordingly, provision has been made for the management policies and spatial management guidelines contained in this CMP to be integrated with required governmental spatial planning tools, as well as local social and economic development frameworks as



included in the municipal Integrated Development Plan (IDP) and Spatial Development Framework (SDF) for instance.

## 2.3 Process Followed

The process followed in developing this CMP included review of existing information, stakeholder participation, development and review of the CMP and completion of the final CMP.

*Table 1: Process followed for development of the CMP*

<b>Review of existing information</b>
<i>Review of background documentation; legislative and policy frameworks and guidelines; land ownership, zoning and development rights; and best practice conservation charters, principles and measures. This helped to refine the scope of work and understand complexities relating to land ownership and development rights.</i>
<b>Stakeholder participation</b>
<i>Public participation started in September 2012. A Background Information Document was circulated; focus group and individual meetings were held with identified stakeholder/I&amp;AP (Interested and Affected Parties) groups to obtain comments and inputs. Meetings were advertised locally and through the media, initially by the placement of a project announcement in English and/or Afrikaans. Project information was also posted on the web platform DLIST (<a href="http://www.dlist.org">www.dlist.org</a>), as well as hosted on the website <a href="http://www.ecoafrika.co.za/resources/baboonpoint-cmp">www.ecoafrika.co.za/resources/baboonpoint-cmp</a>. Stakeholder groups are comprehensively described and listed in Section 6 with a stakeholder database included in the Reference Bundle: Appendix B. For a detailed record of the process followed, please refer to the Reference Bundle: Appendix C. A thorough participation process has been followed in every detail and according to the public participation requirements of the National Heritage Resources Act and the Environmental Impact Assessment Regulations, including a final HWC Steering Committee meeting to which stakeholders have access and where they can lodge objections to the CMP.</i>
<b>Development and review of DRAFT CMP</b>
<i>The DRAFT CMP was developed on the basis of the initial review, the stakeholder engagement phase, and specialist inputs. It has been made available to the stakeholders and public for comment for a period of 30 days, after having notified all registered stakeholders and relevant authorities. The Reference Bundle: Appendix C describes the review process and Appendix L contains the Stakeholder Meeting Report dated 25 February 2013.</i>
<b>Completion of the final CMP</b>
<i>All comments made during the review process have been considered in compiling the final CMP.</i>

It is suggested that similar steps are followed whenever the CMP is reviewed. It should further be noted that, even after the CMP is in place, that stakeholder consultation should be a continuing feature of the management process.

### 3 Location and Landownership

Landownership of the Baboon Point PHS is mixed, with private sector and government owned properties.

#### 3.1 Location

The Baboon Point PHS is located on *Bobbejaanberg* (Baboon Mountain) at Elands Bay, in the Cederberg Local Municipality, Western Cape Province, South Africa. It comprises Erven 64, 65, 66 and 67 of Elands Bay, Portion 4 of the farm Verlorenvlei No. 8 as well as portions of Portion 8 and the Remaining Extent of the farm Verlorenvlei No. 8. The regional and local settings of the Baboon Point PHS are provided in Figure 3. The survey diagram and coordinates are provided in the Reference Bundle: Appendix A.

#### 3.2 Landownership and Zoning of Baboon Point PHS

With reference to Figure 4 and Figure 5, the Baboon Point PHS is further divided up into a number of properties, and parts of properties, which are owned by the state and three private landowners (Table 2). Landownership and zoning is fragmented, resulting in potentially conflicting development rights. As the provincial heritage authority, HWC is the only entity with legal jurisdiction over the entire PHS. Details on the zoning rights associated with the relevant properties are provided in the Reference Bundle: Appendix K.

*Table 2: Landownership and zoning of the Baboon Point PHS*

Property	Landowner	Zoning
Erf 64, Elands Bay	National Department of Public Works	Authority Zone
Erf 65, Elands Bay	Midnight Storm Investments 170 (Pty) Ltd	Industrial 1: Light Industry
Part of Erf 66, Elands Bay	Midnight Storm Investments 170 (Pty) Ltd	Agricultural 1: Agriculture
Erf 67, Elands Bay	National Department of Public Works	Authority Zone
Portion 4 of Farm Verlorenvlei No. 8	Midnight Storm Investments 170 (Pty) Ltd	Agricultural 1: Agriculture
Part of Portion 8 of Farm Verlorenvlei No. 8	Mr S Mildenhall	Agricultural 1: Agriculture
Part of Remaining Extent of Farm Verlorenvlei No. 8	Smit Boerdery cc	Agricultural 1: Agriculture
Coastal Public Property	The State (C/O National Department of Public Works)	Coastal Protection Zone <sup>4</sup>

<sup>4</sup> As defined in the National Environmental: Integrated Coastal Management Act (2008).



Figure 3: Regional and local setting of Baboon Point PHS





Figure 4: Baboon Point PHS properties and surrounding land uses



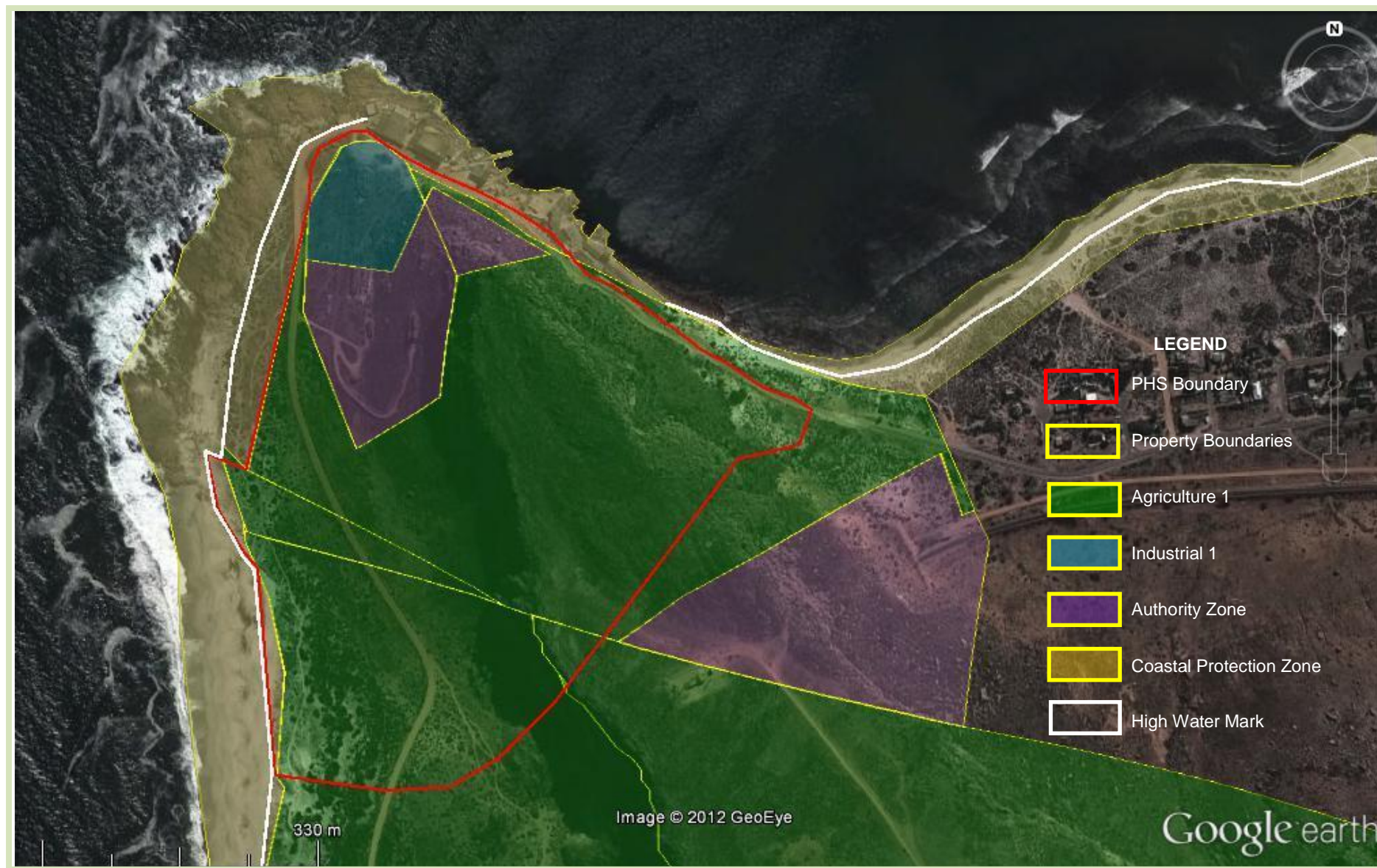


Figure 5: Current property zoning of the Baboon Point PHS

### 3.3 Infrastructure and Servitude Holders

Infrastructure within and near the PHS includes (see Figure 4):

- Transnet's Sishen-Saldanha railway line passes through the PHS via a tunnel<sup>5</sup>;
- The dirt road from Elands Bay town to the old crayfish factory falls under the jurisdiction of the West Coast District Municipality. From the last crayfish factory onwards (from approximately the turn southwards) the road becomes a private Transnet service road;
- There is a Telkom communications tower located at the top of Baboon Point;
- The slipway at the old crayfish factory has been refurbished by the Cederberg Local Municipality for use by the Elands Bay fishing community; and
- The area adjacent to the old crayfish factory is used by the local fishing community and visiting fishermen for parking and loading of vehicles and fishing equipment.

### 3.4 Future Expansion of the Baboon Point PHS

It would be possible in the future to expand the boundary of the PHS to incorporate additional heritage resources. Due process would have to be followed by HWC as per the requirements of the National Heritage Resources Act (1999), and the principles of inclusive and transparent stakeholder involvement.

It is recommended that the Baboon Point PHS be expanded to the High Water Mark (Figure 5). The additional land in this regard falls within the Coastal Public Property (Section 3.2). It is recommended that HWC further investigate the inclusion of this area into the PHS as per Section 27 of the National Heritage Resources Act (1999) as this area may contain further archaeological or paleontological resources, as well as to avoid further complexities in management due to fragmented jurisdictions. As this land falls within the Coastal Public Property it already experiences some degree of protection from development and misuse in terms of the National Environmental Management: Integrated Coastal Management Act (2008). Accordingly, the inclusion of this area is not related to the immediate management of the site and can be protected at a later stage.

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<sup>5</sup> Transnet is increasing the haulage capacity of this railway line. The resulting impacts to the Baboon Point PHS can be obtained from Transnet.

## 4 The Cultural Landscape

Identity is reflected in the land, the imprint made on that land, and in sense of place. Sense of place can be defined as the unique character that a place has. Sense of place can be a result of the interaction between the tangible and intangible, that is to say the physical and the spiritual elements that give meaning, value, emotion and mystery to place<sup>6</sup>. The unique physical qualities of the landscape and the meaning and values ascribed to it define the self-image of an area that is unique to the natural setting and the people who inhabit it. Local knowledge of an area, its resources, history and places of significance lie within this collective memory of the inhabitants of the area. As such, and as agents of cultural landscaping, the people themselves are an important component of an area's sense of place, and their sense of identity and relationship with the landscape are core aspects of a cultural landscape.

A cultural landscape is the living fusion of people and place reflected in the tangible and intangible features of a place. Tangible features include the physical elements of landforms, the living elements of land cover and even the climate of an area, as well as the physical cultural overlay of the human presence represented by different forms of land use, archaeological deposits, buildings and structures. The intangible elements of a cultural landscape consist of the meanings and values ascribed to the place and its features through every day and extraordinary experiences; livelihood practices; the spiritual importance associated with cultural beliefs and practices; and links to the past through ancient and historical remains revealed through archaeological research.

It is thus through the lens of archaeology and the recent discoveries in other comparable pre-colonial sites such as Blombos Cave in Stilbaai, that the value of Baboon Point becomes most clear. While this pre-colonial layer's value is undisputed and currently of most interest it also contributes to and interacts with other heritage values including the culture of local Khoisan descendants and their traditional knowledge, as well as the sense of place instilled by the physical landscape. To debate which realm of the heritage is more important, while in fact they form a whole, is short-sighted and can detract attention from the urgent need to place the PHS under effective management.

Baboon Point contains the physical record of a vast and layered history stretching from the time of the early humans, through the time of the San hunter gatherers and the Khoe herders, to World War II and Apartheid South Africa. It is effectively where archaeological research on the West Coast of South Africa started. The rich cultural heritage of both historic and pre-contact human activity helps us understand our shared human past. It offers an overview of these distinctive and significant time-lines and insights into past experiences and lives. The archaeological record at Baboon Point has direct relevance to scientific discussions on the origins of cognitive behaviour in modern humans. The site therefore is highly significant in academic archaeological research.

The natural and cultural heritage characteristics of the site constitute marketable assets that can be used for local economic development. Baboon Point PHS therefore has the potential to become an outstanding example of the sustainable use of heritage resources by a local community. Accordingly, the unique value of the site not only needs to be conserved and carefully developed to achieve the desired state: a state in which archaeological, cultural and

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<sup>6</sup> ICOMOS Québec Declaration on the Preservation of the Spirit of Place (2008).



natural heritage is protected and kept alive through on-going research and appropriate use of the site; but also can become a heritage site where local stakeholders in conjunction with the authorities take responsibility for the conservation of the site as well as benefit from it both economically and spiritually.

#### **4.1 Historical Background**

History is also heritage and underpins much of the value of the Baboon Point PHS and broader cultural landscape of Elands Bay. Evidence for the way of life of Khoesan and their ancestors has been found in numerous places in the open and in caves and rock shelters throughout southern Africa. They have lived here for thousands of years, a genetically isolated population that descends directly from the first modern humans on the planet. Further detail is provided in the Reference Bundle: Appendix H.

#### **4.2 Natural Landscape**

The region is known for natural landscapes like the Cederberg Wilderness Area, and its birding and conservation value. The coastline features unspoilt sandy beaches and during August and September the spectacular spring wild flowers attract visitors from all over the world. The fact that tourists travel from surrounding regions as well as from overseas to experience these attractions is testament to the unique sense of place associated with the region. Further detail on the tourism sector of the region is provided in Section 7.3.

#### **4.3 Climate and Geomorphology**

Elands Bay has a Mediterranean type climate and normally receives about 170mm of rain per year during the winter months. Summers are hot and dry with the average midday temperature for February being 29°C. In July, the coldest month, average midday temperatures reach 18°C with average night time temperatures of 7°C. *Bobbejaanberg* (Baboon Mountain) consists of large, weathered sandstone pavements, and smaller rocks within a shallow sandstone derived sandy matrix on top. There are concave slopes below the rocky cliffs that are covered in sandstone scree derived from the rocky cliff face. There are shales and associated clay rich soils in places along the base of the mountain. The lower area is dominated by deep alkaline sands of marine origin, with some shale features just below the hard sandstone cap.

#### **4.4 Special Landscapes and Characteristics**

Baboon Point is a prominent and distinctive landscape feature, which contributes to the sense of place of the town of Elands Bay and the character of the West Coast landscape. Baboon Point has high local and regional conservation value due to its high plant diversity and natural condition. It lies within the West Coast Critical Biodiversity Area (CBA) as mapped by the 2009 Fine-Scale Biodiversity Planning Project run by the South African National Biodiversity Institute (SANBI). This area is also described as featuring endangered biodiversity elements in the SANBI National Biodiversity Assessment (2011).

The rocky areas on top of the Point support a unique form of Succulent Karoo vegetation. Such a succulent dominated plant community so close to the sea is rare; and the site is strategically important for the Greater Cederberg Biodiversity Corridor, making it a local conservation priority. The south western slopes of the Point have additional conservation value as one of very few places along the slopes of Baboon Point where the lower slopes

have not been altered by agricultural activities – an unbroken natural transition from cliff top to sea is extremely rare. The uniqueness of the slopes and plateau of Baboon Point forms yet another level of significance for the PHS as a whole. Elands Bay is also home to Verlorenvlei, a 30km long estuary which is well-known for its diverse bird life and is protected under the Ramsar convention<sup>7</sup>.

Mid-Holocene raised beaches dating to between 6000 and 3500 years ago have been documented at coastal and island sites worldwide. This geological feature consists of the remains or accumulations of typical beach material (rounded cobbles and pebbles, water worn shells, as well as abundant shingle) found above the present coastline. There is such a mid-Holocene beach at Baboon Point with an estimated height of at least 2 meters above sea level. The abundant evidence for climatic fluctuations during the Holocene suggests that sea-level changes did not occur as a smooth rise.

#### **4.5 Tangible Heritage**

The individual heritage sites within the Baboon Point PHS are described below, and depicted in Figure 6. It is noted that only parts of the archaeological significance of Baboon Point are known. There are likely to be additional sub-surface archaeological sites and associated research and possibilities.

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<sup>7</sup> Verlorenvlei is one of the largest estuaries in South Africa and one of the largest natural wetlands on the Cape West Coast, as well as one of very few coastal freshwater lakes in the Western Cape.

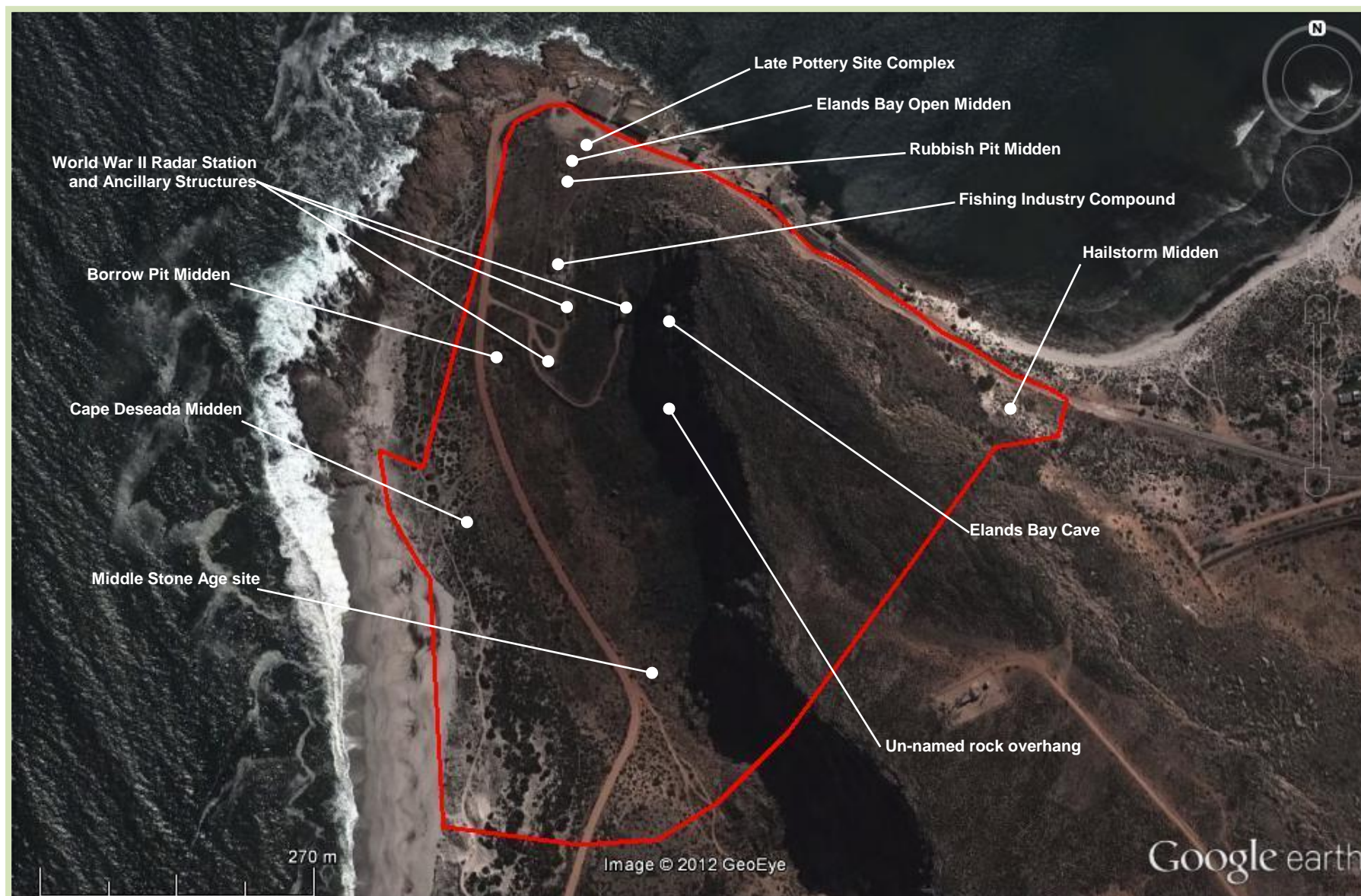


Figure 6: Site layout of known heritage sites of Baboon Point PHS

#### 4.5.1 Elands Bay Cave

Elands Bay Cave is located at the base of Baboon Point cliff face behind the WWII radar installation. Archaeological and paleontological evidence suggests that human occupation at Elands Bay Cave (EBC) began before 100000 years ago and continued (albeit with periods of apparent non-occupation) up until 300 years ago. The archaeological and paleontological record of EBC comprises material deposits, rock art and human remains. A wide variety and number of artefacts made out of stone and bone, as well as animal (terrestrial and marine) and plant resources, were brought in and processed at this site.

Changes in the material record of the cave over time illustrate changes in local conditions and behaviour of the occupants. The phases of occupation “pulse” with changes in the environment over time, especially changes in sea level which affected Verlorenvlei and the way that this resource was exploited. During the harsh dry periods of the Mid-Holocene the cave was all but abandoned, until a more favourable climate made it possible for people to re-occupy the site. The addition of indigenous ceramics and domestic sheep at EBC, from some 2000 years ago onwards, reflects the arrival of pastoralist groups in the Western Cape. The profound social and cultural changes along the West Coast brought about by the Khoe ancestral groups are reflected in changes in tool technology, the mobility of San hunter-gatherer groups, the decline in the manufacture and decoration of ostrich eggshell water flasks and beads, and the appearance of new rock art motifs.

Abundant Middle Stone Age (MSA) artefacts recovered from the lower of the cave's deposits suggest that human occupation of EBC started sometime before 100000 years ago. After a period of sparse or no visits, people slowly returned to this site around 20000 years ago during the Later Stone Age (LSA) towards the end of the last glacial period. These visits were frequent enough to allow for the preservation of organic material (terrestrial animal bones and charcoal from camp fires) along with stone artefacts. Detailed analyses of these remains shows that people hunted animals and harvested a range of woody plants including larger trees of different species to the ones present in the area thereafter, indicating wetter and cooler conditions in the past than over the last 4000 years. Zebras, buffalos and rhinoceros seem to have been common in the area during this period.

Subsequently, over the last 13000 years, visits became more frequent particularly between 11000 and 9000 years ago. A wide variety and number of artefacts made out of stone, fauna (including by bone, ostrich egg shell, marine shell and the calcareous mandibles and carapace fragments of rock lobster) were brought in and processed at the site. Analysis of material from Elands Bay Cave shows that the rock lobsters of 10000 years ago were significantly larger than those collected during the later millennia and definitely larger than those encountered today. Buffalo was hunted still to some extent until that time, along with smaller mammals such as steenbok, grysbok and *dassies*. Further and striking changes in the local landscape are interpreted from this record, namely the encroachment of the marine shoreline resulting from rising sea levels, as indicated by a steady rise in the abundance and variety of marine faunal remains (marine shell, fish and seal bones) left behind after each visit. During the same period, between about 11000 and 9000 years ago, a more diverse variety of stone raw materials were used in the manufacture of stone artefacts than before or after; possibly signalling wider group movements and/or wider networks of exchange with other groups with access to different stone raw materials.

Between about 8000 and 4000 years ago visits to EBC appear to have ceased, possibly as a result of a generalised dry environmental trend as shown by studies of past climates for

southern Africa. Visits were resumed to EBC and surrounding areas from 4000 years before present (BP) until about 300 years ago when the cave ceased to be used by indigenous people, possibly as a result of the European presence in the Cape of Good Hope and early exploration of land immediately north of Cape Town. Although population densities were highest between 3000 and 2000 years ago in the Elands Bay area as shown by a number of very large nearby coastal sites, few or no visits were paid to EBC during this period. It is possible that this large cave site could have been used for purposes other than as a campsite, explaining the dearth of domestic refuse dating to this millennium.

The last 2000 years at EBC reflect new additions to the archaeological record, namely indigenous ceramics and domestic sheep as a result of the arrival of pastoralist groups to the Western Cape around 1800 years ago. The appearance of ancestral groups that gave rise to Khoe communities brought about profound social and cultural changes along the West Coast as reflected by changes in stone and bone tool technology and the introduction of pottery. The introduction of domestic sheep and possibly even cattle implies notions of ownership and capital, as well as a mobility cycle that is geared to the needs of domestic stock. The traditional values and movements of San hunter-gatherer groups in the landscape seem to have shifted. Correlated with these events, researchers have noted a decline in the decoration applied to ostrich eggshell water flasks, manufacture of ostrich eggshell beads, appearance of new rock art motives, and a general loss of formality in stone artefacts assemblages.

Sections of EBC walls are dominated by handprints and finger dots<sup>8</sup>, with interspersed motifs of animal figures. It was the study of handprints from EBC and numerous other sites in the region by staff at the University of Cape Town that catalysed a research project on the meaning and agency of this rock art motif at a much larger and regional scale within the Western Cape. These hand motifs are also found in the Cederberg, along the Doorn River and at other coastal sites and may be associated with rites of puberty<sup>9</sup>. Also visible on the walls of Elands Bay Cave are the torsos of several large Eland – one of the most sacred animals of the San. Although these large images have become rather faded and tend not to be noticed as they are in part obscured by the later milieu of hand print motifs, it is said that the town of Elands Bay derives its name from them.

On a few occasions over several millennia, San hunter-gatherers buried their dead in EBC or in front of and below the cave. At least six human burials have been recorded from in and around EBC: two of them (a man and a woman) were buried around 10000 years ago, and another woman was laid to rest at a time when several other sites in the Elands Bay area were occupied around 3800 years ago. Field notes also indicate that a small child was buried at the bottom of a pit excavated within the cave, sometime after 9500 years ago. An old man's unmarked grave of unknown age was unfortunately, badly disturbed during careless excavations by staff of the World War II radar station along the back walls of this cave. The possibility of further undetected human burials at EBC cannot be excluded. Thus, together with the rock art, it is clear that the sense of place associated with EBC by San groups went beyond that of domestic concerns and reached into deep spiritual meaning as a place of ritual and burial.

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<sup>8</sup> San rock paintings are an ancient artistic expression, which are known to be loaded with both cosmological and ritual meanings.

<sup>9</sup> Result of the measurements of the hand prints indicate that the mean hand length corresponds to the height of Khoe or San boys and girls at puberty, i.e. between the ages of 10 and 14.

#### 4.5.2 Elands Bay Open Midden

Located south to the fishing factory, recovered material from the Elands Bay Open Midden (EBO) provides similar and further insights into the lifestyle of people who visited Baboon Point. Human occupation of EBO only started around 3000 years ago with apparently brief visits during which people fished from the *vlei* and hunted small game, *dassies* and tortoises. Black mussels were gathered in large numbers and rock lobsters were also caught or fished from the nearby bay reefs. None of the large game hunted many thousand years previously, as indicated by the EBC faunal record, appears to have been hunted by people who visited EBO at this time or later. Local extinction as a result of environmental changes towards drier conditions and, possibly even due to human pressure is a likely explanation. Many of the stone artefacts found at EBO were made of local quartz and quartzite and often formally retouched. Local sourcing of stone raw materials suggests that hunter-gatherers did not venture too far from the coastal plains in their foraging trips.

After a similar gap in human visits to EBC between 3000 and 2000 years ago, people returned to EBO around 1500 years ago. New additions to the archaeological record at this site consist of indigenous ceramics (very abundant and with some finely decorated examples) and edge-retouched white mussels, possibly for the purpose of scraping skins and/or scaling fish. Stone artefacts continued to be used but less so than before. Apart from continuing to gather shellfish and fishing for rock lobsters, people also caught cormorants and other marine bird species from nearby beaches and reefs. Small game continued to be hunted and seals were also caught.

EBO continued to be visited in the following centuries, but with greatest intensity between 700 and 600 years ago, after which the site was abandoned. Ashy remains indicate the more frequent use of campfires perhaps as a result of the more intensified or longer stopovers at EBO. In addition to some of the evidence collected from EBC, the presence of a pastoral way of life at Baboon Point continues to be reflected by indigenous ceramics at EBO around this time, and also by modest amounts of domestic sheep for the first time at this site. Hunting of small game and seals was also intensified during this later occupational phase.

#### 4.5.3 Cape Deseada (Mega) Midden

This is a large open shell midden (mega-midden) located behind the west facing rocky reefs of Baboon Point. The Cape Deseada Midden (CDM) is about 40 meters wide and runs north to south over a distance of about 800 m. Mega-middens, such as the Cape Deseada Midden (CDM) and Mike Taylors Midden (MTM), 2.6 km to the south at Mussel Point, reflect a unique settlement and subsistence pattern characteristic of indigenous populations living along the West Coast between 3000 and 2000 before present (BP). Research in the region has shown that human population densities were higher than ever before, with people relying heavily on marine foods for their subsistence.

Bottom-most shell lenses at the midden were radiocarbon dated to around 2500 years ago. Aside from marine shell, modest amounts of bone, few stone artefacts and charcoal were recovered from test pits. These findings indicate the use of campfires, processing of marine and terrestrial food resources and manufacture of stone artefacts. From the exposed test pit profiles, it appears that people created this site by settling on what seems to be a relict mid-Holocene beach.

The occupation and build-up of CDM happened during an apparent abandonment of EBC and EBO between 3000 and 2000 years ago (see above). Thus, it is clear that people



continued to occupy Baboon Point during this millennium, but chose doing so in the open and not in caves and/or shelters. Two other such cave sites elsewhere in Elands Bay (Tortoise Cave and Spring Cave) show the same gap in occupation between 3000 and 2000 years ago. This is an aspect of the history of settlement patterns at Baboon Point not entirely well understood at present. Important to note here are the rock paintings at EBC, some of which may date to around 2500 years ago when CDM was being occupied and EBC was visited only sporadically, perhaps for religious and therefore non-domestic purposes. Despite the fact that some insights have been gained into this period with excavations at other mega-middens and two cave/shelter sites with deposit dating to this period, much of this information has only established a basic chronological framework and description of cultural changes. This picture is far from complete and hopefully further research will shed light on this matter.

#### 4.5.4 Hailstorm Midden

The Hailstorm Midden (HSM) is the densest midden on the north side of Baboon Point. This site covers part of a wind-blown dune situated on the steep slope joining the southern rocky shores of Elands Bay and immediately east of the Elands Bay crayfish factory. Radiocarbon dating shows that the site built up fairly quickly around 970 years ago and it represents a unique 'time byte' of Elands Bay society directly before European colonisation. It also provides the most detailed evidence for San hunter-gatherer occupation of the area at a time of contact with Khoe herders.

The relatively quick accumulation of HSM (about 80 cm thick) was probably the result of very frequent visits to this particular location. Within the Elands Bay area, only EBC repeats this phenomenon of rapid build-up at one stage of its site formation process, namely around 11000 years ago. Furthermore, its location on a steep slope close to the sea is not replicated at any other site in the area, providing unique insights into decision-making about the transport of hunted game body parts and choice of shellfish catches. Despite the small size of the HSM excavated sample (relative to the large size of the site), relatively large numbers of species were identified from the faunal remains recovered during excavations. These remains suggest that San hunter-gatherer groups focused to a large extent on procuring marine resources such as shellfish (mostly limpets and black mussels), Cape rock lobsters, marine birds (cormorants, gannets and penguins) and Cape fur seals. As with EBC around 10000 years ago, very large rock lobsters were caught from nearby rock pools. Terrestrial resources were also targeted to some extent, including the collection of tortoises, snaring and/or clubbing of steenbok, grysbok, hares, *dassies*, small carnivores and a caracal. The latter two were probably hunted for their fur. Remains of a hippopotamus from the nearby *vlei* and several hartebeest were also found at HSM. Modest amounts of fish bones from estuarine species were found throughout the occupational sequence, probably resulting from regular fishing trips to the *vlei*.

As expected for a site postdating 2000 years BP, indigenous pottery fragments are present throughout HSM, and stone artefacts appear not to have been used extensively, but were definitely manufactured on-site from local raw materials. Some of the hunted animals probably provided more than just a good meal, as indicated by the working of a small antelope horn core and a flamingo leg bone for the purpose of making tools and/or decorative objects.

#### 4.5.5 Borrow Pit Midden (MSA and LSA sites)

Located along the coastal road as it rounds Baboon Point, the borrow pit midden comprises both Middle Stone Age and Later Stone Age artefacts.

A very early Middle Stone Age (MSA) site lies on the eastern edge of the borrow pit just inland of the coastal road. The presence of archaeological and palaeontological material in this location was brought to the attention of archaeologists in the early 1970s when a human skeleton was exposed by the regional council as a result of excavations for a borrow pit. The stone artefacts and faunal remains dating to last interglacial period indicate human occupation at this particular site to be in excess of 60000 years. UCT staff conducted a limited, but unpublished, excavation of deposits containing fossilised bones of Quaternary age, stone artefacts and small amounts of marine shell. The results of the study showed that the marine shells and bone present at the site are associated with MSA stone tools. MSA sites with marine shell and faunal remains are rare being represented by fewer than 20 known occurrences along the South African coast. The presence of this as yet un-researched site alerts us to a very deep and rich archaeology that has yet to be understood.

Located along the western edge of the borrow pit midden, occupation at the Later Stone Age Site (LSA) is estimated at around 640 years ago when people settled immediately behind the west facing reefs of Baboon Point. It is possible that the site was established between 700 and 600 years ago when EBO was also frequently visited or intensively occupied. Unfortunately, the original extent of the Later Stone Age site is unknown as much of this site was destroyed by road construction works in 1960s or 1970s and the excavation of a borrow pit during the early 1980s. The site contents have been analysed and were published in 2009. Some observations derived from the field notes and laboratory analyses are offered here. One group seems to be responsible for the formation of this site as revealed from the interpretation of the exposed sections. It is difficult to estimate the duration of this occupation, but it was for long enough to allow the accumulation of a shell midden of varying thickness (between 10 to 40 centimetres). The presence of abundant charcoal and ash along with at least one distinctive hearth feature shows the frequent use of campfires. As reflected by many Later Stone Age sites at Baboon Point, people focused on the procurement of marine resources to a large extent. Repeating a trend seen at EBO around 1500 years ago, apart from gathering shellfish and fishing rock lobsters from the adjacent reefs, people focused to a significant extent on catching cormorants and other marine bird species from the nearby beaches and reefs. Tortoises were also keenly collected as reflected by the large numbers of their bones. Snaring/clubbing of small game and *dassies* was also part of their subsistence round, but to a lesser extent. People also used ceramic vessels, however not to the same extent as in pastoralist sites. Stone artefacts were made informally from locally available quartz and quartzites, lacking the finer finish and retouch seen more often on stone artefacts before 2000 years ago.

#### 4.5.6 Late Pottery Site Complex

This complex consists of a string of seemingly related small shelters and occupational areas, running from next to the EBO site to the first ledge of the cliffs. The discrete amounts of faunal remains and indigenous pottery suggest that these sites were used by a small number of people for short periods of time over the last 2000 years (EBO was probably a more central site for more regular domestic and social activities). The shared small size, almost linear distribution in an upslope direction, and proximity of these areas, suggest that



these sites are in some way related to each other. The highest of these sites offer commanding and advantageous views of the entire coastal plain and Verlorenvlei.

The only known sites that offer an equivalent comparison for the top-most cluster of sites are a series of small and shallow sites at the top of Simon se Klip (about 20 km north of Baboon Point), many of which are associated with stone walling. Three of these sites were radiocarbon dated to between 1450 and 1200 years BP, a time when Khoe herders started to derive their subsistence more heavily from livestock. Given the presence of indigenous ceramics at these sites, their similarity with those at the top of *Simon se Klip*, and a radiocarbon date of 1470 BP from EBO, it is possible that both of these sets of sites date to the same period. Perhaps shepherds would have occupied the bottom-most sites and looked after domestic stock penned somewhere at Baboon Point, whilst the social elite may have stayed at the large cave (EBC: see above). Sites at the top may have been regularly used as strategic lookout points for the detection of any danger from predators, the presence of possible competing groups with livestock, and the movement of wild game for the purpose of hunting.

#### **4.5.7 Un-named rock overhang**

This medium-sized shelter (approx. 10 m long by 4 m deep) is situated about 200 m south of EBC and slightly above EBC at about 45m above sea-level. The surface of the floor is covered by coarse sands and small rocks derived from surrounding sandstone. Very little is known about this shelter. Archaeological material was found at an approximate depth of 15 cm, consisting of dense fragmented marine shell. It is difficult to ascertain the heritage significance of this site without any further and systematic archaeological observations. Potentially, however, this shelter could potentially be of similar significance to EBC.

#### **4.5.8 Rubbish Pit Midden**

A lens of shell was noted in a section in the compound rubbish tip in 1981. The rubbish tip consisted of a deep hole where the compound rubbish was thrown, set on fire and eventually backfilled. This shell midden was approximately 1000 mm below the ground surface. While the midden was never studied the significance of this observation is that it indicated that there is archaeological material in a sub-surface situation.

#### **4.5.9 Middle Stone Age site**

The site, recorded in 2010, consists of a substantial scatter of Middle Stone Age (MSA) material among boulders at the intersection of the coastal road and quarry track.

#### **4.5.10 World War II Radar Station and Ancillary Structures**

The radar station at Baboon Point formed part of the Chain Overseas Low (COL) defence system established in 1943 to 1944 to pinpoint enemy air and sea craft that were attacking ships using the Cape Sea Route<sup>10</sup>. Unlike the other COL stations built between Baboon Point and Bull Point near Still Bay equipped with locally developed technology, the radar equipment at this particular station was imported from Great Britain and was likely based on the first generation of factory produced radar sets using the newly invented cavity magnetron

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<sup>10</sup> This route was the only means of transporting troops and supplies between East and West as it was not possible to use the Suez Canal due to the war.

(the basis of all modern microwave ovens). Position readings were telephoned to the Filter Room of the SSS (Special Signals Services of the SA Coastal Services) at the Castle in Cape Town and coordinated with those from other stations. This information was then passed on to the Combined Operations officers who decided whether or not to send an aircraft or a patrol boat to investigate and possibly eliminate the identified objects. There were no electronic de-clutter systems on the sets nor friend or foe recognition systems. The operators had to learn to interpret raw data and learn to recognise the characteristic signals of ships, aircraft and even clouds and landscape elements within range of the radar.

About fifteen trained men operated it continuously for 24 hours a day during the war years. As with other radar stations along South Africa's coastline, officers manning Baboon Point radar station were accommodated in barracks and had their meals in another building. These are probably some of the surviving buildings, or foundations thereof, later used between the 1960s and 1980s by migrant labourers working for the local rock lobster fishing industry. A generator housed in a separate building supplied the necessary power. These radar stations were abandoned after the war and the equipment they contained destroyed by order of the British Government. In the ensuing years, these buildings were exposed to vandalism (removing of door and window frames), *ad hoc* occupancy (litter, glass, fire, hiding place for harvesting poached crayfish), and general deterioration as a result of the elements (deteriorating roof and spalling reinforced concrete). The area around the structures is littered with glass, barbed wire, rusted metal and human waste. Further detail on these structures is provided below.

### The Technical Building

The design of this flat roofed concrete building was based on its wooden equivalent in the UK: a wooden temporary technical hut which could be erected at short notice. The technical building is divided into two large rooms and two small rooms placed in the middle of the building on either side of a small corridor. The large room closest to the tower on the south side is likely to have been the operations room. It would have contained the radar receiver – a unit equipped with two cathode ray tubes, one committed to determining altitude, the other committed to determining the range of the target. Being built in the later years of the war the system would have included a plan position indicator – a system for mapping targets relative to local geography. The room would have also contained a plotting table, and a telephone exchange. The large round ventilation holes in the top side of the building (which can be seen today) would have been used for extracting the heated air generated by the equipment which would have used large electric radio valves. The middle two rooms in the centre of the building would have contained a small rest room and a store for consumables. The large room on the other side (north) of the building is likely to have been the transmitter room. The transmitter was a substantial machine dominated by two large radio valves and associated manual controls for its operation. By modern standards the transmitter was very large as it contained no micro-technology. The channels in the floor of the building were for the heavy cables that connected the various components. The wave guide (a brass strip set to the wave-length of the machinery which carried the signals) from the rotor tower outside would have come into the building through a channel to the receiver system.

### The Rotor Tower

This large concrete tower which has survived to this day would have carried a large rotating integrated transmitter and receiver known as the array – a large square matrix which revolved (about 2.5 rev. per minute). The rotating arrays were of the first kind, which were

turned by an electric motor mounted on the lower platform of the tower. Earlier versions involved separate transmitter and receiver antennae, some of them were stationary while others had to be turned by hand or paddle power. Again by modern standards the array was very large, and would have been in its time a very peculiar and mysterious device to the inhabitants of the area.

### Generator Building

Down slope is the generator building. It has survived to this day but appears to have been used as a garage in recent years. In all likelihood the building would have contained two diesel generators – a main and backup generator, each of which would have been able to power the radar station, equating to approximately 200 to 250 kW of power each. There would have been a diesel tank and a switchboard which have since disappeared. It is likely that underground electrical cables to the technical building have survived.

### Barracks

Two barrack buildings (barracks 1 and 2) lie down slope from the rotor tower and technical building. They are oriented more or less north-south along the then existing road. The buildings have both been modified but a similar original layout is still visible. The four elongated rooms have an entrance and a window on the west and a window to the east. The building materials seem to be the same for both buildings: grey cement blocks and white plastered walls. The construction of the window ledges is also identical in both buildings.

The southernmost barrack (barrack 1) shows evidence of alterations which include the closing up of a window and doorway, it seems as if the roof structure was changed at some point (possibly from a flat roof like the technical building to a pitched roof clad with asbestos) and a modern, red brick 'plinth' has been constructed in the corner of a room under a chimney pipe through the roof, which shows signs of use. Furthermore, many fixtures have been removed, including metal window frames, yet two wooden door frames are still preserved. Apart from loss of fixtures, the building appears structurally sound.

The northernmost barrack (barrack 2) has had a *stoep* added in front. Additional to the four elongated rooms, this building has two small rooms on either side which are only accessible from outside the building. The asbestos roof of this building is disintegrating and scattered on the ground. This opens up the building to birds; nests of weaver birds are hanging from roof trusses and the floor is covered in guano.

### Possible Kitchen and Dining Hall

To the south and west of the barracks lie the ruins of a large structure. It has been demolished to floor level: the floor is still in place but at least in one locality the foundation is eroding away. The west wing of this ruin had a stair case down to ground level to the back of the barrack building but there was no corresponding doorway in the barrack building so there was presumably no direct link between the two buildings.

### Other infrastructure

Probably connected to the barrack buildings or maybe rather to the labour compound is a large circular water cistern just up the slope from the northernmost barrack.

The original road to the radar station has only survived in part. It originally accessed Baboon Point Radar Station across Erf 65 and then curved round onto an elevated earth causeway

up to the Radar Station. The raised portion of the road has survived to this day and is used by visitors to the cave and the radar station.

The security fence around the radar station comprised reinforced concrete fence posts and barbed wire. Based on first hand visitor accounts in 1981, the fencing was partially intact, however only fragments of barbed wire now remain.

#### **4.5.11 Fishing Industry Compound**

The present crayfish factory at Baboon Point was established in the 1950s, and as the local and international demand for this highly prized fishing resource escalated over the years, additional labour to that available locally was needed. As a result, migrant labourers from other provinces and the so called neighbouring states were brought in on a seasonal basis between November and May in order to cope with increased fishing demands<sup>11</sup>. Until at least 1996, migrant labourers were housed in a fenced compound that included some of the World War II structures at Baboon Point. After the demise of Apartheid, the labour compound fell into disrepair with the result that most structures were demolished apart from two WWII period buildings which were occupied on and off in the post-Apartheid era. For a period of time the compound site was even used for the cultivation of seed potatoes for the local farming industry. A large quantity of building rubble litters the PHS, along with steps, building foundations and bases. A row of open French Toilets are a poignant reminder of the harsh dormitory conditions that people endured. Apart from poor working conditions, social and family fabric was fragmented and altered irreparably with resulting losses in customs, language and increased acculturation into the dominant white establishment.

#### **4.5.12 The off-site archive**

The off-site archive consists of a large quantity of excavated material (stone, shell, animal bone, etc.), field notes and observations, slides and photographs, and anecdotal experiences of persons who were involved with the area in the past. There is also much information in monographs and local and international scientific journals. This off-site archive, particularly the published material, has played a significant role in the recognition of the significance of Baboon Point. To date, however, this material has not been managed consistently and there is no database that documents the content or location of the material, and whether it has been studied or not.

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<sup>11</sup> What can be called the 'migrant labour phenomenon' during Apartheid years was a direct result of the implementation of racist policies of separate development. Well known examples include the multi-million Rand South African mining industry as well as several other industries in the Western Cape, such as fruit and wine production and fishing.

## 4.6 Intangible Heritage

The intangible heritage of the Baboon Point cultural landscape is an important factor in maintaining the unique cultural setting of the PHS, particularly in the face of growing globalisation. An understanding of intangible heritage lends greater insight to the interpretation of the broader cultural landscape, as well as providing for deeper assessment of potential social impacts associated with particular conservation and management strategies. Moreover, as a tool, understanding the intangible heritage of Baboon Point assists in the co-operative management of the site through the fostering of better understanding of the values that different stakeholders place on the site and its resources; thus promoting effective intra-stakeholder dialogue and encouraging mutual respect for other ways of life and values. Accordingly, not only is cultural uniqueness an asset of the landscape to be embraced for its value, but it allows for inclusive and culturally sensitive management.

The PHS is a concentration of archaeological and historic sites that reach back to populations of the Middle Stone Age, as well as more recent Khoesan populations in the last 2000 years. The site thus consists of a complex succession of intangible heritage layers with non-material and cultural associations in relation to specific features or the natural landscape in general. The importance of intangible heritage is not the cultural manifestation itself, but rather the traditional knowledge and skills that are transmitted through it from one generation to the next. The social and economic value of this transmission of knowledge is relevant for both minority and mainstream social groups at local, regional and national scales. The intangible values associated with Baboon Point and Elands Bay manifest in a strong sense of place, identity and ownership among the residents of the area. Some important intangible heritage values related to the Baboon Point PHS include the following:

### 4.6.1 Symbol of Common Ancestry

The archaeological record of Baboon Point indicated that humans have inhabited Baboon Point and the surrounding area for over 100000 years. That places the site within range of the emergence of modern humans. Baboon Point thereby becomes a symbol of the ultimate unity and common ancestry of all humankind, regardless of race, gender or religion. In a South African sense it can contribute to the much talked about, and sought after national social cohesion which increasingly is becoming a feature in national legacy initiatives, for instance the National Khoe and San Heritage Route, of which the Baboon Point PHS is an important node.

### 4.6.2 Link to the Past

An element in the Elands Bay community identifies strongly their Khoesan ancestry, and thereby with the rock art and archaeological record present at Baboon Point. These ancestors lived there, underwent initiation ceremonies, practiced their spiritual beliefs, died and were buried there. More recently, the elders within the community and forefathers of many residents worked at the crayfish factory, subject to the iniquities of the migrant labour system. Elands Bay's tangible heritage thereby provide local residents with a strong link to their ancestors and to the past.

### **4.6.3 A Prominent Place of Tranquillity and Peace**

The community values the prominent landmark that is Baboon Point, the unspoilt natural landscape, the clean and safe beaches, and Verlorenvlei estuary as places of tranquillity and peace. This landscape is a sanctuary for the residents of the area, as much as it is for tourists and travellers seeking isolation from the busy modern world. In the face of a fast-developing West Coast such places are becoming increasingly rare.

### **4.6.4 A Place of Social Gathering**

The Point and landmarks such as the old crayfish factory, picnic spots and the beach serve as centres for social gatherings where personal relationships are fostered. As such, the residents and visitors have strong emotional associations with the area and features of the landscape, spanning back over generations within a single family for example.

### **4.6.5 A Place of Livelihood Activity**

The fishing culture at Elands Bay has deep roots which can be traced back to the dawn of modern humans through the archaeological record at Baboon Point. Fishing remains an integral part of people's current livelihoods, and the fishing community relate to Baboon Point as their point of access to the sea, the facilities at the old crayfish factory, and the ocean itself. The architecture and landscape use along this coastline reflect the strong sense of identity and sense of place that is associated with this livelihood strategy. The community also relies on agriculture and tourism for their livelihoods, the potential of the latter determined by the natural splendour of the coastline, Verlorenvlei and the broader area.

### **4.6.6 Sense of Ownership**

Khoesan ancestry and tangible and intangible heritage combine to give the local long-term residents of Elands Bay a strong sense of ownership and custodianship of the Point<sup>12</sup>.

### **4.6.7 Local Knowledge**

Specific features of the landscape are linked to the local knowledge and collective memory of the Elands Bay people. This includes an intimate knowledge of the sea and its resources, the history of the area and traditional practices and beliefs, and relates to features like the Point, the archaeological sites, and the fisheries infrastructure.

### **4.6.8 A Solemn Reminder of War and Racial Prejudice**

The radar station and military installations serve as a solemn reminder of a world at war and South Africa's role in the struggle against fascism. The nearby migrant labour facilities simultaneously remind of the racial prejudice and exploitation associated with the Apartheid era.

## **4.7 Conclusion**

The Baboon Point cultural landscape, although declared for its archaeological significance as a whole, is a place with strong historical, social, cultural, and spiritual values. These elements have linkages to the regional cultural setting as demonstrated by the numerous

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<sup>12</sup> The West Coast Aboriginal Council of Elands Bay is exploring the possibility of a land claim with the Ministry of Rural Development and Land Reform.

tourism routes along the West Coast. The tangible and intangible heritage elements at the PHS and broader Baboon Point cultural landscape are vulnerable and exposed. Simultaneously they could constitute the basis of a much enhanced tourism industry at Elands Bay, and contribute to social improvement and equity. This can only be achieved through targeted protection and effective management of the heritage concerned.

## 5 Legal Frameworks and Guidelines

### 5.1 Current Legal Status of the Site

The Baboon Point PHS (as demarcated in the Reference Bundle: Appendix A) was declared a Provincial Heritage Site on 9 April 2009 in terms of Section 27 of the National Heritage Resources Act (NHRA), Act 25 of 1999. In terms of the Act, archaeological and paleontological sites, unmarked burials, the landscape and natural features of cultural significance and structures within the site are formally protected as a Provincial Heritage Site of high significance. As the provincial heritage resources authority for the province of the Western Cape, Heritage Western Cape (HWC) is responsible for the protection of the site in terms of Section 27(16) of the Act. Key provisions of the Act, their relevance to this CMP and the related challenges faced are summarised in Table 3 below, with additional detail provided in the Reference Bundle: Appendix J.

Within the provisions of the NHRA (1999), the mechanisms for the resolution of conflict, protection of heritage resources, designation of a buffer area, etc. are in place for heritage sites. Nevertheless, effective management of the Baboon Point PHS has thus far been lacking.

### 5.2 International Frameworks and Guidelines

In addition to the legislative requirements of protection and management in terms of the NHRA (1999), this CMP is also informed by international best practice and is subject to the following legal frameworks and guidelines:

- ICOMOS Charter for the Protection and Management of Archaeological Heritage (1990);
- UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage (2003);
- United Nations Environment Programme (UNEP) sustainable tourism in protected areas guidelines (2002);
- Convention on Biological Diversity (CBD) guidelines on biodiversity and tourism development (2004);
- Convention on the Value of Cultural Heritage for Society (2005); and
- UNESCO Operational Guidelines for the Implementation of the World Heritage Convention (2012).

The CMP specifically complies with UNESCO's (United Nations Educational, Scientific and Cultural Organisation) Operational Guidelines for the Implementation of the World Heritage Convention (2012). The operational guidelines aim at safeguarding the authenticity and integrity of a site through the development of a management plan through local resource management, clear site boundaries and a buffer zone around the site to protect the core area from high use areas, residential areas or industrial development, while allowing appropriate development to the benefit of local people. In addition, the principles of the UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage have been drawn upon in order to ensure that the site remains relevant to the living cultural landscape of Elands Bay and its people.



Furthermore, the Convention on the Value of Cultural Heritage recognises that heritage should be inclusive not exclusive, and that the everyday and the ordinary has merit alongside the special and the iconic. Further detail on the above legislation, guidelines and frameworks is provided in the Reference Bundle: Appendix J.

### 5.3 Consideration of Other National Legislation

In addition to the legislative requirements of protection and management in terms of the NHRA (1999), the Baboon Point PHS has a unique and valuable set of natural and cultural assets which could potentially be utilised in a sustainable manner in the fight against poverty and in the strengthening of both local and national identities. Accordingly, the national goals of environmental justice, transformation and capacity building have been incorporated into the management of the heritage site.

National legislation applicable to the Baboon Point CMP includes the Constitution of the Republic of South Africa and the various environmental and coastal management Acts. Furthermore, the CMP aims to achieve integration with national policy in terms of poverty and transformation, the National strategic framework, regional planning and local government structures. Further detail on these, as well as the specific relevance to the site is provided in the Reference Bundle: Appendix J.

### 5.4 Integration with Regional Planning

Regional and local planning guidelines and frameworks were assessed to ensure that the CMP is integrated with the development planning of the region. Provincial and local plans and legislation assessed include the following:

- DRAFT West Coast District Integrated Development Plan (IDP) (2012 - 2016);
- DRAFT West Coast District Spatial Development Framework (SDF) (2012);
- DRAFT Cederberg Local Municipality Integrated Development Plan (IDP) (2012 – 2017);
- Cederberg Local Municipality Spatial Development Framework (SDF)<sup>13</sup> (2010); and
- Western Cape Provincial Zoning Scheme Model By-Law (2004) which falls under the ambit of the Land Use Planning Ordinance (1985).

Further detail on the above legislation, guidelines and frameworks are provided in the Reference Bundle: Appendix J.

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<sup>13</sup> At the time of finalising this document, the Cederberg Local Municipality SDF had been adopted and approved by the Cederberg Local Municipality, although it had not yet been approved by the provincial Department of Environmental Affairs and Development Planning. Particularly, the urban edge around Baboon Point remains inconsistent with the urban edge indicated in the 1996 SDF document.

Table 3: Key Provisions of the National Heritage Resources Act (25 of 1999)

Section	Description	Relevance to CMP	Challenges faced
27(16)	A provincial heritage resources authority is responsible for the protection of provincial heritage sites in accordance with the provisions of this Section 27.	Management responsibilities	Fragmented landownership Diverse interests Disjointed protection efforts
27(18)	No person may destroy, damage, deface, excavate, alter, remove from its original position, subdivide or change the planning status of the site without a permit issued by HWC.	Protection of the PHS	Lack of on-site presence Conflicting development rights Damage to rock art and heritage resources
27(19)	HWC may make regulations pertaining to the site with the consent of the relevant landowner/s for: (a) safeguarding heritage sites from destruction, damage, disfigurement, excavation or alteration; (b) regulating the conditions of use of any heritage site or the conditions for any development thereof; (c) regulating the admission of members of the public to the site, and the fees payable for such admission.	Site management	Diverse interests
27(21)	HWC may, by agreement with the relevant landowner/s of the site: (a) conserve or improve the site; (b) construct fences, walls or gates around or on the site; (c) acquire or construct and maintain an access road to the site over any land, and construct upon such land fences, walls or gates; or (d) erect signs on or near the site.	Development of infrastructure	Fragmented landownership Lack of funding Uncontrolled access
27(23)	All reproduction rights in respect of the site, subject to any existing rights and the agreement of the relevant landowner/s, belong to the State and vest in HWC for the protection of such site or, by agreement, with the authority or public institution responsible for the management of such site. Subject to the above, no person other than the relevant landowner/s of the site may make such reproduction for profit without a permit from HWC, which may prescribe the fees payable in respect of such reproduction, the proceeds of which must be dedicated to the conservation of the site or of heritage resources in general.	Management of film production	Lack of on-site presence

Section	Description	Relevance to CMP	Challenges faced
28(2)	HWC may, with the consent of the relevant landowner/s of an area, designate as a protected area: (a) such area of land surrounding a Provincial Heritage Site as is reasonably necessary to ensure the protection and reasonable enjoyment of the site, or to protect the view of and from such site; or (b) such area of land surrounding any archaeological or palaeontological site or meteorite as is reasonably necessary to ensure its protection.	Protection of the buffer area	Fragmented landownership Diverse interests Conflicting development rights Insufficient integration with local planning frameworks
28(3)	No person may damage, disfigure, alter, subdivide or in any other way develop any part of a protected area unless, at least 60 days prior to the initiation of such changes, he or she has consulted the heritage resources authority which designated such area in accordance with a procedure prescribed by that authority.		
28(5)	HWC may make regulations providing for specific protections for any protected area which it has designated, including the prohibition or control of specified activities by any person in the designated area.		
28(6)	A local authority may, with the agreement of HWC, designate a protected area, and make provision in the town planning scheme or in by-laws for the management of such an area.		
29(1)	SAHRA, or a provincial heritage resources authority, may, subject to subsection (4), by notice in the <i>Gazette</i> or the <i>Provincial Gazette</i> , as the case may be (a) provisionally protect for a maximum period of two years any (i) protected area; (ii) heritage resource, the conservation of which it considers to be threatened and which threat it believes can be alleviated by negotiation and consultation; or (iii) heritage resource, the protection of which SAHRA or the provincial heritage resources authority wishes to investigate in terms of this Act; and (b) withdraw any notice published under paragraph (a).	Provisional protection of the buffer area	Fragmented landownership Diverse interests and development rights Insufficient integration with local planning frameworks
30(5)	At the time of the compilation or revision of a town or regional planning scheme or a spatial development plan, or at any other time of its choosing, or at the initiative of a provincial heritage resources authority where in the opinion of a provincial heritage resources authority the need exists, a planning authority shall compile an inventory of the heritage resources which fall within its area of jurisdiction and submit such inventory to the relevant provincial heritage resources authority, which shall list in the heritage register those heritage resources which fulfil the assessment criteria under section 30(1).	Inventory of heritage resources	Insufficient integration with local planning frameworks

Section	Description	Relevance to CMP	Challenges faced
31(1)	At the time of revision of a town or regional planning scheme, or the compilation or revision of a spatial plan, or at the initiative of HWC (where HWC is of the opinion that the need exists to protect a place of environmental or cultural interest as a heritage area), the planning authority must investigate the need for the designation of heritage areas to protect any place of environmental or cultural interest.	Establishment of a Heritage Area Overlay Zone Integration with development and spatial planning	Insufficient integration with local planning frameworks Fragmented landownership Diverse interests Conflicting development rights
31(3-4)	HWC must assist the planning authority to investigate the designation of the place as a heritage area. Where the planning authority is unable or unwilling, HWC may investigate the designation of the place as a heritage area and, with the approval of the MEC, designate such place to be a heritage area.		
31(5)	A local authority may designate any area or land to be a heritage area on the grounds of its environmental or cultural interest or the presence of heritage resources, provided that prior to such designation it shall consult HWC and the relevant landowner/s, as well as any other interested or affected parties.		
31(7)	A local authority must provide for the protection of a heritage area through the provisions of its planning scheme or by-laws under the National Heritage Resources Act (1999), provided that any such protective provisions shall be jointly approved by HWC, the provincial planning authority and the local authority, and provided further that: (a) special consent of the local authority shall be required for any alteration or development affecting a heritage area; (b) in assessing an application under paragraph (a) the local authority must consider the significance of the area and how this could be affected by the proposed alteration or development; and (c) in the event of any alteration or development being undertaken in a heritage area without the consent of the local authority, it shall have the power to require the owner to stop such work instantly and restore the site to its previous condition within a specified period. If the owner fails to comply with the requirements of the local authority, the local authority shall have the right to carry out such restoration work itself and recover the cost thereof from the owner.		

## 6 Stakeholders

Elands Bay is a small rural urban community with a total population of approximately 2000 people<sup>14</sup>. A complete list of registered stakeholders is provided in the Reference Bundle: Appendix B. The key stakeholders groups are described below and depicted in Figure 7.

### 6.1 Elands Bay Community and Local Organisations

Elands Bay is a socially divided community, which can be considered under the following categories:

- Local long-term residents of Elands Bay. These can be divided into those of Khoesan and Xhosa descent living in Seabreeze and the largely white community along the beach front. Many of the latter are property owners and organised into the Elands Bay Rates Payers Association. Both are made up largely from people with strong links into the agricultural sector. There is significant variation in the socio-economic scales between these communities. Some of the Seabreeze residents identify themselves as the Khoesan community and are members of the West Coast Aboriginal Council (WCAC).
- Surrounding property and landowners include commercial farmers and residents on recent housing development on in the town as related to holiday homes. The town itself relies mostly on the tourism and fishing sectors.
- A substantial number of people from other parts of the country have settled in both sections of the community in recent years. These include people who came in search of work, and retirees from as far afield as Cape Town and Johannesburg, for instance.

The local community are represented by the following organisations including: Coast Care, West Coast Aboriginal Council, Elands Bay Community Development Organisation (ECDO), Elands Bay Youth Group, Elands Bay Advice Office, Crayfish Hiking Trail, Xhosa community, Verlorenvlei Estuary Management Forum (VEMF), South Africa Fishers Front (representing local small-scale fishers), Engelbrecht Primary School Governing Body, Coastal Links (representing small-scale farming initiatives), Elands Bay Environmental and Development Action Group (EBEDAG), and the Elands Bay Ratepayers Association.

The Seabreeze Reference Group, established as a local reference group during a public meeting for the purposes of management of the Elands Bay caves, is currently representing disadvantaged local groups, already involved in the activities related to the future use and conservation of this unique site. The Seabreeze Reference Group will be expanded into the Baboon Point Reference Group and include other stakeholders who will stand to either lose or gain through the effective heritage management of the site. In other words the body should represent stakeholders that have a direct stake in the site, can contribute towards

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<sup>14</sup> 2001 census counted 1 648 people living in Elands Bay. The Cederberg Municipality as a whole has a total population of some 50000 people. English is the mother tongue of only 1% of the population. The Municipality has an unemployment rate of some 25.4% and only 29.6% of the population has received primary education, of which the majority are so-called coloured (78.5%) and Afrikaans-speaking (92.6%); the black population in the Municipality stands at some 17.5% and white at 3.8%.

effective heritage management on the site, and who have a legitimate role to play in using the site to support local economic development (LED).

The local environmental group called Elands Bay Environmental and Development Action Group (EBEDAG) consists of residents, property owners and persons who have an interest in Elands Bay's environmental issues. They have initiated a number of projects to enhance and protect natural and heritage qualities of the area, and provide comment on development proposals. EBEDAG's significant involvement in the declaration of the PHS must also be noted. Other civil society initiatives include the Elands Bay Rates Payers Association, representing the numerous private property owners in the town of Elands Bay. Several of these organisations participate in the Verlorenvlei Estuary Management Forum (VEMF), constituted as per requirements of Integrated Coastal Management Act (2008).

## 6.2 Government Authorities

Heritage Western Cape (HWC) is the provincial organ of state for the Department of Arts, Culture and Sport of the Western Cape Province responsible for managing all heritage resources within the Province. The South African Heritage Resources Agency (SAHRA) is a statutory organisation established under the National Heritage Resources Act, No 25 of 1999, and is responsible for the protection of South Africa's cultural heritage. At the time of compiling this CMP, SAHRA was rolling out a new national heritage planning, recording and permitting system: the South African Heritage Resources Information System (SAHRIS). This system aims to provide all heritage bodies, custodians of heritage, provincial heritage management authorities and local planning authorities with a heritage management tool.

The Baboon Point Provincial Heritage Site falls under the Cederberg Local Municipality within the West Coast District Municipality, which is responsible for the governance and maintenance of local amenities and approval of building plans. This PHS is not included in the current (2012 – 2017) Cederberg Local Municipality IDP. It is also not depicted in the Elands Bay SDF 2010 (refer to the Reference Bundle: Appendix J for a summarised review of this document). The SDF shows the urban edge falling within the PHS (refer to Figure 4). A Heritage Area Overlay Zone, in terms of the 2004 Provincial Zoning Scheme Model by-law, provides a mechanism by which to define and manage heritage in the buffer area (refer to the Reference Bundle: Appendix K for further detail). Co-operation with the Cederberg Municipality is currently uncertain and designation of a Protected Area under Section 28 of the National Heritage Resources Act (1999) is thus more certain and recommended (see Section 15.2).

The Department of Environmental Affairs and Development Planning (DEA&DP) is responsible for terrestrial and coastal environmental management in the Western Cape Province. The management of activities along the coast and estuaries is the joint responsibility of DEA&DP's Coastal Management Unit and the national Department of Environmental Affairs (Oceans and Coast).

### **6.3 Other Civil Society Organisations and Associations**

The Wildlife and Environment Society of South Africa (WESSA) is a membership-based environmental organisation. It aims to achieve long-term environmental sustainability in South Africa and is a strong advocate of public participation. WESSA seems to have been active in the region and has had some involvement at Elands Bay.

### **6.4 Landowners**

The landowners of the site currently include Midnight Storm 170 (Pty) Ltd, Smit Boerdery cc., Mr Stephen Mildenhall and the National Department of Public Works. The landowners must be engaged with on a continual basis, are core to the management of the heritage site and can support the sustainable use of heritage resources on the site. Ultimately if this significant heritage site is well managed, it will increase the value of all properties in the area.

### **6.5 Businesses, Guest Houses and Tourism Operators**

Elands Bay has a small business centre with a hotel and a range of small shops, including the Elands Bay Cafe, the Elands Bay Bottle Store and the White Mussel Pot, which serve the local community and visitors. The Seabreeze community is serviced by the Seabreeze Cafe and informal sector spaza shops. Much of the local fishing industry operates at a subsistence level, with limited catch for sale to tourists and visitors. The town also has a substantial number of guest houses catering largely for visitors and tourists. There is no local tourism office.

### **6.6 Academics, Researchers and Specialist Interest Groups**

The Department of Archaeology of the University of Cape Town initiated excavations in Elands Bay Cave in 1969, conducted by Prof. John Parkington. Many students have trained in field techniques at Elands Bay Cave. A number of them are now professional archaeologists in their own right working at universities and museums around the world.

Numerous published scientific research articles have been produced by the community of researchers, which ranges from archaeologists to oceanographers, who have been involved at the Baboon Point PHS. Follow-up research on the finds from Elands Bay Cave and shell middens continues up to this day.

The COL Radar Station at Elands Bay Cave is considered as important military heritage, the subject of many articles in the Journal of Military History and a monograph on historic radar in South Africa. The Baboon Point radar site is of interest to military historians who are concerned about the fast deterioration of military heritage in South Africa.

Dr. Janette Deacon and a team of volunteers, most recently including trainees from !Khwattu near Yzerfontein, have been visiting Elands Bay Cave over a period of several years to remove graffiti from the rock paintings. Elands Bay and the site are also regularly visited by the archaeologist Prof. John Parkington from the Clanwilliam Living Landscape project, who has written extensively on Elands Bay Cave. Considering the monumental importance of Baboon Point the South African public at large could be considered a stakeholder as shown by its incorporation in the National Khoe and San Heritage Route (NK&SHR).

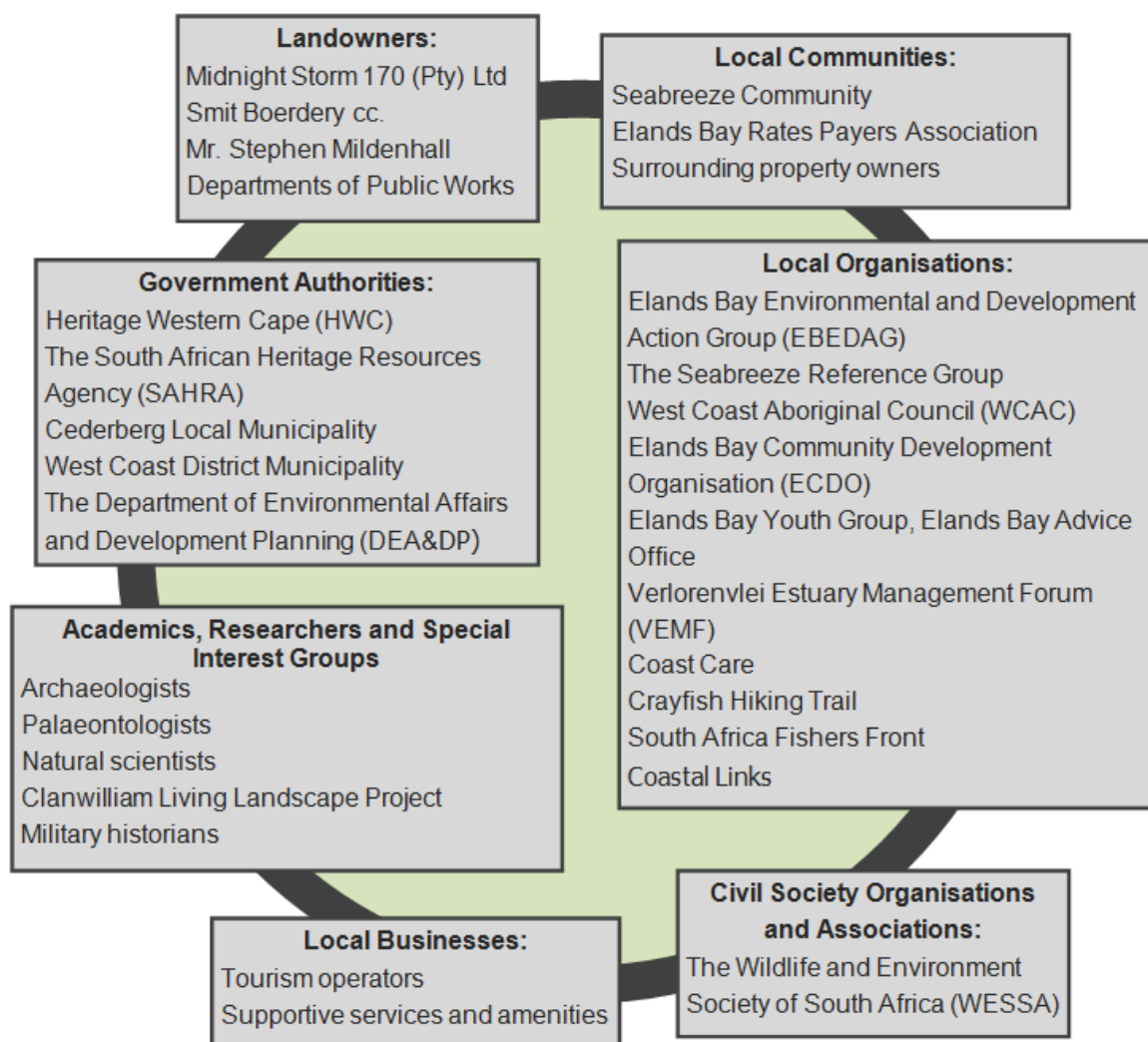


Figure 7: Stakeholder groups of Elands Bay



## 7 The Socio-Economic Environment

Historically the Elands Bay economy depends strongly on the agricultural, fishing and tourism sectors. However, the decline of the fishing industry in recent years has left Elands Bay economically depressed with a shrinking population. The value of the tourism industry and property development has increased in recent decades, with sudden economic down turn related to the current global economic depression. Mainstream property development tends to provide limited benefit to disadvantaged sections of the community unable to benefit substantially from generally capital intensive private-sector projects, as is evident all along the South African coastline. Local economic development options are available in Elands Bay in terms of tourism, cultural tourism specifically. The success of such initiatives however relies on the participation of all stakeholders in making a success of the management of heritage and coastal resources.

### 7.1 The Fishing Sector

Fishing and a reliance on the sea and its resources has been part of the culture and tradition of the Elands Bay area and Baboon Point for thousands of years shown in the extensive use of shell middens dating back to at least 3000 years ago<sup>15</sup>; and to this day the residents of Elands Bay rely strongly on the sea for their income and livelihood. Income is derived from being involved in the commercial crayfish industry, or artisanal line fishing practice. As it currently stands, quota based fishing continues to be a key source of livelihood and income for the local community of Seabreeze, and artisanal fishing continues to be practiced to this day; supplying local consumers and buyers from further afield. During the snoek runs fishing related various activities occur within the facility of the crayfish factories, which tends to be unmanaged and lack adequate municipal services. Land-based line fishing also remains an option for local fishers, however mostly as a component of the tourism industry linked to recreational and sport fishing. On a subsistence level, the local fishermen are severely restricted by the current fishing licensing system to harness an adequate livelihood and are severely restricted by the lack of access to knowledge of the laws in South Africa and what they aim to achieve. Language and literacy issues are clearly identified as obstacles in accessing the fishing sector more prominently.

A reliance on the sea and its marine resources has always been a strong part of the history of Baboon Point which includes the ancestors of many members of the present local fishing community of Elands Bay. Accordingly, the local fishing community forms an integral part of the living cultural landscape of Baboon Point and Elands Bay. Despite this, the local fishing community struggles to make a living and provide for their families<sup>16</sup>, and there are four soup kitchens operating in the Seabreeze community which stand as testament to this.

Furthermore, conflicts around the use of the slipway and land use rights to some of the old crayfish factory buildings, as well as poor support facilities exacerbate the daily struggle for survival experienced by the local fishing community, especially during the crayfish and snoek seasons when fishermen from outside the area make use of the Point and restrict access to local fishers.

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<sup>15</sup> The MSA palaeontological site contains some marine shell fragments dating to beyond 60000 years ago, during the last glacial period. This shows evidence of the first recorded use of the site.

<sup>16</sup> The local fishermen have a quota which allows them to only catch fish and crayfish to the approximate value of R 20000 a year, on which to support a family.

The living tradition of fishing at Baboon Point is just as integral a part of the Elands Bay cultural landscape as the physical remains of the past fishing activities. The heritage site has the immense potential to be managed and appropriately developed, to bring benefits to the impoverished community of Seabreeze. If the heritage site is made more attractive to tourists, it can potentially present more opportunities for local people, such as guided visits to the cave and other heritage sites within Baboon Point. Community heritage tourism development can be considered a real option in light of the availability of existing buildings and roads, and thus the basic footprint on which to build infrastructure and visitor facilities.

## 7.2 The Agricultural Sector

There are a number of farms in the area surrounding Elands Bay town. Potatoes are mostly grown, however the soils are also suitable for onion and wheat cultivation as well as for limited livestock grazing. Many of the local inhabitants of Elands Bay, particularly members of the Seabreeze community, are employed as labourers on these farms.

## 7.3 The Tourism Sector

Elands Bay has a modest yet attractive tourism industry. The West Coast Tourism website ([www.capewestcoast.org](http://www.capewestcoast.org)) has the following to say about Elands Bay:

*“The seaside resort is a paradise for surfers, seafood connoisseurs and birdwatchers. The variety of soil types ensures prolific flora during spring. Caves in the vicinity of the town have produced valuable archaeological finds from its different inhabitants, over time. The magnificent Verlorenvlei, which flows into the Atlantic Ocean at Elands Bay, is a haven for over 180 bird species.”*

### 7.3.1 Attractions

Attractions in Elands Bay, as listed on provincial and municipal marketing forums and destination directories, include the Elands Bay Cave rock art, whale watching and dolphin spotting, mountain walks and hikes, mountain biking, mountaineering and 4x4 trails, rubber-ducking, surfing, horse-riding, fishing and birding as well as great picnic spots, a hotel and a caravan park.

### 7.3.2 Categories of Visitors at Elands Bay and Baboon Point

Visitors to Elands Bay and Baboon Point can be divided into three categories:

- Destination tourists (people that specifically come to visit Elands Bay);
- Thoroughfare tourists (people that are merely passing through Elands Bay); and
- Local visitors (people from the area who visit Elands Bay and Baboon Point).

It is logical that one should aim at attracting more visitors in total, and convince those who drive through to stay longer and spend more money. Visitors must know that the facilities and experiences that they will get in Elands Bay and at Baboon Point in particular are on a par if not better than those offered by other attractions in the region and along tourism routes.

### 7.3.3 Websites Marketing the West Coast Region and Elands Bay

There are several websites that market the West Coast region as a natural and cultural (including heritage) destination and route. The Elands Bay Cave is specifically marketed by the West Coast District tourism website ([www.capewestcoast.org](http://www.capewestcoast.org)) as well as by the South-North Route ([www.south-north.co.za](http://www.south-north.co.za)), which specifically targets heritage routes along the West Coast of southern Africa. It is important to keep these websites up to date and to respond rapidly and meaningfully to requests for information.

### 7.3.4 Tourism routes

Elands Bay also lies along the Crayfish Route, which mentions birding at Verlorenvlei and the Elands Bay Cave as attractions. The community-run Elands Bay Vleihuisie Guesthouse is also mentioned as part of the route; however the guesthouse was not operational at the time of writing. Baboon Point is also a prominent site on the National Khoe and San Heritage Route and the West Coast Heritage Route. Elands Bay, with its rare left-hand side point break, is also a hotspot for surfers from around the world.

Wider tourism routes in the West Coast District that enhance the potential of Elands Bay include the following:

- The South-North Tourism Route, which consists of a set of self-regulating community-based tourism routes, including the Crayfish Route, Kamieskroon Route, Hardeveld Route, Richtersveld Route, Diamond Route and Nama Route (which extends into Namibia);
- The Cederberg Heritage Route consists of a collection of four community-based walking trails, a similar initiative to the four trails now featured in the West Coast Biosphere Reserve;
- The Flamingo Birding Route stretches from Cape Town to the mouth of the Olifants River, into the hinterland to include the Cederberg Mountains, and back to Cape Town;
- Culture routes consisting of San cultural experiences, various mission stations, quaint little fishing villages and “old way of life” experiences;
- The Flowers Route, which combines the West Coast National Park, Cape Columbine Nature Reserve, the private reserves around Darling and Hopefield, and the annual wildflower shows at Clanwilliam, Hopefield and Darling; and
- Wine routes, including the Darling Wine Route, the West Coast Wine Route and the Swartland Wine Route.

Additional tourism routes which are still in the planning phase include:

- The National Khoe and San Heritage Route that is currently under preparation by the national Department of Arts and Cultures (DAC); and
- The West Coast Heritage Route.

The towns of Clanwilliam and Citrusdal form the hubs of much of the above-mentioned tourism activities. These routes are based on a wide range of tourism attractions that are very specific to the district. This includes iconic products like Rooibos Tea and Buchu, both

San in origin, but also its archaeology<sup>17</sup> and large numbers of San rock art sites. The Baboon Point PHS encapsulates much of this, making it a truly iconic site, representative of much of what the district has to offer.

### **7.3.5 Conclusion**

Elands Bay is well positioned in the provincial and municipal marketing forums as well as on accommodation and travel directories. However, there is insufficient tourism information and coordination in the town itself<sup>18</sup> and the cultural landscape is not used effectively. There are a limited number of guesthouses in the town and along Verlorenvlei, and the tourism support economy is limited, particularly in terms of the involvement of local long-term residents.

## **7.4 Service Sector**

The service sector at Elands Bay is made up of a number of small enterprises providing services and amenities on both a formal and informal level. These businesses operate within Elands Bay central business district, as well as in the nearby Seabreeze community and offer various supportive services such as mechanical repairs, consumables, materials, general goods, cell phone repairs, etc.

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<sup>17</sup> Specific reference is made to caves on hiking trails, and the Matzikama tourism office in Vanrhynsdorp is listed as the contact in this regard.

<sup>18</sup> Elands Bay tourism interests are served by the Lambert's Bay Tourism Office.

## 8 Preliminary State of Conservation and Risk Assessment

The state of conservation at the Baboon Point PHS<sup>19</sup> is poor and several key risks exist that have to be managed in the short-term to ensure protection of the site and the values of the site.

### 8.1 State of Conservation

A preliminary and rapid assessment of the state of conservation of the Baboon Point PHS is based on-site assessment and consultation with knowledgeable local people and the scientific community who have studied this site for many decades.

#### 8.1.1 State of Conservation of the Heritage Resources

The community of residents in Seabreeze holds a significant knowledge base, stemming from their Khoesan ancestry. Deep memory and traditional knowledge exist within this community, and it too requires protection and management. This living tradition was undermined by Apartheid and is degraded by the current social economic ranking, and loss of traditional ways and stories.

The Elands Bay Cave has been vandalised with graffiti on numerous occasions. Activities by visitors, such as the making of fires, touching the rock face, spraying liquids onto the paintings, graffiti or deliberate destruction of the rock face, have caused further degeneration of the rock art. Most of the painted area inside the cave is covered with a thin layer of silica that has protected the rock art from the elements for thousands of years. However, water run-off along the rock face is adversely affecting the quality of the Elands Bay Cave rock art in places. Immediate action is needed to prevent further degradation of the rock art. There are no effective mechanisms in place to prevent easy access to the paintings; nor are visitors provided with information on how to treat the paintings. An information board about shell middens was erected at the side of the road below Elands Bay Cave by Coast Care, but it was stolen in 2011.

The radar station and fishing compound sites have been plundered. Some of the buildings are structurally compromised and the radar tower, for instance, is shedding concrete fragments, creating a safety risk. Contamination by collapsing asbestos roofs is also a hazard, so too are the open manholes, French toilets and septic tanks. The area is littered with refuse, and human waste and excrement, and there has been an accumulation of waste, demolition rubble and sharp objects dumped here over the years. Some of the derelict buildings are being used for illegal crayfishing activities. Other smaller caves and middens remain in a better condition, although some of these are exposed to off-road traffic resulting from illegal driving in the fore-dunes.

#### 8.1.2 State of Conservation of the Natural Landscape

The Succulent Karoo vegetation remains in good condition, although degraded in certain parts due to physical surface disturbance. The dust from the dirt road is covering adjacent vegetation. Uncontrolled off-road traffic has further negatively impacted on the surrounding

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<sup>19</sup> Local economic development planning is required which should be implemented together with local stakeholders. It is noted that further work in Elands Bay is required to achieve this as well as to integrate the PHS with local economic development planning.

natural coastal habitat and open air heritage resources like shell middens. The use of the open area adjacent to the old crayfish factory as an informal parking area during peak fishing periods, contributes to degradation of the immediate area and requires active management.

### 8.1.3 State of Conservation of the Visual Landscape

The visual character and related sense of place at Baboon Point and along the coastline south of the Point has thus far been only partly disturbed, compared to the area impacted by Elands Bay town and around the Point to the north. Current visual intrusions on to the landscape to the south include the dirt road through the site, while the reflective nature of the concrete pylons along the railway line represents a significant visual intrusion on the landscape. To the north the eroding mountain side requires attention and rehabilitation.

## 8.2 Risk Assessment

A rapid screening of threats to the site provides initial indicators of the risks and threats to the integrity and authenticity of the site. These indicators have been developed in collaboration with HWC officials, as well as knowledgeable local people and scientists.

### 8.2.1 Major threats to the values of the site

Some development proposals made by land owners within the PHS, for example, could generate new negative impacts on the Baboon Point landscape. Potential impacts include: loss of environmental quality, cultural resources and sense of place; skewed distribution of benefits from the natural and cultural resources; reduced indirect socio-economic benefits, and reduced future value of the site. This creates a risk for *ad hoc* development and places the visual character and value of the site, particularly as viewed from the cave, under threat. Furthermore, lack of monitoring the use of this site may further contribute to the degradation of various aspects of the cultural, natural and visual landscapes. In this regard the rock art is especially vulnerable to further damage.

### 8.2.2 Key factors contributing to the threats

There are a number of interrelated factors that contribute to the existence of the threats to the integrity and authenticity of the site and the broader landscape. These include the following:

#### Unmonitored Site Access

A dirt road runs through the site, giving uncontrolled and unmonitored access to the site and its heritage. The site also attracts large numbers of people during the crayfishing and snoek seasons, leading to substantial pressure on the site through higher usage. Use of this site for illegal crayfishing and poaching activities also contributes to the degradation of heritage resources.

#### Disjointed Site Protection Efforts

Protection efforts at the site are *ad hoc*, disjointed and insufficient. Parties that attempt to prevent the degradation of the site often do so outside of formal frameworks and at their own cost. Improving this situation will require the intervention and support of the relevant government structures, and making available financial assistance and capacity building support.

### Fragmented Jurisdiction over the Site

Landownership is fragmented, which leads to conflict around development rights and current and future use of the site. HWC is the only entity with jurisdiction over the entire PHS; however, local stakeholders have no jurisdiction over the site. All in all this creates a situation of fragmented responsibility and shortfalls in the monitoring and management of the site. Meetings with the local community of Elands Bay and other interest parties show that there is much appreciation of the value of Baboon Point as a heritage resource and means of local economic development. However, any attempts to use and protect the site are likely to remain ineffective or unsuccessful without an empowered local management structure, which has jurisdiction over the site.

### Insufficient Integration with Local Planning Frameworks

There is a lack of guidelines governing development on and around the PHS. The Cederberg Local Municipality's Integrated Development Plan (IDP) gives broad recognition to the value of heritage and natural resources and describes the value of these for the tourism industry. However, the Baboon Point PHS is not specifically included in its planning. It is also not represented in the 2010 Spatial Development Framework (SDF) for Elands Bay. Even though the 1996 SDF recommendations included a 'no development zone' at Baboon Point and along the coastline, the 2010 SDF illustrates the Elands Bay urban edge extending into the PHS (further detail on land use is provided in Section 3). In order to ensure the protection and sustainable use of the site, it is vital that the Baboon Point CMP be integrated with local development planning and that these reflect the conservation needs at the PHS.

## 9 Management Body

HWC is the statutory body responsible for the management of the Provincial Heritage Site. HWC can make decisions about the management and use of the site in accordance with Section 42(1)(a) of the National Heritage Resources Act (1999). This clause further allows the provincial heritage resources authority to establish a 'heritage agreement' with a local community to conserve and improve, or present and interpret a defined heritage resource, in this case the Baboon Point PHS.

A number of stakeholders are already informally involved in the monitoring and management of this heritage site, including specifically the HWC Baboon Point Steering Committee in Cape Town, Coast Care, WCAC and EBEDAG. However, as none of them have statutory powers or in the case of the HWC Baboon Point Steering Committee are remotely located from the site, management efforts have at best been erratic and unsystematic. HWC, as the responsible authority, now has the opportunity to guide the establishment of a Management Body that can be effective. Such a body should be an interim body until it is proven that it has the capability to manage the site.

The Seabreeze Reference Group has been established, specifically for the purpose of planning the management of the site, and in particular to monitor and steer participatory planning at the local level. The group remains open to all stakeholder participation and therefore can be readily expanded into the Baboon Point Reference Group. The next step would be to establish the Management Body more formally. Most definitely the site cannot be managed from afar unless it is put under lock and key and protected bars. Moving from the current situation where the site is largely unmanaged to one where it is effectively managed will necessarily require a process that will be somewhat adaptive, conducted under the auspices of HWC and must include capacity building of local people.

### 9.1 The Seabreeze Reference Group

The Seabreeze Reference Group, established as a local reference group for project planning, is currently representing many local groups, already involved in the activities related to the future use and conservation of this unique site. Currently the Seabreeze Reference Group<sup>20</sup> represents:

- Coast Care;
- West Coast Aboriginal Council;
- Elands Bay Youth Group;
- Elands Bay Advice Office;
- Crayfish Hiking Trail;
- Xhosa community; and
- Verlorenvlei Estuary Management Forum.

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<sup>20</sup> This group was established a meeting in Seabreeze on 6 September 2012 that was advertised locally. Local representation was nominated at that meeting.



This group has been holding meetings on an “as needed” basis during the planning process. It operates in an inclusive manner, and welcomes all stakeholders to join in the effort towards the protection and sustainable use of the Baboon Point PHS and surrounding buffer area. Additional local organisation representation present during such meetings includes:

- South Africa Fishers Front, representing local small-scale fishers;
- Engelbrecht Primary School Governing Body; and
- Coastal Links, representing small-scale farming initiatives.

In terms of implementation and day-to-day management and operations on-site, it is recommended that a member/s of the local community initially volunteer, and when funding is accessed, be appointed through a programme or project. The conceptual beginnings of the organisational structure must be further discussed during the participatory planning process. It is essential that the Management Body remain task orientated, in terms of conducting work in furtherance of the wise management of the Baboon Point PHS. The required agreement and level of cooperation would need to be discussed with landowners.

## **9.2 Criteria for Establishing a Management Body**

As a start the Management Body can be established informally. It is recommended that HWC chair the body for at least the first year, or as required and agreed through further planning. The formal Management Body should be established when capacity has been proven. As a national asset, protected as a PHS, HWC can never relinquish its responsibility – which requires the establishment of an effective management body. Criteria that can be used to determine membership of such a body should include:

- Stakeholders that have a legal responsibility to manage the site;
- Stakeholders that stand to win or lose through effective heritage management on the site;
- Stakeholders willing and able to contribute towards the responsible use of the site, and the promotion of LED on and around the site;
- Stakeholders that can illustrate an active track record in the effective management of heritage sites;
- Stakeholders that provide network through linkages to the national Department of Arts and Culture, in terms of the National Khoe and San Heritage Route, for instance; and
- Other parties with vested interests can also be invited to be part of the management body.

HWC can guide the Seabreeze Reference Group and then the broader Baboon Point Reference Group, and vice versa. In this manner, the establishment of the Management Body can be scheduled and can lead to a formal heritage agreement, which will detail the roles and responsibilities of stakeholders.

### 9.3 Composition of the Management Body

The Seabreeze Reference Group can expand into a broader Baboon Point Reference Group<sup>21</sup> and include other stakeholders who will stand to either lose or gain through the effective heritage management of the site. In other words the body should represent stakeholders that have a direct stake in the site, can contribute towards effective heritage management on the site, and who have a legitimate role to play in using the site to support LED. These stakeholders include:

- HWC;
- Seabreeze Reference Group;
- West Coast Aboriginal Council, EBEDAG, VEMF and the landowners, being Midnight Storm 170 (Pty) Ltd, Department of Public Works, Stephen Mildenhall and Smit Boerdery cc.;
- UCT Department of Archaeology and the Association of Southern African Professional Archaeologists (ASAPA);
- Cederberg Municipality and West Coast District Municipality management and planning officials;
- DEA&DP, Cape Nature and Department of Agriculture, Forestry and Fisheries;
- Coast Care, Crayfish Hiking Trail, ECDO, South African Fishers Front, Coastal Links, Elands Bay Youth Group, local tourism and hospitality representatives; and
- Special interest groups like, World War II Veterans of South Africa, or any other groups.

Scientific representation, especially archaeological support, within the Management Body is required in order to provide clear guidance on measures for protection and rehabilitation of heritage resources and to promote future research, this being at the core of the unique value of this site. Other technical experts may also be appointed by the Management Body on an *ad hoc* basis to ensure that the required capacities and skills are available where and when relevant.

A conceptual institutional arrangement of the Management Body as described above is represented graphically in Figure 8.

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<sup>21</sup> There was unanimous support for this expansion during a public meeting held on 16 February 2013.

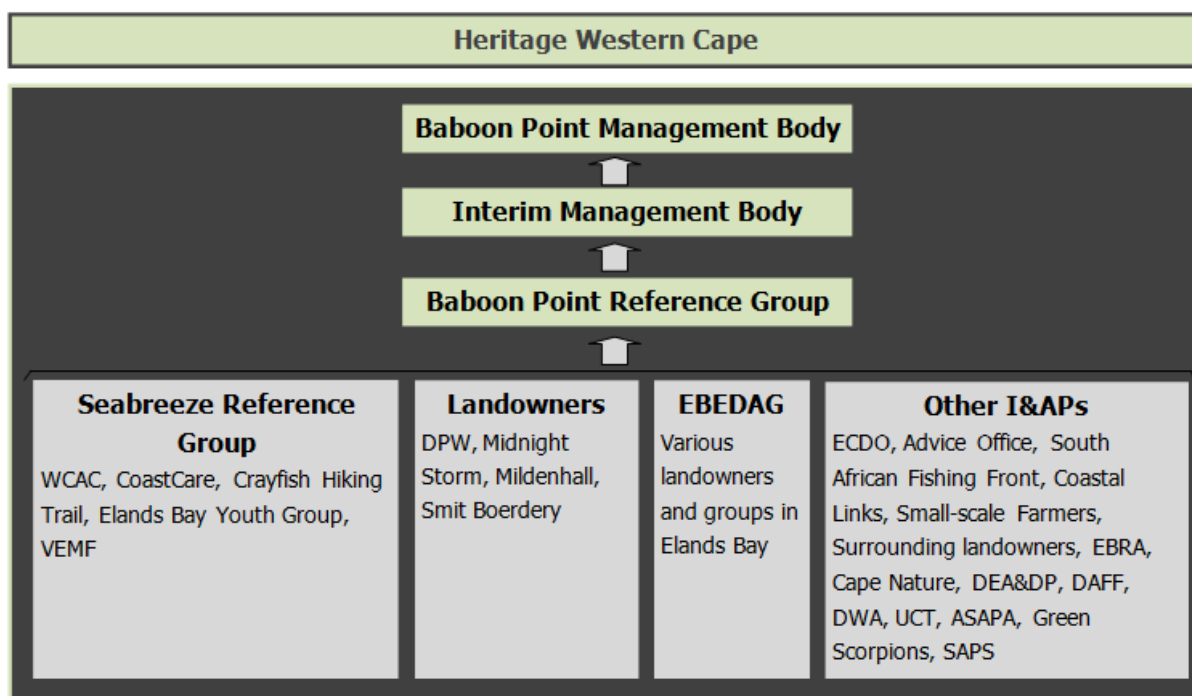


Figure 8: Conceptual institutional arrangement of the Management Body

#### 9.4 Aim of the Management Body

The Management Body will be responsible for upholding the Conservation Policy and Principles (Section 1.4); it must ensure the protection and sustainable use of the site, source funding and deal with *ad hoc* issues and problems experienced on a daily basis, like managing the impacts of the snoek run on the site.

##### **The Management Body will have the following core management aims:**

**Aim 1:** Protect and conserve the significant and unique heritage values of the PHS.

**Aim 2:** Provide guidance for the responsible development of nature and culture-based tourism.

**Aim 3:** Promote transparent decision-making and the participation of all stakeholders.

**Aim 4:** Put in place an adaptive site management system that is based on recognised heritage management principles and planning methods.

Additional aims can be added during the participation process of this living Conservation Management Plan.

This body must link with other similar sites in order to ensure that Baboon Point is well positioned amongst national initiatives, like the National Khoe and San Heritage Route, for instance. This body must ultimately ensure the sustainable and equitable use of the site, in line with best practice local resource management. The body will be further responsible for policy, planning and implementation related to the management and use of the site, as and when funds become available.

## 9.5 Authority of the Management Body

HWC will evaluate the performance of the Management Body and adapt the relationship and responsibility in terms of the heritage agreement, accordingly. The Management Body will report to HWC, who have final decision making power in order to keep decision-making closely tied to the effective management of the heritage resources, a local and national asset. HWC holds all authority in the permitting and licensing of research and filming permits. At the inception meeting the pillars of the constitution of this Management Body can be determined and the steps can be clarified in terms of how the members will pursue the vision for the site, and develop guidelines for how the body will function.

## 9.6 Management Body as a Vehicle for Implementation

It is proposed that the Baboon Point Reference Group be established in early 2013 at a public meeting. The establishment of a formal Management Body as a vehicle for implementation remains in the hands of HWC as the responsible authority that oversees the well-being of the site. As an interim body the Baboon Point Reference Group will initially play an advisory role, and will assist and facilitate establishing the required common agreement amongst stakeholders. Gradually the required heritage agreement can be worked out between the responsible authority and the Baboon Point Reference Group. Once checks and balances have been worked out, and are agreed upon, the Baboon Point Reference Group can graduate to an Interim Management Body.

The immediate priority actions further include the sourcing and securing of funding, and institutional capacity building. Staff employment thus must be handled according to the current requirements of labour best practice as related to public works programmes.

## 9.7 Institutional Development, Monitoring and Assessment

The process above describing the evolving institutional arrangements are proposed in the light of practicality, financial austerity, interest of parties in the site, and in order to maintain fair, inclusive and transparent management of the PHS. Furthermore, this CMP is based on a conservative financial approach given financial austerity, nationally and internationally, and the challenges involved in developing tourism businesses, especially under current economic conditions. Accordingly:

- A 'start small' strategy is key to allowing the successful establishment of a Management Body;
- The Seabreeze Reference Group, established as a local group specifically for the purpose of getting affective management of the site in place, can be expanded into the Baboon Point Reference Group. This Baboon Point Reference group can graduate into an Interim Management Body when all checks and balances are in place. When this body has a proven track record of management under the supervision of HWC it can graduate to becoming the Management Body. The Management Body should be encouraged and allowed to evolve and grow, as time and access to resources allow, though the responsibility of HWC for the welfare of the site and having the authority to do so, can never be relinquished;
- Care should be taken to ensure that activities do not outstrip the financial foundation of the PHS through stringent internal financial control; and

- Development in the PHS, its management structures and processes should be externally evaluated on a regular basis.

## **9.8 Heritage Agreement Framework**

The heritage agreement framework below can be used to guide the compilation of a more detailed and specific heritage agreement, clarifying roles and responsibilities of the eventual Management Body enshrined in its Constitution. Policies must be established and implementation plans drawn up that are in line with the objectives, policies and principles described in the CMP.

### **9.8.1 Principles for Membership**

A set of principles that determine eligibility for membership of the Management Body are necessary in order to ensure public faith in the membership of the Body and its operations. A set of generic membership principles is provided in the Reference Bundle: Appendix D. The heritage agreement between HWC and the Management Body may further detail these principles and requirements while retaining the underlying principles of political neutrality and declared public interest.

### **9.8.2 Principles for Operation**

A set of operating principles and a Code of Conduct for the Management Body are necessary in order to ensure that decision making and implementation are conducted in an inclusive and transparent manner. A set of generic operational principles is provided the Reference Bundle: Appendix D. The heritage agreement between HWC and the Management Body may further detail these principles as required, while retaining the underlying principles of the effective management and sustainable use of the site in the broader interest of the public.

### **9.8.3 Policy and Planning**

In terms of policy and planning, the Management Body has the following responsibilities:

- To formulate conservation and management policy, and regularly update these as required;
- To ensure that the site is managed according to the Management Plan and possible extensions to it, and that the management goals are achieved;
- To ensure that regular consultation and communication takes place with all stakeholders;
- To regularly evaluate the implementation and performance of the Management Plan;
- To source the necessary funding for the maintenance, marketing and appropriate development of the PHS;
- To review and adapt annual budgets;
- To promote appropriate heritage related development within the Baboon Point cultural landscape;

- To ensure that the interests of the Baboon Point PHS and cultural landscape are included in local government spatial and development planning frameworks;
- To formally appoint a member/s of the local community and/or other stakeholders to run the on-site management and operations; and
- To ensure community benefit and capacity building in terms of the responsible utilisation of the site.

#### **9.8.4 Implementation**

In terms of implementation and the day-to-day management and operations on-site, the Management Body has the following responsibilities:

- Negotiation with landowners in terms of programmes and projects within the PHS;
- Professional and practical implementation of the action plans and procedures;
- Liaison with all stakeholders;
- Overseeing preservation/construction activities at the PHS;
- Management of development activities;
- Management of employees;
- Monitoring activities at the PHS;
- Monitoring of land use;
- Marketing management;
- Tourism management;
- Planning of the meetings;
- Day-to-day financial management and book keeping;
- General record keeping and administration; and
- Monitor the lawful use of the site and as necessary conduct reporting to the relevant responsible department.

#### **9.9 Conclusion**

The continuation of the work of the Seabreeze Reference Group, the expansion into the Baboon Point Reference Group and the establishment of an Interim Management Body, and finally a Management Body, should be seen as a work in progress and subject to the availability of resources, support and funding. HWC is the body that is ultimately responsible for the conservation of the heritage site, at least in legal terms. This operational management can be devolved to the Management Body, which will answer to HWC, and the functioning of the Management Body will rely on a clear and direct initial agreement with HWC to clarify the principles of engagement and its functions and operations. One of the essential objectives of this CMP is to foster local ownership of heritage resources and management of the PHS, as well as to facilitate the empowerment of the local community and to build its capacity over time. In essence the desired situation is one in which HWC and

the Management Body have a shared responsibility in the management of the site; with statutory responsibility residing with HWC and the Management Body bringing local management capacity to the site (at least after some time); however, the exact composition of the Management Body needs to be negotiated, agreed upon and its functions clearly spelled out within the existing legal frameworks. The relationship between HWC and the Management Body may be formalised in a Joint Management Body, which is a commonly used type of structure in which community interests, land ownership rights and statutory responsibility can be merged in the common pursuit of conservation objectives and sustainable outcomes.

## 10 Financial Management

Financial management is a key function to the success of the management of the Baboon Point PHS, in order to ensure local economic development and capacity building. From the outset, it is necessary to clarify that Heritage Western Cape does not currently have the required funding to manage this site, yet through forming partnerships with local stakeholders and landowners, integration with local and regional development and spatial planning frameworks, and through marketing of the site, funding opportunities are possible.

### 10.1 Management Expenses

The following expenses are applicable (but not limited) to the conservation and management of the Baboon Point PHS:

- Restoration and maintenance of rock art and other heritage exhibits;
- Site interpretation and marketing;
- Repair and construction of infrastructure (e.g. signage, boardwalks, lavatories, etc.);
- Procurement of fixed assets;
- On-going operational costs including maintenance;
- On-site implementation/management remuneration;
- Consultant/contractor fees; and
- Research, training and social investment.

### 10.2 Financial Management Guidelines

Key elements of financial management include the following:

- The Management Body is responsible for financial management and should appoint one of its members as a Treasurer;
- The Management Body can establish a Trust account to hold rents, donor monies, research funding, filming permit fees, etc. and set in place appropriate mechanisms to ensure proper control over the use of the account. As a minimum requirement the signatures of the Treasurer and Chairperson (or his/her appointee) should be needed to withdraw monies from the Trust account;
- The Management Body should also put in place proper financial procedures, to ensure that proper bookkeeping takes place and that the books are audited once per year;
- The Management Body should review and approve a detailed annual financial report covering all expenditures and incomes generated at the Annual General Management Meeting, or more frequently if deemed necessary;
- The Management Body should review and approve a short (1 year) and long term (3/5 years) budget on an annual basis. The budget should also identify financial needs and possible sources of funding;



- The Management Body should ensure that financial reports are audited once per year. Audit reports of the previous year should be submitted at the first meeting of the following year and again at the Annual General Management Meeting. These reports and audited documents should be presented at Annual General Community Meeting and otherwise be made available to the members of the community in printed form at a suitable location in Elands Bay; and
- The Management Body may in time make increasing use of the on-site management to generate financial budgets and reports, while retaining ultimate control over financial management.

### 10.3 Funding

It should be noted that the approach to the financial aspects of management is a conservative one, based on the financial resources of HWC, financial austerity, nationally and internationally, and the challenges involved in developing tourism businesses, especially under current economic conditions. Tourism has proven to be rather robust in the light of global financial austerity. The successful development of the PHS as a tourism destination can go a long way toward funding the management of the PHS, given that the financial requirements are relatively modest and because the development of a visitors centre and small-scale accommodation facilities can be achieved through grants and possibly joint-venture funding. The protection of the entire cultural landscape, and not the EBC alone, is however necessary to make this a truly attractive place to spend the night and possibly a day.

The Management Body should actively engage with potential donors in order to source funding. Potential donors include non-governmental organisations (NGOs) and the National Lottery Distribution Trust Fund, as well as private sector companies or individuals. In addition, the Management Body should have a presence in local municipal planning forums so as to take advantage of potential development grants and/or initiatives which could provide funding for heritage and culture related projects. In this regard the Baboon Point PHS can serve as a draw-card and the Management Body can assist in facilitating the entry of local community members into the natural and cultural tourism economy of Elands Bay, the West Coast and South Africa.

## 11 Communication

Effective communications within the management structure, as well as information sharing and inclusion of stakeholders in information sharing and decision-making, is a prerequisite for successful local management of the site.

### 11.1 The Importance of Communication

Inclusive consultation is especially important considering the fragmented landownership and responsibility at the site, in conjunction with the inequitable distributed socio-economic conditions at Elands Bay.

On-going communication with the scientific community is also very important; particularly regarding the protection and rehabilitation of the heritage resources, access to these resources for further research, as well as in keeping site interpretation up to date and its contribution to maintaining public interest.

The site regulations and visitor protocols, as to what is appropriate behaviour within the site, is another important component of communications which needs to be provided on-site.

Furthermore, trained heritage guides and well positioned marketing, together with innovative and effective site interpretation can assist in attracting visitors, as well as potential donor funding for heritage management related projects and initiatives.

### 11.2 Outline of Communications

Whilst formal communications within the Management Body, as well as with the key stakeholders, will generally take place during the Management Process Meetings as described below, more regular communication with local stakeholders should take place as required. This can include communications through media like newsletters, notices, local papers, radio and informal meetings. The Management Body should also provide Local, Provincial and National Government and relevant institutions like Cape Nature, Transnet and WESSA with written feedback at least once per year or more frequently, as appropriate. Regular communication with donors should take place as per agreements and contracts.

#### 11.2.1 Communication Responsibilities

The Management Body will be responsible for all communication with all stakeholders. The Management Body may in time transfer some of these responsibilities to the on-site management, especially the following:

- Daily communication with employees of the Management Body;
- Monthly meetings;
- Regular communication with operators of businesses and facilities at Baboon Point, as well as tourism enterprises in the vicinity;
- Regular communication with the community and general public; and
- On-going communication with other interest groups and organisations, as needed.

### 11.2.2 Communications and Information Sharing Plan

Should the Management Body formalise a Communications and Information Sharing Plan, the following guidelines will apply:

- This Plan must be approved at the Annual General Management Meeting and explained at the Annual General Community Meeting;
- This Plan will clearly determine what has to be communicated, by whom, to whom (specific interest groups), when and how in terms of the various media like newsletter, workshops, newspaper, etc.;
- It should contain clear steps that are linked to dates;
- It should also allocate budgets to these activities that are reflected also in the overall annual budget;
- Any stakeholders may request the Management Body, at the Annual General Community Meeting, to make available any category of information needed by them for informed decision making;
- The Management Body may not unreasonably refuse this information and, if it is not possible to provide the information in the course of the meeting, must specify when and how it will make the information available; and
- This Plan should be updated annually.

### 11.2.3 Reporting

An Annual Report, Plan and Budget should to be developed for each of the management functions, to be presented at the Annual General Management Meeting for approval and for discussion and general inputs at the Annual General Community Meeting. These documents do not need to be overly complicated, but must be short, specific and written in an accessible style. Plans and Reports should be presented at the Annual General Community Meeting in Afrikaans, with translation into English as appropriate for other stakeholders. However, the Afrikaans versions should serve as the source documents should issues around interpretation arise. The reasoning behind this is to ensure that the local community stakeholders retain maximum insight into and control over proceedings, and that community-based stakeholders are not marginalised from the process as a result of language.

### 11.3 Management Meetings

The management revolves around a number of key meetings:

- Annual General Management Meeting;
- Annual General Community Meeting; and
- Specific and *Ad Hoc* Stakeholder Meetings.

It is at these meetings that formal reports regarding the Body's implementation planning, finances and other management functions are presented and discussed and where accountability within the management structure is underpinned. Further detail on the management process meetings is provided in the Reference Bundle: Appendix E.

## 12 Specific Plans and Site Regulations

A key objective of this CMP is to protect, maintain and sustainably utilise the heritage resources within the Baboon Point PHS. Accordingly, site management considers the relevant legislation and guidelines; inputs from archaeological and historical record preservation forums; and the vision, mission and objectives of this CMP. The Site Interpretation Plan is central to the effective management and use of the PHS. To further effective management planning, the following Specific Plans and Site Regulations should be compiled and implemented:

- Site Interpretation Plan;
- Heritage Protection and Rehabilitation Plan;
- Environmental Management Plan;
- Tourism Development Plan;
- Marketing Plan;
- Infrastructure Development Plan, and
- Site Regulations.

Each of these is discussed below with reference to the Heritage Resources and Site Sensitivity Map provided in Figure 9 overleaf. Detail on a Communication and Information Sharing Plan is described in Section 11.

## 12.1 Site Interpretation Plan

Site interpretation is a pivotal factor in the field of cultural and heritage tourism. In order to make the site sought after, the stories of the site must be retold, especially to the children of Elands Bay. Research and documentation opportunity around these aspects are plentiful.

The Australian Burra Charter (1999) contains the following articles regarding site interpretation:

- “The cultural significance of many places is not readily apparent and should be explained by interpretation. Interpretation should enhance understanding and enjoyment and be culturally appropriate.” (Article 25);
- “Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, and reconstruction), the use of and activities at the place, and the use of introduced explanatory material.” (Article 11.1.7); and
- “Significant associations between people and a place should be respected, retained and not obscured. Opportunities for the interpretation, commemoration and celebration of these associations should be investigated and implemented.” (Article 42.1).

Site interpretation should provide the significance and history of the site in a manner which is inclusive of the site’s layered heritage as well as the various interpretations of the heritage resources, and should utilise appropriate mediums. Accordingly, the Management Body should formulate a Site Interpretation Plan. The steps involved in the planning and execution of the Site Interpretation Plan are provided in the Reference Bundle: Appendix F.

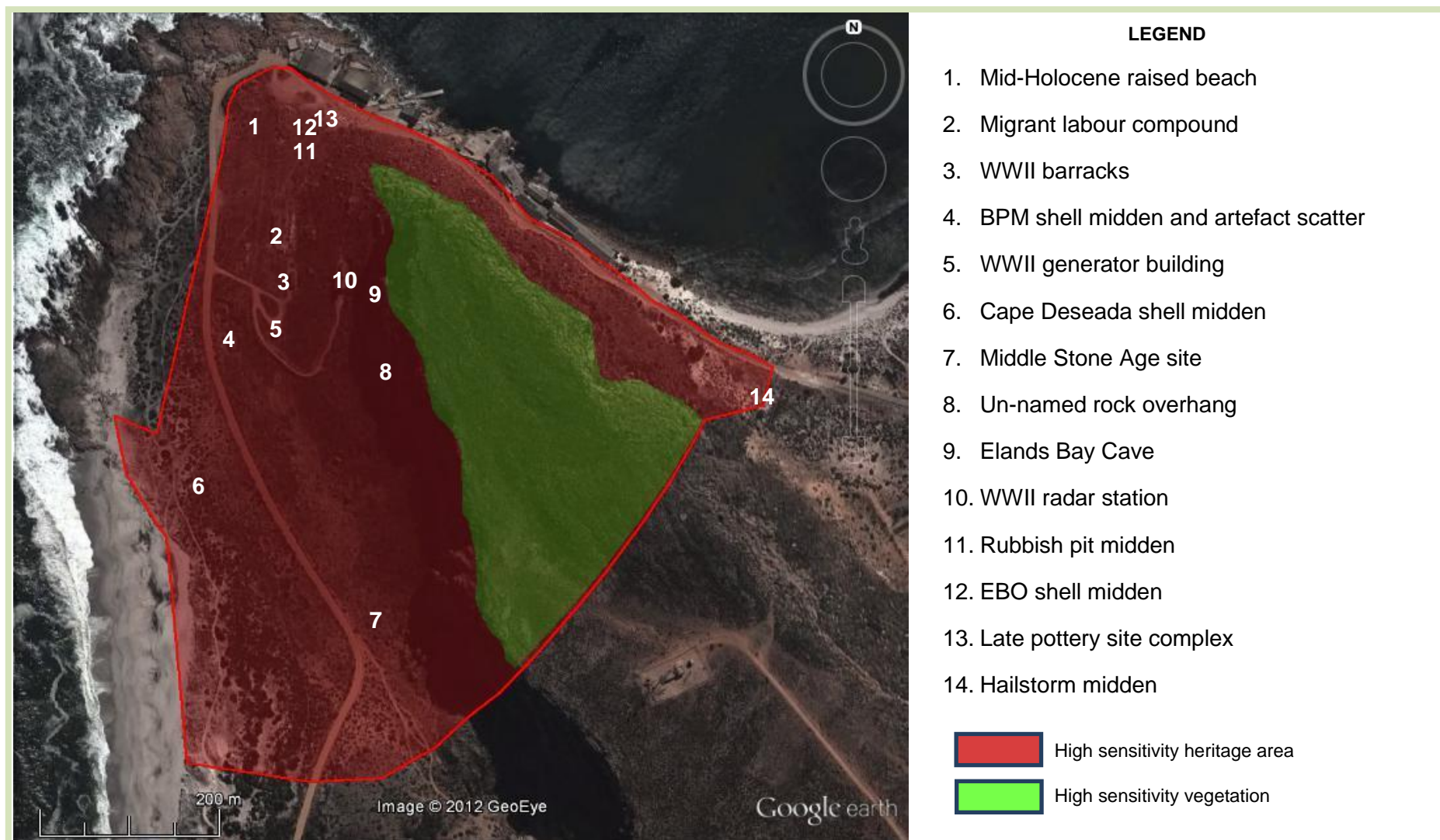


Figure 9: Heritage resources and landscape sensitivity within the PHS

## 12.2 Heritage Protection and Rehabilitation Plan

The preliminary state of heritage resource conservation is detailed in Section 8. This Section should be updated at intervals determined by the Management Body as a standalone report. In this regard, a State of Conservation Report is a strategic document put together by an independent professional which establishes the state of conservation of the heritage resources within a cultural heritage site.

Site specific management plans are for instance required for the prominent archaeological sites. The State of Conservation Report forms the basis of the Heritage Protection and Rehabilitation Plan, which should assess the state of conservation of the tangible and intangible heritage of the Baboon Point PHS. The information provided should help to set the short and long-term objectives of the Heritage Protection and Rehabilitation Plan, as well determine parameters for the management of specific archaeological sites in terms of required resources for effective management, and identification of opportunities and threats. Effective implementation of such planning is of course a crucial part of the work process. As more insights are gained along the way, site regulations could also be compiled in order to regulate certain unnecessary or destructive practices. The State of Conservation Report should be updated as required.

A Heritage Protection and Rehabilitation Plan is required in regard to measures for the protection and rehabilitation of heritage resources, and could range from physical interventions to protect the rock art from the elements to infrastructure aimed at restricting the access of visitors. This Plan will be informed by the Heritage Resources State of Conservation Report, and specific actions and progress should be reported on by the Management Body in this Plan. The Heritage Protection and Rehabilitation Plan should also draw on the Archaeological Resources Management Guidelines below, and be reviewed on a bi-annual basis or as required; to include the following:

- Short and long-term objectives for heritage protection and rehabilitation;
- Actions/measures for the protection and rehabilitation of heritage;
- Progress on specific measures and actions; and
- A suitable budget.

This Heritage Protection and Rehabilitation Plan should be freely available to all stakeholders, and included in the Annual General Community Meeting.

### 12.2.1 Mitigating Specific Threats

The Heritage Protection and Rehabilitation Plan needs to address and mitigate the specific threats to the PHS heritage resources (see Section 8.2). These include:

#### Access to the PHS

The Transnet service road which runs through the PHS represents a major risk to the site and its heritage resources. It is recommended that this road be closed and rehabilitated in consultation and with co-operation from Transnet. The closing of the road will also assist in the prevention of off-road driving along this area of the coastline, visibly hidden from Elands Bay. It is however still recommended that the current free access policy be maintained given current constraints, until a solution is found by the Management Body.



The use of the open area adjacent to the old crayfish factory during peak fishing periods contributes to degrade the area. Control over the use of this area needs to be addressed and can immediately be improved through demarcating appropriate parking areas and signage. During periods of heavy usage, the Management Body could arrange for the training and appointment of 'heritage inspectors' from the local community to ensure that protocol is followed. The Cederberg Municipality also has the responsibility for providing appropriate services to the area, yet these need to be planned and approved prior to any work being conducted.

Access to the Elands Bay Cave can be appropriately improved and signage incorporated, to embed the value and the need for protection of the site to all users.

### Elands Bay Cave

Graffiti, and other purposeful damage, on the rock art walls of Elands Bay Cave is a chronic problem which has had to be professionally addressed regularly. Signage, creating a presence at Baboon Point, and increased community involvement in the management and use of the PHS and the associated sense of custodianship can improve the situation.

The floor of Elands Bay Cave has to be covered between excavations to prevent damage to the excavation works and artefacts. Regular monitoring and maintenance of the covering must continue, not only to protect the deposit, but also to ensure that access to the cave and rock art do not cause undue damage to the deposit. Boardwalk construction and signage in the cave can significantly improve access to the rock art and negative impacts to the deposit. Damage to the rock art caused by water runoff along the rock face needs to be managed. The installation of drip-lines for rerouting of runoff should be considered.

### Open Air Archaeological Sites

Not all heritage residues are suitable for exposure to the public without boardwalks, signboards or perhaps even a guide. Specific pathways and routes could be sign boarded and shown on a map. This signage must comply with the Site Interpretation Plan, for instance. At this early stage of development of the site, access to the Borrow Pit Midden can be considered, with the construction of appropriate pathways, a boardwalk and signage. All other open air archaeological sites should currently remain closed to public access.

### Existing Structures

The radar station and fishing compound sites have been plundered, many of the buildings are structurally compromised, collapsing asbestos roofs present a contamination risk and open manholes, French toilets and septic tanks represent further health and safety risks. In addition, there has been an accumulation of waste, demolition rubble and sharp objects over the years on the site, and some of the derelict buildings are being used for illegal crayfishing activities. It is recommended that the Heritage Protection and Rehabilitation Plan address these issues through the removal of waste, rubble and contaminants, and the rehabilitation of these disturbed areas. Remaining hazardous excavations and structures should to be made safe or signposted accordingly. As detailed in Section 0, the use of existing structures for heritage related activities or businesses will create a presence at the PHS, which will further prevent misuse and illegal activities at the site.

## Visual Landscape Management

The service road through the PHS presents a significant visual intrusion. As discussed above, it is recommended that this road be closed and rehabilitated. The reflective nature of the concrete pylons along the railway line represents a significant visual intrusion on the landscape. It is recommended that the Management Body engage Transnet in applying a non-reflective and neutral colour coating to the pylons. The rehabilitation of eroded slopes and earthworks related to road and tunnel construction must be implemented.

A key component of the value of the Baboon Point PHS is the broader cultural landscape in which the site is located. In this regard, activities adjacent to the PHS should be controlled in order to safeguard the authenticity and integrity of the values of the site, particularly where the views of or from the Point are concerned. Further detail on managing activity within this surrounding area is provided in Section 16.1.

## Development

Development within the PHS must be appropriate and should make use of existing structures. Further detail is provided in Section 0. Applications for development within the PHS by landowners are to be handled in terms of the National Heritage Resources Act, and in accordance with the principles of this CMP. As such any development proposal will require a full investigation of the impacts to the PHS, which needs to include an archaeological impact assessment; all prior to the commencement of development. In terms of development, the entire site should be considered sensitive which means that any activity that involves disturbance of the soil must be investigated thoroughly.

### **12.2.2 State of Conservation Report on the Broader Cultural Landscape**

A State of Conservation Report is a strategic document put together by an independent professional which establishes the state of conservation of a cultural landscape. Whilst the state of conservation of Baboon Point PHS is reported on in this CMP, this needs to be further developed to include the broader cultural landscape. It is suggested that the standard UNESCO format be used, and the following information provided:

- An analysis of the development of the landscape and the role of humans therein;
- The consolidation and evaluation of any relevant historical, architectural, archaeological, ethnographic, agricultural, engineering, and ecological data or information;
- An overview of legal requirements regarding the protection of the cultural landscape;
- An overview of the values that the community, specialists and third parties attach to the landscape; and
- The provision of strategic recommendations about the management and protection of the cultural landscape.

The foundation of a State of Conservation Report has already been laid by the extensive research conducted by the UCT and the cultural landscape investigation and mapping conducted when developing this CMP.

### 12.2.3 Archaeological Resource Management Guidelines

Archaeological resource management is the preservation and protection of archaeological sites, areas, and materials, for the purposes of conserving their scientific and cultural values, providing for understanding and appropriate interpretation of them, and safeguarding the interests of future generations. Archaeological resources require specific management. The following guidelines for the management of archaeological resources are proposed and should form part of the Heritage Protection and Rehabilitation Plan:

- A systematic field inventory of sites in the landscape, and also an understanding of current research relating to the sites, structures and materials meriting protection is to be maintained;
- On-going research must be encouraged. The management of research is detailed in Section 13;
- Compliance with statutory requirements as described in Section 5, as well as the operation of statutory controls, permits, authorities and mitigations must be ensured;
- Site interpretation, as detailed in Section 0, is a vital component to the management and use of the site;
- Prescribed visitor protocol and site regulations must be developed and implemented. These must include measures pertaining specifically to archaeological resources, such as:
  - prohibition on the removal of any material from the site;
  - no touching of or application of foreign substances to rock art and associated rock walls; and
  - restriction of movement within demarcated walkways.
- Rock art must be preserved and protected. Apart from maintaining a site presence, the only other way to combat vandalism and graffiti is to teach people to value the heritage by providing information either by signage on-site (preferably not in the cave) and general community capacity building and education. Nevertheless, the occasional rebel who has cause to deface or express an anarchistic view cannot be ruled out. The building of a more formal barrier fence around the inside of the cave and/or construction of a raised viewing platform may help to contain people's activities;
- Archaeological excavations should be backfilled in a manner which does not sterilise or contaminate archaeological residues following or between periods of research;
- The protection and maintenance of sites should be advocated through leaflets, publications and projects;
- The practical value of outreach and education as a means to effective site management are recognised, and can form an integral part in the fostering of local custodianship of the site;
- Provided that the ground surface is not disturbed, the open air archaeology will mostly remain protected, apart from very slow natural environmental forces.

However, if an activity takes place on the site that alters the groundwater levels or chemistry, an impact is likely and will require further investigation;

- A balance between the competing demands of local communities, a variety of regional stakeholders (who may not be 'local'), national interests, professional requirements, and global economics must be maintained. Management must respond and adapt, creating innovative solutions to site management and conservation;
- A resource inventory and up to date state of conservation report must be maintained. These should be updated when any further archaeological investigations take place and new archaeological resources be are discovered, or further information become available through on-going research;
- There are likely to be unknown, below-surface archaeological resources within the PHS. Accordingly, the entire site should be considered sensitive which means that any activity that involves disturbance of the soil, for purposes other than research, must involve either trial excavation beforehand, or in the case of small work, archaeological monitoring;
- Systems of cooperation and liaison with land use interests, the public and local authorities must be maintained to pro-actively avert threats to sites;
- It must be decided whether to provide interpretation of relevant archaeological or historical remains themselves or restore specific heritage resources, at risk of compromising the authenticity of the resource;
- Within the broader context of cultural landscape conservation management, addressing the issues of national policy and development prioritisation, the management of archaeological resources should seek to:
  - establish and maintain co-operative understanding and operational partnership in custodianship and appropriate use of Baboon Point PHS archaeological sites;
  - promote the involvement of the local people in archaeological conservation through opportunities for training, inventory, research, liaison, site maintenance and interpretation;
  - promote the integration and constructive use of the work of all archaeologists and other interested persons;
  - ensure account is taken of archaeological sites in all other types of management and conservation planning;
  - initiate and advocate consideration for archaeological resources in district scheme reviews and in regional planning; and
  - specify areas and sites for particular protection in light of the interest of local long-term inhabitants of Elands Bay in Khoesan sites, as well as in light of field survey and research results.
- The significance of the archaeological landscape must be integrated into the significance of historic cultural landscapes. Section 4 provides further detail on the baseline cultural landscape description and the management thereof, respectively.

It is recommended that these guidelines be updated by HWC and the Management Body in consultation with relevant archaeologists and based upon the outcomes and recommendations of on-going archaeological research.

#### **12.2.4 Monitoring**

The state of the heritage resources and progress in the implementation of protection and rehabilitation actions should be monitored by on a quarterly basis by the Management Body and reports should be lodged with HWC. Professional archaeologists and scientists must be included in the monitoring team. The value of research conducted on the site is also recognised in this regard (refer to Section 13). Monitoring must refer to baseline investigations, State of Conservation Reports as well as the desired state of conservation. Through the process of evaluation and review (Figure 1), the effectiveness of management measures can be assessed and specific controls and action plans can be adjusted accordingly.

### 12.3 Environmental Management Plan

Much emphasis has been placed on the fact that the PHS as part of the Baboon Point cultural landscape is intertwined with the natural landscape. Biodiversity conservation is therefore a critical element in the protection of the cultural landscape and the other way around, and should be managed in a similar manner. Accordingly, an environmental baseline description is required, as too is a set of management measures to conserve the natural environment.

A basic environmental baseline description has been provided in Section 4.2. This description should be updated by an appropriate biodiversity professional and should provide the following information:

- Detailed baseline descriptions;
- The state of conservation of the natural environment; and
- Mapping of habitats and sensitive biodiversity within the PHS and Buffer Area.

The above baseline description forms a strong foundation for the development of a meaningful Environmental Management Plan (EMP) for Baboon Point, which could in future be expanded and integrated with broader environmental conservation planning. An Environmental Management Plan should be drawn up and implemented in accordance with the cultural landscape management objectives. Accordingly, the EMP will apply to both the PHS core area as well as to the proposed Buffer Area (Section 15).

The Environmental Management Plan should incorporate the following elements:

- Removal of rubble and waste;
- Rehabilitation of disturbed areas;
- Control/eradication of invasive species;
- Restrictions on landscaping;
- Creation of awareness among residents and visitors of vulnerable habitats and animal life;
- Monitoring and reporting of rehabilitation and changes;
- The appointment and training of local stakeholders in environmental monitoring; and
- A suitable budget.

Reports must be accessible and the data from monitoring should be used to revise the environmental baseline map, which can then be used to improve management and rehabilitation. The implementation of the various tasks within the Environmental Management Plan should take the Community Benefit Plan (Section 17.3) into consideration.

## 12.4 Tourism Development Plan

Active management is required to promote and develop appropriate tourism at the PHS and Elands Bay while maximising benefits and minimising negative impacts. The objectives of tourism development at the PHS specifically, and Elands Bay in general, includes the following:

- Involvement in the local tourism industry on a sustainable financial basis;
- More effective use of the cultural heritage of Baboon Point and Elands Bay;
- Limiting negative impacts on the social, cultural and natural environment through appropriate guidelines and effective management of tourism behaviour;
- Improvement of social equity through the promotion of and involvement in responsible and equitable community-based tourism;
- Improvement of social cohesion through joint ventures between different local stakeholders; and
- Ensuring that the PHS and Elands Bay is not exploited by outside operators.

The Management Body needs to put a Tourism Development Plan in place that makes optimal use of the existing infrastructure at the PHS. In this regard, it should inform and take consideration of the Infrastructure Development Plan, the Community Benefit Planning and all other aspects of this CMP.

Tourism development and/or activities within or related to the PHS should be subjected to a rigorous financial feasibility assessment. The development of infrastructure without a sustainable financial basis should be avoided at all costs, the same principle which applies to the proposed infrastructure development. This is important as new entrants often find it difficult to establish themselves in the tourism industry, especially under bad economic conditions. Other principles of community-based tourism that are relevant in this instance include the following:

- Small successes are better than big failures;
- Focus on using existing community-based infrastructure, rather than developing new infrastructure; and
- Focus on existing community skills and expertise.

Additional criteria for tourism development and activities within the PHS include:

- Tourism related structures and activities must be compatible with the cultural landscape of Baboon Point; and
- Preferably no new structures should be constructed within the PHS – existing structures deemed appropriate by the Management Body should be used in this regard.



### **12.4.1 Visitor Protocol**

The Management Body needs to set in place a clear Visitor Protocol to be followed by any employees of the Management Body and community guides. This should be formulated in collaboration with community stakeholders with a view to minimising the negative social and cultural impacts of tourism on the local community and to protect the visitors and thereby the PHS from inappropriate behaviour. The protocol should:

- Specify acceptable and unacceptable behaviour on the part of employees and local people towards visitors – and vice versa;
- Provide visitors with an opportunity to give feedback, so that services can continually be improved;
- Provide community members with an opportunity to give feedback about visitors, so that the Protocol can be continually improved; and
- Provide for formal engagement with the SAPS (South African Police Service) in cases that involve the breaking of any laws.

The Protocol should be made publically available in Afrikaans and English at suitable locations and actively communicated to visitors, all stakeholders and the general community.

### **12.4.2 Establishment of a Friends Group**

The Management Body should develop opportunities for visitors to play a positive role in the management of the site – perhaps through membership in Friends Groups, by providing donations to targeted programmes, or providing personal assistance to staff. Information on access and membership to such groups must be made available on-site and throughout the relevant tourism forums.

## 12.5 Marketing Plan

The Marketing of the Baboon Point PHS alongside Elands Bay as a whole should be aimed at:

- Increasing domestic and international exposure;
- Encouraging tourists travelling in the region to visit the PHS and to capture greater revenue from tourists visiting Elands Bay;
- Promoting the insights and values of the Site Interpretation Plan;
- Using the region's biodiversity, culture and geography in a way that respects and enhances the value of these assets;
- Increasing visitor numbers, while remaining at levels that do not place unacceptable pressures on the heritage, infrastructure, people or the environment; and
- Educating landowners, visitors and residents about the cultural landscape and about responsible tourism.

Marketing must take place in accordance with certain marketing principles and objectives to ensure that the resulting tourism complies with the objectives of this CMP, in particular in relation to the social beneficiation and equity dimensions. The marketing of Baboon Point PHS should be guided by the following principles:

- Marketing should promote the PHS as an independent destination, which forms part of a greater constellation of tourism destinations and routes;
- Marketing should focus on the totality of the PHS infrastructure, small companies, people and facilities – not on a single, individual entity;
- Marketing has to represent the interests of the wider community and the environment, as described in this CMP;
- Marketing should give recognition to the biodiversity, culture and geography of the region, and use these resources in a responsible manner;
- Marketing should be designed to promote appropriate and equitable tourism; and
- Responsible preparation of sites, through provision of adequate site infrastructure (e.g. boardwalks) and interpretation must precede significant marketing of archaeological sites, and where possible there should be local guides.

In line with the marketing aims and principles discussed above, the Management Body should devise a Marketing Plan. This Marketing Plan should consist of at least the following:

- A summary of tourism activities of the preceding year. This must not only capture the tourism activities at Baboon Point PHS but must include the activities (including bed-nights available, occupation, and an estimation of revenues from tourism) for Elands Bay;
- SWOT Analysis: Strong and Weak points (internal) and Opportunities and Threats (external). The United Nations Environment Programme (UNEP) guidelines for "Sustainable Tourism in Protected Areas", the Fair Trade guidelines, and various

guidelines contained in this CMP, such as the sections dealing with community beneficiation, cultural and nature conservation could be used for this;

- Market assessment: A clear description of relevant market segments: i.e. destination and thoroughfare visitors, 4-wheel drive enthusiasts, flower season visitors, specialist visitors (botanists, archaeologists, etc.), birding enthusiasts, surfers, backpackers and campers;
- A long term (3-5 year) strategic marketing framework and objectives. This framework should be harmonised with the Infrastructure Plan and Community Benefit Plan. Long term planning can be adapted as circumstances demand;
- A short term (1 year) tactical marketing plan with a detailed promotional plan;
- An Implementation Plan in which responsibilities and schedules are outlined; and
- A marketing budget should be incorporated into the overall budget of the site.

## 12.6 Infrastructure Development Plan

Sustainable use and development of the Baboon Point PHS will require good infrastructure. This infrastructure however, must not detract from the authenticity of the heritage site and must support the appropriate use of the site.

An Infrastructure Development Plan must be formulated which contains the following:

- A complete inventory and map of existing and planned infrastructure;
- An action plan for existing structures which pose a health and safety risk;
- A summary of infrastructure development that will be needed in light of estimated tourism development and a low impact tourism development strategy;
- An estimation of the benefits from construction and maintenance that could be secured for the community (link with Community Benefit Plan);
- An Implementation Plan; and
- A budget which includes construction costs and projected maintenance costs.

### 12.6.1 Infrastructure Development and Management Guidelines

The development and management of infrastructure within the PHS should:

- Be compatible with the Heritage Protection and Rehabilitation Plan (Section 12.2);
- Be subject to approval by HWC in terms of Section 27 of the NHRA (see the Reference Bundle: Appendix G);
- Take place within a holistic planning framework such as the district and local IDPs and SDFs;
- Take into consideration the development rights associated with the relevant zoning by-laws;
- Empower and benefit people of all groups and levels of the local community;
- Take into consideration the local cultural landscape, as well as local standards, values and traditions;
- Be based on transparent, open participation by all stakeholders;
- Be sustainable and not burden the community with infrastructure that cannot be maintained;
- Promote the employment and training of local people; and
- Reduce impacts on the environment to a minimum.

### 12.6.2 Principles of Infrastructure Development

The use and development of infrastructure must take the following into account:

- Economic feasibility;
- Structural integrity;
- Appropriateness of use;
- Appropriateness of additions, fixtures, décor, etc.;
- Installation of basic services (septic tanks, potable water, electricity vs. lanterns and gas); and
- Compliance with all aspects of this CMP and applicable legislation.

### 12.6.3 Infrastructure Development Concept

The following infrastructure development concept draws upon numerous inputs from stakeholders during the stakeholder engagement process:

- The radar tower is a safety hazard and immediate removal should be considered. A memorial plaque, visual historic narrative and interpretation of the radar tower structure can be included in the use of other WWII buildings at the site;
- The technical building and barracks as well as other compound buildings could be made safe and restored. These buildings could then be adapted for use as an Elands Bay tourism information centre, backpackers, venue or other tourism related enterprises. The original character of these structures must still be maintained, and the historic significance clearly communicated;
- In order to preserve the experience of an ancient landscape, visual intrusion must be kept to a minimum. It has been suggested that basic service provision to the above structures and enterprises be minimalist and that solar powered lights or gas and paraffin lanterns be used as an alternative to line-fed electricity; and
- The old crayfish factory could be upgraded into a fishing market, restaurants and commercial area, whilst still servicing the local fishing community.

The above project ideas of making use of existing structures must be linked to local economic development (LED) in Elands Bay and community based tourism development, in line with the Community Benefit Plan (17.3). At a conceptual level, no fatal flaws are evident in the above opportunities; however its implementation will be subject to the attaining funding, possibly through integration with government, NGO or privately funded heritage, LED and/or tourism development initiatives, as well as feasibility investigations. The current lack of municipal services at the site is both a challenge as well as an opportunity for the use of alternatives that are more sensitive to the cultural landscape.

## **12.7 Site Regulations**

The Site Regulations should be based on the findings of the State of Conservation Report and the Heritage Protection and Rehabilitation Plan and is used as the basis for visitor management. These must be clearly communicated through signage as well as through the establishment of pathways etc. and must be made available in English and Afrikaans in appropriate mediums and at suitable locations to ensure that tourists, local businesses, tour operators and local people are aware of permissible and non-permissible activities.

### **12.7.1 Objectives of the Site Regulations**

The objectives behind the Site Regulations are to:

- Maximise revenues from tourism and minimise costs;
- Provide guidelines for visitor behaviour and the monitoring of visitor behaviour;
- Prevent conflicts between tourism and other activities in the site;
- Minimise the negative impact of tourism on the tangible heritage, local culture, moral fibre, sense of ownership and pride; and
- Minimise the negative impact of tourism on the local environment and nature.

### **12.7.2 Contents of the Site Regulations**

The Site Regulations should comply with recognised national and international policies and practices for the management of cultural and natural landscapes. They should specify:

- Entry fees, if any;
- Guiding fees, if any;
- Access times and restrictions on access;
- Permitted and prohibited activities; and
- Appropriate sanctions for breaking the regulations, such as fines or the black-listing of visitors.

The Site Regulations have to remain realistic in relation to the available resources and capacities. Given current constraints maintaining the current free access policy would be realistic.

## 12.8 Monitoring and Evaluation

It is very difficult to effectively monitor a site like the Baboon Point PHS as most of the heritage resources are tucked away behind the Baboon Point outcrop and are out of site. The permanent presence of people at the site would do much to deal with the problems currently associated with free and open access. This could eventually be achieved through occupation by future businesses of the infrastructure (see Section 0) as people using these facilities for community and heritage tourism for instance, will have a vested interest in maintaining the integrity of the site. This could also play a useful role in the marketing of these enterprises.

Initially, the Management Body could consider a basic site guide and interpretation service as a means to monitor visitor behaviour on-site. This could be put in place with minimal training and costs and provide benefits to the local community. Monitoring options should be assessed on an on-going basis. This should be informed by the Community Benefit Plan.

Monitoring and evaluation should be included as a key component of all Specific Plans, each of which should have a M&E section in which the *monitoring* part specifically would consider the roll-out of the steps in the plan; and which the *evaluation* part should dwell upon how effective these steps were in terms of what they were supposed to achieve, and how they contribute to the overall protection of the site.

## 13 Management of Research

As with other humanities and human sciences, archaeological research seeks a better understanding of humanity, its history and behaviour, and the environmental context within which human action takes place. Apart from being intrinsically interesting, archaeological research is directly relevant to current research and challenges faced by modern society, such as the scale and effects of sea level change, the shaping factors of distinctive landscapes with importance for nature conservation and the shaping of future settlement patterns and landscapes. Accordingly, interdisciplinary studies relating to anthropology, geology, climatology, botany, zoology, coastal zones, as well as tourism and heritage resource utilisation are also encouraged. Furthermore, heritage management and archaeological research are inextricably linked to the marketing of heritage resources.

Research should be on-going and encouraged. It should ideally enhance, and at the very least not reduce, the value of the site as a place of significance and as an asset for local development. Accordingly, a basic research framework and associated guidelines are needed that could be used to approve and manage research within the site.

### 13.1 Research Focus

Heritage resource management cannot attain its management goals without solid research efforts; thus research goals should be harmonised with management goals. Accordingly, research within the PHS should contribute to:

- Furthering the understanding of human history and the evolution of human cognitive abilities;
- The understanding and/or protection of the community's cultural heritage;
- The transfer of knowledge and skills to local people; and
- Improved management and sustainable use of the heritage resources within the site and the cultural landscape.

In order to achieve this, a Research Focus is required to guide research efforts. In this regard, the following Research Focus is proposed:

**Research must enhance our understanding of the past and current relationship of people with the environment and with each other. It should contribute to the development of knowledge based policies and the treatment of the historic environment in spatial planning.**

It is suggested that the research focus be revised every five years, or as required should the current focus limit worthwhile research opportunities. Alternatively, research that does not contribute directly to the above objectives could be approved if it otherwise benefits (including qualitative benefit) the community and does not pose a threat to the PHS, broader cultural landscape or local values.



## 13.2 Research Guidelines

The research efforts at the Baboon Point PHS should be conducted along the following guidelines:

- Records are to be maintained on projects carried out for the purpose of locating, recovering, analysing and interpreting heritage resources;
- Activities such as surveying an area, including its subsurface deposits, and controlled excavation to locate and recover archaeological or biophysical resources may be conducted for research purposes or to determine and mitigate the impacts that proposed developments would have on archaeological and natural resources;
- Research projects should ideally include local people, including drawing on local knowledge where applicable, and have clear capacity building and empowerment objectives;
- Research fees may be levied or donations accepted depending on the budget and country of origin of the researcher;
- The research should comply with all laws and policies that have bearing on the PHS;
- Research may not result in the loss of or damage to heritage resources, nor may it compromise the cultural landscape;
- The results of all research should be made available to local stakeholders (ideally this should take place in the form of a workshop with the local community, however where researchers are unable, for logistical reasons, to comply with this, then such feedback could also take place via other pre-arranged forums);
- An electronic copy, and ideally a printed copy, of the research results should be provided to the Management Body;
- All recovered heritage resources remain the property of the State. These resources and copies of associated archaeological records and data must be preserved by a suitable university, museum, or other scientific or educational institution that meets the relevant standards (an HWC approved repository) at the expense of the applicant. Copies of associated archaeological records and data will be made available to the Management Body, upon request; and
- A research permit shall be issued by HWC after those representing archaeological interests in the Management Body have reviewed the proposal and made a recommendation to HWC.

## 13.3 Research Permits

In order to effectively manage research within the PHS, a non-transferable permitting framework should be implemented. Application must be made to HWC in terms of Section 38 of the National Heritage Resources Act, Act no. 25 of 1999 (NHRA). This would provide a mechanism for research projects within the PHS to be assessed according to the NHRA and the guiding principles of the CMP. The permitting process will provide a regulated framework within which the researcher must operate, allowing for clear management of research activities, impacts and accountability.

Permits in terms of Section 27 of the NHRA will be issued by HWC in line with SAHRA and HWC approved standards and policies (Reference Bundle: Appendix G). Comments should be solicited from the Management Body, prior to permit approval by HWC.

### **13.4 Monitoring of Research Performance**

Permitted activities will be monitored to ensure compliance with the conditions of the permit. Management Body on-site personnel, or other designated authorities, may periodically assess work in progress by visiting the study location and observing any activity allowed by the permit or by reviewing any required reports. The discovery of any potential irregularities in performance under the permit will be promptly reported and appropriate action will be taken. Any such action will be communicated in writing to the permit holder and will set forth the reason for the action taken. Findings will be taken into consideration when evaluating future applications.

The Management Body will conduct a Research Audit on an annual basis, or as deemed necessary. The purpose of the Audit is to:

- Get an overview of the research that had taken place over the preceding period, including:
  - Number of projects;
  - Types of research;
  - Incomes generated;
  - Community benefit; and
  - General experiences with researchers.
- Determine whether feedback from researchers had taken place and whether the relevant documents are properly kept in a manner that is accessible to local people;
- To further review and develop research objectives, guidelines and specific research targets; and
- To make proposals to unlock the full potential of research for the community.

## 14 Management of Film Production

### 14.1 Film Production

Filming on the site will require a permit from HWC and has to comply with the requirements for research described above. It is also recommended that an archaeologist be present to monitor filming and related activities at important sites. Additional requirements include the following:

- Educational films: Inclusion of a community member or members in the production team; and
- Commercial (including advertising): Fees equal to those charged by SANParks. Fees generated in this manner are to be held in Trust as detailed in Section 10.2.

Furthermore, photographs and films made during production should be made available to the community via the Management Body for use in marketing efforts and related purposes.

### 14.2 Applications for Filming

Applications for filming should be made to HWC in writing and can be made via the Management Body. The applications should provide full details about the nature of the proposed filming. The application for films should specify whether the films are educational, for an advertisement, or a full-length commercial film. All film proposals should have the following elements: objectives, filming and related activities, implementation schedules, follow-up studies and budget. The Management Body, after consulting with relevant stakeholders, will make comment to Heritage Western Cape who will assess the application in consultation with relevant scientists. Filming permits are also subject to the requirements of Section 38 of the NHRA and associated SAHRA and HWC standards and policies (Reference Bundle: Appendix G). Film companies must undertake to make available two high resolutions copies of the film on DVD for use in awareness raising and/or marketing of the site.

### 14.3 Film Audit

The Management Body will conduct a Film Audit on an annual basis or as deemed necessary. The purpose of the Audit is to:

- Get an overview of the film projects that had taken place over the preceding period, including:
  - Number of projects;
  - Types of films;
  - Incomes generated and community benefit;
  - General experiences with production crews;
- Determine whether feedback from producers has taken place and whether the relevant documents are properly kept in a manner that is accessible to local people; and
- Make proposals to unlock the full potential of film for the community.

## 15 Buffer Area

UNESCO requires a World Heritage Site to have a clearly defined core and buffer area/s and that land use and activities within these buffer areas are controlled in order to safeguard the authenticity and integrity of the values of a World Heritage Site. The National Heritage Resources Act (1999) also makes provision for the establishment of buffer areas. Section 28(2) of the Act states: a provincial heritage resources authority may, with the consent of the owner of an area, by notice in the Provincial Gazette designate as a Protected Area:

- Such area of land surrounding a provincial heritage site as is reasonably necessary to ensure the protection and reasonable enjoyment of such site, or to protect the view of and from such site; or
- Such area of land surrounding any archaeological or palaeontological site or meteorite as is reasonably necessary to ensure its protection.

Designation of protection within the proposed demarcated buffer area would need to occur through negotiation and in agreement with landowners.

### 15.1 Spatial Extent of the Buffer Area

There are a number of important elements in the cultural landscape (See Section 4 and Figure 11) which requires the designation of a Buffer Area. These include the prominence of the Point with the old crayfish factory at its base, the view of the north facing cliffs and slopes from Elands Bay town and beaches, the view from the Elands Bay Cave (much the same as the people who inhabited the Point over the last 3000 years would have experienced it), the natural splendour of the setting with Verlorenvlei estuary and the sand dunes of the Elands Bay Nature Reserve, and the layered history of reliance on the sea for survival. Accordingly, the proposed Buffer Area is defined as follows (Figure 10):

- To the south, by the southern land limit of the view extent from the Elands Bay Cave.
- To the east, by the Point where the existing urban development meets the Verlorenvlei estuary.
- To the south-east, by the northern facing cliffs and slopes of the *Bobbejaanberg*.
- To the north to include the old crayfish factory.

### 15.2 Designation of Buffer Area as a Protected Area

The Buffer Area should be designated as a Protected Area in terms of Section 28 of the National Heritage Resources Act (1999) in order to safeguard the Baboon Point PHS and broader cultural landscape. HWC, as the provincial heritage authority, should engage with the relevant landowners and other stakeholders in this regard, as well as to formalise the associated development guidelines for the Buffer Area. Effective and sensitive management of expectations and conflicting development rights<sup>22</sup> will be critical to the successful establishment of a Buffer Area.

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<sup>22</sup> Development rights are used to denote the development rights of a private landowner, taking the national heritage estate into account. A conflict does not necessarily have to exist between the effective protection and management of the heritage resources and the development rights of landowners; while there may be restrictions

The proposed Buffer Area should further be incorporated into spatial planning frameworks. Provision for the proclamation of a Heritage Area is made in terms of Section 31 of the National Heritage Resources Act (1999), as well as in terms of the Western Cape Provincial Zoning Scheme Model as a Heritage Area Overlay Zone (HAOZ). It is however recommended that S28 be used at this stage, and if any immediate heritage threat emerges within the Buffer Area, that Section 29 of the National Heritage Resources Act be activated by Heritage Western Cape; thus allowing for provisional protection of a heritage area for a period of two years and until further negotiation with the Cederburg Municipality can secure proclamation of a Heritage Area under S31, as well as the designation of a Heritage Area Overlay Zone (HAOZ) in terms of the Western Cape Provincial Zoning Scheme Model.

### **15.3 Principles of Acceptable Land Use and Development**

A clear set of acceptable development guidelines and limits needs to be developed for the proposed Buffer Area by the Management Body and linked to the declaration of a Protected Area and as contemplated under Section 28 of the NHRA. The following principles apply, with further reference to Table 4, providing a set of development guidelines:

- Land use within areas zoned as Agriculture 1 should be limited to stock farming and grazing within the carrying capacity. No feedlots or ploughed fields should for example be further developed.
- Development on properties zoned as Agriculture 1 should be limited to a single homestead with associated outbuildings, with departures required for any additional houses.
- Enterprise development consent land uses as contemplated under the relevant zoning schedules should be aligned with heritage related local economic development and should enhance the overall heritage “package” of Baboon Point and Elands Bay. Enterprise development land uses should be compatible with the Community Benefit Plan (Section 17.3).
- Architectural guidelines need to be developed, for example:
  - The style of new structures should be such that allow for blending into the landscape.
  - Natural material or materials similar in appearance to those used at the old crayfish factory should be used.
  - Natural colours which blend in with the natural landscape must be used.
  - Buildings outside of residential zones should be limited to one storey in height.

### **15.4 The Role of the Baboon Point Management Body**

HWC and the Management Body should serve an advisory role to local and district government. The HWC and the Management Body should be consulted regarding any development within the proposed Buffer Area, in order to provide guidance to local government spatial development planning in ensuring that any such development does not damage the significance of the PHS or the Baboon Point cultural landscape

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on the type of development that can be allowed, the advantages of a well-managed PHS may open up further possibilities for the land owners, including tourism or a high-end ‘eco-estate’ that relies strongly on inherent natural landscape qualities.

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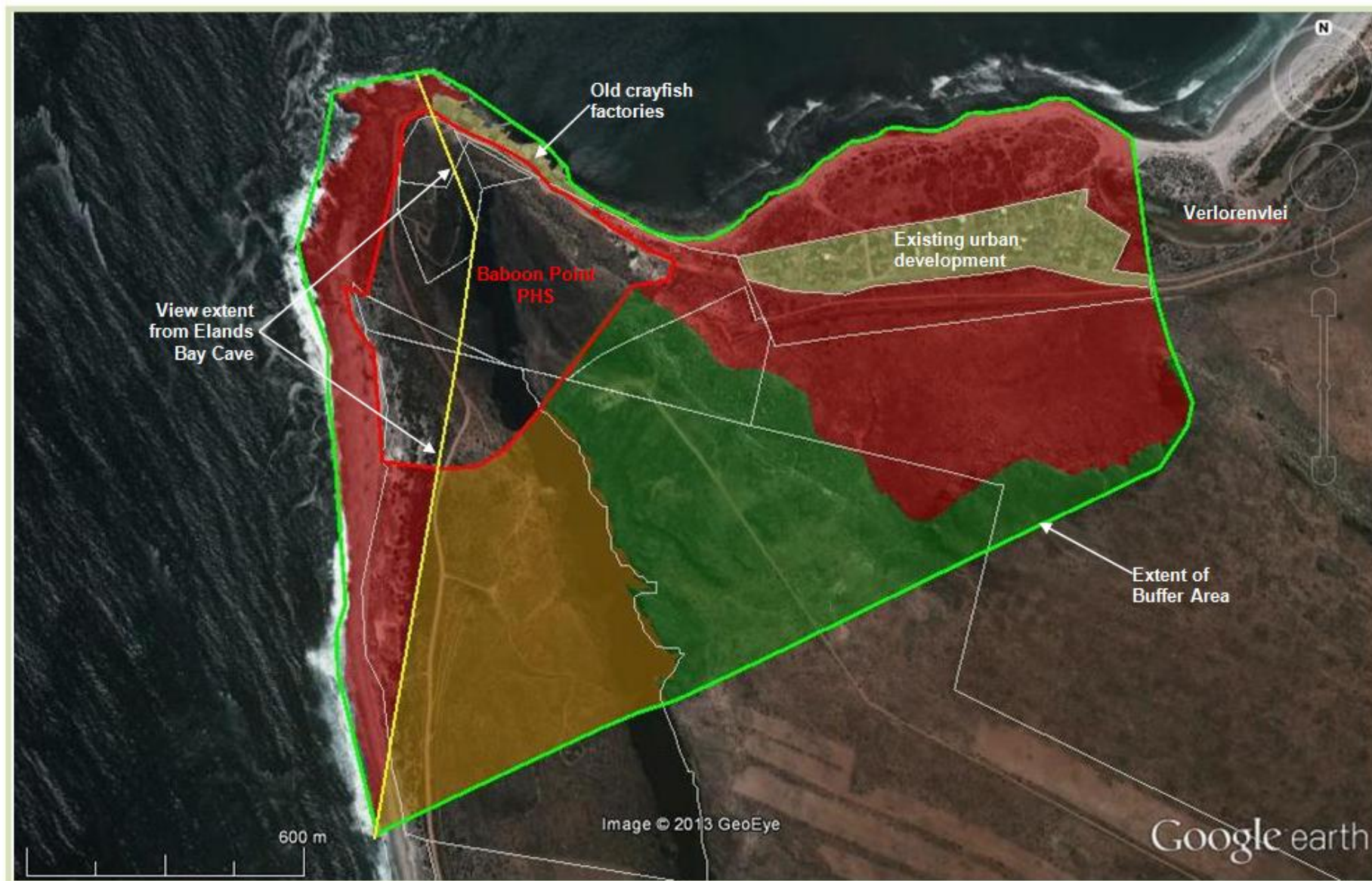


Figure 10: Buffer Area according to cultural landscape sensitivity zonation



Table 4: Land use and Development Guidelines within the Buffer Area

Area	Sensitivity	Criteria	Permissible land use/s (as per zoning)	Guidelines
<b>RED</b>	High	Contains elements/ structures core to PHS context and cultural landscape	<p>Permissible land uses within <u>Agriculture 1</u> zoning:</p> <ul style="list-style-type: none"> <li>• Primary uses are: agriculture, dwelling house.</li> <li>• Consent uses are: additional dwelling unit, home occupation, guest-house, bed and breakfast establishment, tourist facilities, farm stall, farm shop, aqua-culture, intensive animal farming, intensive horticulture, plant nursery, riding school, 4x4 trail, commercial kennel and commercial antenna.</li> </ul> <p>Permissible land uses within <u>Authority</u> zoning:</p> <ul style="list-style-type: none"> <li>• Primary use is: authority usage, utility usage, commercial antenna.</li> <li>• Consent uses are: any use determined by Council, commercial antenna.</li> </ul>	<p>Use zonation scheme as a guide to development and land use. Should a promoter propose new structures in areas of high sensitivity the onus will be on the promoter to conduct the necessary HIA(s), EIA(s), associated public participation processes, etc. to conclusively prove that their proposed development(s) will not impact negatively on the site. Adherence to the Natural Heritage Resources Act and all other relevant laws of South Africa pertain.</p> <p>New bulk services should be underground.</p> <p>Natural landscape to remain undisturbed and managed in accordance with an EMP (Section 12.3) and visual intrusions to be mitigated.</p>
<b>ORANGE</b>	Moderate	Contains elements important to cultural landscape	<p>Permissible land uses within <u>Agriculture 1</u> zoning:</p> <ul style="list-style-type: none"> <li>• Primary uses are: agriculture, dwelling house.</li> <li>• Consent uses are: additional dwelling unit, home occupation, guest-house, bed and breakfast establishment, tourist facilities, farm stall, farm shop, aqua-culture, intensive animal farming, intensive horticulture, plant nursery, riding school, 4x4 trail, commercial kennel and commercial antenna.</li> </ul>	<p>Natural landscape to remain undisturbed and managed in accordance with an EMP (Section 12.3).</p> <p>Limits on zoned primary land uses:</p> <ul style="list-style-type: none"> <li>• No ploughing or crop farming.</li> <li>• Limited grazing within the natural carrying capacity.</li> <li>• Development restrictions and guidelines to be determined by the Management Body as per principles of acceptable</li> </ul>

Area	Sensitivity	Criteria	Permissible land use/s (as per zoning)	Guidelines
				<p>development (Section 15.3).</p> <p>Limits on zoned consent uses:</p> <ul style="list-style-type: none"> <li>Enterprise development must be congruent with the Vision of the CMP.</li> <li>Development restrictions and guidelines to be determined by the Management Body as per principles of acceptable development (Section 15.3).</li> </ul> <p>Visual intrusions to be mitigated.</p> <p>New bulk services should be underground.</p> <p>Property should not be subdivided.</p>
<b>YELLOW</b>	Low	Already developed/close proximity to existing development	<p>Permissible land uses within <u>Agriculture 1</u> zoning:</p> <ul style="list-style-type: none"> <li>Primary uses are: agriculture, dwelling house.</li> <li>Consent uses are: additional dwelling unit, home occupation, guest-house, bed and breakfast establishment, tourist facilities, farm stall, farm shop, aqua-culture, intensive animal farming, intensive horticulture, plant nursery, riding school, 4x4 trail, commercial kennel and commercial antenna.</li> </ul> <p>Permissible land uses within <u>Residential 1</u> zoning:</p> <ul style="list-style-type: none"> <li>Primary uses are: group housing, retirement village, dwelling house.</li> <li>Consent uses are: home occupation, commercial antenna.</li> </ul> <p>Permissible land uses within <u>Authority</u> zoning:</p> <ul style="list-style-type: none"> <li>Primary use is: authority usage, utility usage,</li> </ul>	<p>Limits on zoned primary land uses:</p> <ul style="list-style-type: none"> <li>Development restrictions and guidelines to be determined by the Management Body as per principles of acceptable development (Section 15.3).</li> </ul> <p>Limits on zoned consent uses:</p> <ul style="list-style-type: none"> <li>Enterprise development must be congruent with the Vision of the CMP</li> <li>Development restrictions and guidelines to be determined by the Management Body as per principles of acceptable development (Section 15.3).</li> </ul>



Area	Sensitivity	Criteria	Permissible land use/s (as per zoning)	Guidelines
			<p>commercial antenna.</p> <ul style="list-style-type: none"> <li>Consent uses are: any use determined by Council, commercial antenna.</li> </ul>	<p>New bulk services should be underground.</p> <p>Property should not be subdivided.</p>
<b>GREEN</b>	High	Baboon Point rock face and cliff top	<p>Permissible land uses within Agriculture 1 zoning:</p> <ul style="list-style-type: none"> <li>Primary uses are: agriculture, dwelling house.</li> <li>Consent uses are: additional dwelling unit, home occupation, guest-house, bed and breakfast establishment, tourist facilities, farm stall, farm shop, aqua-culture, intensive animal farming, intensive horticulture, plant nursery, riding school, 4x4 trail, commercial kennel and commercial antenna.</li> </ul>	<p>Natural landscape to remain undisturbed and managed in accordance with an EMP.</p> <p>Limits on zoned primary land uses:</p> <ul style="list-style-type: none"> <li>No ploughing or crop farming.</li> <li>Limited grazing within the natural carrying capacity.</li> </ul>

## 16 Spatial Management and Coordination

Matters relating to the spatial management coordination of the PHS include the following:

- Cultural landscape mapping within the PHS and the broader Elands Bay area.
- Designation of the Buffer Area as a Protected Area to guide development within the PHS and Buffer Area;
- Integration of the Protected Area development guidelines with regional and local development and spatial planning frameworks;
- Incorporation of the PHS and associated CMP into the national heritage planning, recording and permitting system; and
- Potential agglomeration of the properties that make up the PHS under a single property management entity such as a land trust or a conservancy.

Further detail is provided below.

### 16.1 Cultural Landscape Mapping

A key component of managing the broader cultural landscape is that of mapping. A cultural landscape map would typically consist of a physical map with points that represent cultural items that are linked to a database which describes the nature of the item, its status, the level of threat to which it is exposed, and more. The map can also contain several layers that demonstrate the unfolding of the landscape over time, the historical phases and their effects on the landscape. This tool is also useful in terms of interpretation and presentation of the site. In this regard, a conceptual cultural landscape map has been compiled (Figure 11) which graphically represents the cultural and historical elements of the landscape across space and time and allows for background data and management guidelines provided in this CMP to be attached to it. It is noted that the Baboon Point Cultural Landscape Map should be compiled and be updated on a regular basis in order to present up to date reference for the conservation, utilisation and other management strategies put into place by the Baboon Point Management Body.

A Baboon Point Cultural Landscape Map will help to protect the heritage site's status as a Provincial Heritage Site and increase its cultural and historical value as a core area of the broader cultural landscape. It will also make it easier to use the landscape in a sustainable manner. It could, for instance, be used to plan walking trails and thereby enrich visitor experiences. A GIS-based system can be used to facilitate all further heritage management actions, development applications, heritage impact assessments, HWC and Management Body decisions. These can be captured and archived in the GIS system for further use in management and as conservation record for the PHS.

### 16.2 Heritage Protected Area

The Buffer Area should be designated as a Protected Area in terms of Section 28 of the National Heritage Resources Act (1999) in order to safeguard the Baboon Point PHS and broader cultural landscape. HWC, as the provincial heritage authority, should engage with the relevant landowners and other stakeholders in this regard, as well as to formalise the associated development guidelines for the Buffer Area.



Figure 11: Conceptual Cultural Landscape Map

### 16.3 Integration with IDPs and SDFs

Following any expansion of the Baboon Point PHS in terms of Section 27 of the National Heritage Resources Act (1999) to the high water mark and possibly the old crayfish factory (Section 3.4) and the designation of the Buffer Area in terms of Section 28 of the National Heritage Resources Act (1999), as detailed in Section 15.2, the CMP should be integrated into the relevant spatial management frameworks.

The conservation and sustainable use of the PHS and the associated cultural landscape, as well as the development guidelines and restrictions within the proposed Buffer Area must be taken into consideration in the Local and District Municipal Integrated Development Plans (IDPs) and Spatial Development Frameworks (SDFs).

The Management Body needs to ensure that the integration is maintained into the future and that the following actions are taken:

- The PHS statement of significance and map of the PHS and Buffer Area must be incorporated in the IDP and SDF for the area and updated whenever changes take place;
- The Management Body must communicate regularly with the District and Local Municipalities on issues of conservation and development in Elands Bay and the region; and
- The Management Body must ensure that it keeps track of on-going government development planning and to intervene whenever such planning has potential impacts on the PHS.

An opportunities and constraints map (Figure 12) for Baboon Point has been prepared to illustrate how the heritage and cultural landscape conservation goals and spatial management plans set out in this CMP could be incorporated into integrated and spatial development planning.

### 16.4 Establishment of a Land Trust or Conservancy

As detailed in Section 8.2, landownership of the PHS is fragmented, which leads to conflict around development rights and use of the site, as well as a situation of fragmented responsibility, and shortfalls in the monitoring and management of the site. Ideally the PHS should be owned by a single entity or trust with jurisdiction over the management of the site.

Should funding become available to HWC or the Management Body for the purchase of properties within the PHS or should properties be donated, these should be transferred to another body such as a trust or a conservancy. Failing the purchase or donation of properties, it is recommended that HWC consult with the various landowners and local government authorities regarding the possibilities of land right swaps.

In the interim the CMP must be implemented as far is possible and in negotiation with each specific landowner. Ultimately the resolution of the currently fragmented management situation lies within the Management Body and the consolidation of management effort and/or land ownership.

## 16.5 Future Expansion of the Baboon Point PHS

It is possible in the future to expand the boundary of the PHS to incorporate additional heritage resources. In this regard, due process must be followed by HWC as per the requirements of the National Heritage Resources Act (1999), and the principles of inclusive and transparent stakeholder involvement as demonstrated in the drafting of this CMP should be adhered to.

It is recommended that the Baboon Point PHS be expanded to the High Water Mark (Figure 5). The additional land in this regard is integral to the PHS and falls within the Coastal Public Property (Section 3.2). It is recommended that HWC further investigate the inclusion of this area into the PHS as per Section 27(2) of the National Heritage Resources Act (1999) as this area may contain further archaeological or palaeontological resources, as well as to avoid further complexities in management due to fragmented jurisdictions. As this land falls within the Coastal Public Property it already experiences some degree of protection from development and misuse in terms of the National Environmental Management: Integrated Coastal Management Act (2008). Accordingly, the inclusion of this area is not related to the immediate management of the site and can be done at a later stage.

The upgrade of the heritage status of the site could also be considered and presented to the SAHRA.





Figure 12: Baboon Point Opportunities and Constraints

## 17 Community Benefits

### 17.1 Material and Qualitative Benefit

As discussed throughout this CMP, the Baboon Point PHS has the potential to facilitate material and qualitative benefits for the local community. These potential benefits include:

- Stimulation of local cultural tourism market and provision of guiding and services and products to visitors;
- Employment in management of the Baboon Point PHS, management of tourism facilities and other services, research, film work and other opportunities;
- Increased spending and associated spin-off effects within the wider community;
- As a platform for developing skills and capacities through training and exposure and thereby supporting local community business standards;
- As a funding draw-card for local natural and cultural projects and initiatives;
- Rediscovery of social, cultural and spiritual values; and
- Custodianship of the Baboon Point PHS.

### 17.2 Community Benefit Planning and Analysis

In order to better focus community benefit efforts and to monitor the efficacy thereof, formal community benefit planning, as well as situational analysis should be incorporated into the management of the PHS.

### 17.3 Community Benefit Plan

In order to maximise potential community benefit from the Baboon Point PHS, the Management Body will:

- Collaborate with the wider community and ensure that all direct employment is sourced locally, with the exception of specialist technical skills needed for the management of the PHS;
- Set time-bound objectives and measurable indicators for community beneficiation in line with the site management plans (including qualitative benefit);
- Link into wider community development initiatives and facilitate inclusion in government and NGO skill development programmes;
- Facilitate cooperation and joint ventures between different stakeholders within the Elands Bay community, thereby developing social cohesion and mutual benefit;
- Assist in sourcing of funding for potential projects or business opportunities related to the PHS and tourism; and
- Facilitate the formation of partnerships between investors and the local community.

An up to date record should be kept of all above actions taken by the Management Body. This information should be freely available to stakeholders on request.

## 18 Situational Analysis and Local Economic Development

A Situational Analysis should be conducted by the Management Body, local on-site management or an appointed consultant and updated at intervals specified by the Management Body. A thoroughly researched situational analysis can facilitate the stimulation of local economic development. It will generate the following socio-economic information:

- The extent of direct and indirect benefit as a result of heritage conservation and use in the broader area;
- The degree to which benefit is fairly distributed between members of the community;
- Existing skills sets; and
- Possible areas of improvement.

Cooperation and information sharing between local government and NGOs in the region, and good communication with residents could provide valuable information in this regard.

The cultural landscape of Baboon Point could become an integral part of the local economic development (LED) planning of the district and local municipalities. In this regard, integration with the region's IDPs and SDFs (as described in Section 16 above) is of key importance in understanding the underlying economic dynamics of the locality, as well as its linkages with other areas and markets. It is understood that the Cederberg Local Municipality has local economic development plans for the regeneration of Elands Bay which include the establishment of a fish market and restaurant, as well as the re-commissioning of one of the crayfish factory buildings to service the local fishing industry. Considering the prominence of the old crayfish factory in the cultural landscape, it is suggested that the factory be renovated into a local economic development and cultural hub, with strong linkages to the use and management of the PHS. The local community has suggested that the fishing facilities at the old crayfish factory be upgraded and a restaurant and fish market be established.

Development within the PHS should be restricted to the use of existing infrastructure and disturbed footprint areas. All development proposals must undergo the legally required heritage impact assessment and/or environmental impact assessment to gain the required approvals for development within such sensitive areas, which should be restricted to traditional use and heritage tourism.



## 19 Implementation Programme

Table 5 to Table 8 below present a prioritised implementation programme for the CMP. These tables should be updated regularly in terms of implementation status and priorities. HWC, in collaboration with stakeholders and the Baboon Point Reference Group, once established, can continue with implementation. Prior to any further planning however, a number of priority actions should be taken. These tasks include:

- Further negotiation with the respective landowners in terms of the implementation of the Baboon Point CMP within the PHS.
- Together with other key stakeholders, like the landowners, EBEDAG and the archaeological community, further establish the Baboon Point Reference Group, as a vessel representing all stakeholders fully, for the purpose of monitoring and guiding project planning and implementation.
- Source funding to commence with initial protection and rehabilitation of the site. A Trust account can be established in this regard, as necessary; and
- Litter comprising human waste and excrement, demolition rubble and sharp objects present a further safety risk. A site clean-up is urgently needed;
- Establishing a presence on the site as a means to monitor and regulate visitor behaviour. This can initially be done on a volunteer basis, and then further created through heritage resource preservation and rehabilitation efforts; and
- The WWII radar structure is shedding concrete fragments. Contamination by collapsing asbestos roofs, as well as open manholes, French toilets and septic tanks, pose a safety risk and a decision by HWC/Baboon Point Reference Group as to which structures should be removed and which should be made safe for future use needs to be taken urgently. The radar structure should most likely be removed. Appropriate barricades and warning signs should be established in the interim.

Further important tasks key to the planning process, include:

- Provision of a basic site guide and interpretation service on-site. This could be put in place with minimal training and costs and provide benefits to the local community. The Living Landscapes Project has committed to taking on heritage guide trainees in the Rock Art Guide Course;
- HWC, the West Coast Aboriginal Council and the Living Landscape Project meet in Elands Bay establish a coastal heritage guide training programme in Elands Bay. Cederberg Municipality, as well as any other relevant stakeholders, must be invited into this initiative to add value;
- Engaging with Transnet and to have the service road, which runs through the PHS (Figure 4), closed and rehabilitated;
- Expediting a resolution to the conflicting development rights within the Baboon Point PHS, and explore government purchase or other settlement opportunities; and
- Engaging with the stakeholders on the Buffer Area development guidelines and restrictions, and initiate the designation of the Buffer Area as a Protected Area.

A full set of tasks and related priorities are detailed in the implementation programmes in Table 5 to Table 8 below:

The monitoring of planning and implementation must follow best practice and will be the responsibility of all the stakeholders, with specific reference to the Baboon Point Reference Group for the interim period.

*Table 5: Task List – Institutional Arrangements, Strategy and Land Acquisition*

Task	Responsibility	Frequency	Priority
1. Establish the Baboon Point Reference Group	HWC	Once-off	H
2. Establish Trust account and source funding	HWC	On-going	H
3. Hold Annual Management Meetings	HWC	Annually	H
4. Conduct strategic planning session to identify planning priorities	HWC	On-going	H
5. Land purchase, donation, swap to be discussed with landowners and local government	HWC	As required	H
6. Establish a Management Body	HWC	Once-off	M

*Table 6: Task List – Immediate Actions*

Task	Responsibility	Frequency	Priority
7. Address health and safety concerns	HWC	As required	H
8. Site clean-up	HWC/WCAC/Coast Care	On-going	H
9. Implement coastal heritage guide training programme	Living Landscape Project	On-going	H
10. Establish site presence and monitoring	HWC/WCAC	On-going	H
11. Implement Heritage Protection and Rehabilitation Plan	Baboon Point Reference Group	As required	H
12. Implement Community Benefit Plan	Baboon Point Reference Group	On-going	H
13. Close and Rehabilitate Transnet service road	HWC/Baboon Point Reference Group	Once-off	H

*Table 7: Task List – Spatial Integration*

Task	Responsibility	Frequency	Priority
14. Explore the Buffer Area as Protected Area	HWC	Process	H
15. Finalise Buffer Area development guidelines	HWC/Baboon Point Reference Group	Process	H
16. Integrate CMP with IDPs and SDFs	HWC/Baboon Point Reference Group	Update as required	H
17. Upgrade heritage status with SAHRA and expansion of PHS	HWC/Baboon Point Reference Group	Process	M

Table 8: Task List – Planning

Task	Responsibility	Frequency	Priority
18. Develop and circulate Visitor Protocol	HWC/Baboon Point Reference Group	As required	H
19. Formulate coastal heritage guide training programme	Living Landscape Project	On-going	H
20. Heritage Protection and Rehabilitation Planning	Baboon Point Reference Group	Update annually	H
21. Formulate Infrastructure Development Plan	Baboon Point Reference Group	Update as required	H
22. Management of Research and Filming	HWC/Baboon Point Reference Group	As required	H
23. Formulate Site Regulations	Baboon Point Reference Group	Update annually	H
24. Development of Conservation Policy	Baboon Point Reference Group	Update as required	H
25. Formalise a Community Benefit Plan	Baboon Point Reference Group	Update as required	M
26. Formulate Site Interpretation Plan	Baboon Point Reference Group	Update as required	M
27. Formulate Marketing Plan	Baboon Point Reference Group	Update as required	M
28. Development of Environmental Management Plan	Baboon Point Reference Group	Update as required	M
29. Update Cultural Landscape Map	Baboon Point Reference Group	As required	M
30. Conduct Community Benefit Situational Analysis	Baboon Point Reference Group	As required	M
31. Implement Site Interpretation Plan	HWC/Baboon Point Reference Group	As required	M
32. Implement Marketing Plan	HWC/Baboon Point Reference Group	As required	M
33. Implement Environmental Management Plan	HWC/Baboon Point Reference Group	As required	M
34. Update Cultural Landscape Map	HWC/Baboon Point Reference Group	As required	M
35. Update Environmental Baseline Description	HWC/Baboon Point Reference Group	As required	L
36. Update Heritage Resource State of Conservation Report	HWC/Baboon Point Reference Group	As required	L

## Glossary

**Archaeology:** The study of human activity in the past, primarily through the recovery and analysis of the material culture and environmental data that they have left behind, which includes artefacts, architecture, biofacts and the archaeological record.

**Baboon Point (the Point):** A unique promontory at Elands Bay jutting out into the Benguela Current on the West Coast of South Africa, containing important archaeological evidence linked to the origins of modern humans.

**Baboon Point Provincial Heritage Site (PHS):** A heritage site on the West coast of South Africa, situated in the Western Cape Province, declared on 9 April 2009 and recognised for the rich collection of archaeological sites.

**Cultural Landscape:** A landscape designed, improved or at least affected by human activity, whether deliberately or not. Cultural landscapes typically refer to areas where tangible heritage is associated with intangible values associated with the landscape, including memories, legends, songs, traditions and stories, belief systems, all representing different layers in the landscape. Appreciation of the different layers and their interrelationships ultimately brings a deeper understanding and appreciation of the cultural landscape. The World Heritage Committee refers, inter alia, to 'associative cultural landscapes which are particularly valued for their religious, artistic or cultural associations of the natural element'.

**Cultural Landscape Map:** A map of all the heritage resources of an area, including natural resources, tangible heritage and intangible heritage. Heritage resources can then be linked to other attribute data, timelines, etc. in a GIS system for easy access and updating.

**Conservation Management Plan:** A management framework, consisting of a central Operational Management Plan and Specific Plans, all of which guides the conservation of a specific area, avoiding negative impacts on the resources of the area, and where avoidance is not possible, minimising the negative impacts through the implementation of mitigation measures.

**Intangible Heritage:** The non-physical aspects of heritage such as indigenous knowledge, local traditions, and stories for instance, passed from one generation to the next, mostly through oral traditions.

**Khoe:** A historical division of the Khoesan ethnic group, one of the 'First Peoples' groups of southern Africa practicing a pastoral livelihood.

**Local Economic Development (LED):** Local economic development aims to build up the economic capacity of a local area to improve its economic future and the quality of life for all. It is a process by which public, business and non-governmental sector partners work collectively to create better conditions for economic growth and employment generation.

**Operational Management Plan:** The central leading plan, which provides a fulcrum around all other more specific plans and procedures revolve and link into.

**San:** Also known as the 'Bushmen', this 'First Peoples' group of southern Africa were traditionally hunter-gatherers and formed part of the Khoesan ethnic group.

**Specific Plans:** Specific plans dealing with the management and/or development of an aspect of the Baboon Point PHS, like the management of site interpretation, or the natural environment, or plan for the development of tourism, for instance.

**Tangible Heritage:** The physical aspects of heritage such as the Elands Bay Cave and the rock art, archaeological sites and resources, and the sense of place provided by the natural environment at Baboon Point.

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**The Baboon Point Management Plan was compiled by EcoAfrica Environmental Consultants  
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