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**A DESKTOP HERITAGE IMPACT ASSESSMENT REPORT  
FOR A MINING RIGHTS APPLICATION ON THE REMAINDER OF  
THE FARM BUSHY RISE 702MS NORTH OF MAKHADO  
IN THE VHEMBE DISTRICT MUNICIPALITY  
OF THE LIMPOPO PROVINCE**

For:

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REPORT: **APAC022/42**

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***May 2021***

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**Clients & Developers should not continue with any development actions until SAHRA or one of its subsidiary bodies has provided final comments on this report. Submitting the report to SAHRA is the responsibility of the Client unless required of the Heritage Specialist as part of their appointment and Terms of Reference**

A handwritten signature in black ink, appearing to be 'A. El' or similar, located at the bottom center of the page.

## SUMMARY

APelser Archaeological Consulting (APAC) was appointed by Gudani Consulting Environmental & Social Scientists to conduct a Desktop-based Heritage Impact Assessment for a Mining Rights Application on the Remainder of the farm Bushy Rise 702MS, north of Makhado. The study and project area is situated in the Vhembe District Municipality of the Limpopo Province.

Background research indicates that there are a number of cultural heritage (archaeological & historical) sites and features in the larger geographical area within which the study area falls, but no known ones on the specific land parcel. This report discusses the results of the background research and provides recommendations on the way forward at the end.

**From a Cultural Heritage point of view it is recommended that the proposed Mining Rights Application be allowed to continue, taking into consideration the mitigation measures and recommendations put forward at the end of the report.**

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## 1. INTRODUCTION

APelser Archaeological Consulting (APAC) was appointed by Gudani Consulting Environmental & Social Scientists to conduct a Desktop-based Heritage Impact Assessment for a Mining Rights Application on the Remainder of the farm Bushy Rise 702MS, north of Makhado. The study and project area is situated in the Vhembe District Municipality of the Limpopo Province.

Background research indicates that there are a number of cultural heritage (archaeological & historical) sites and features in the larger geographical area within which the study area falls, but no known ones on the specific land parcel.

The client indicated the location and boundaries of the study area and the assessment concentrated on this portion.

## 2. TERMS OF REFERENCE

The Terms of Reference for the study was to:

1. Identify all objects, sites, occurrences and structures of an archaeological or historical nature (cultural heritage sites) located on the portion of land that will be impacted upon by the proposed development;
2. Assess the significance of the cultural resources in terms of their archaeological, historical, scientific, social, religious, aesthetic and tourism value;
3. Describe the possible impact of the proposed development on these cultural remains, according to a standard set of conventions;
4. Propose suitable mitigation measures to minimize possible negative impacts on the cultural resources;
5. Review applicable legislative requirements;

***It should be noted that No Field-Based Assessment was conducted as part of this Appointment and that the results and recommendations made in this report are based on the scrutiny of previous research and assessments in the larger area, as well as archival research and aerial images of the study area.***

## 3. LEGISLATIVE REQUIREMENTS

Aspects concerning the conservation of cultural resources are dealt with mainly in two Acts. These are the National Heritage Resources Act (Act 25 of 1999) and the National Environmental Management Act (Act 107 of 1998).

### **3.1. The National Heritage Resources Act**

According to the Act the following is protected as cultural heritage resources:

- a. Archaeological artifacts, structures and sites older than 100 years
- b. Ethnographic art objects (e.g. prehistoric rock art) and ethnography
- c. Objects of decorative and visual arts
- d. Military objects, structures and sites older than 75 years
- e. Historical objects, structures and sites older than 60 years
- f. Proclaimed heritage sites
- g. Grave yards and graves older than 60 years
- h. Meteorites and fossils
- i. Objects, structures and sites of scientific or technological value.

#### **The National Estate includes the following:**

- a. Places, buildings, structures and equipment of cultural significance
- b. Places to which oral traditions are attached or which are associated with living heritage
- c. Historical settlements and townscapes
- d. Landscapes and features of cultural significance
- e. Geological sites of scientific or cultural importance
- f. Sites of Archaeological and paleontological importance
- g. Graves and burial grounds
- h. Sites of significance relating to the history of slavery
- i. Movable objects (e.g. archaeological, paleontological, meteorites, geological specimens, military, ethnographic, books etc.)

A Heritage Impact Assessment (HIA) is the process to be followed in order to determine whether any heritage resources are located within the area to be developed as well as the possible impact of the proposed development thereon. An Archaeological Impact Assessment (AIA) only looks at archaeological resources. An HIA must be done under the following circumstances:

- a. The construction of a linear development (road, wall, power line, canal etc.) exceeding 300m in length
- b. The construction of a bridge or similar structure exceeding 50m in length
- c. Any development or other activity that will change the character of a site and exceed 5 000m<sup>2</sup> or involve three or more existing erven or subdivisions thereof
- d. Re-zoning of a site exceeding 10 000 m<sup>2</sup>
- e. Any other category provided for in the regulations of SAHRA or a provincial heritage authority

### **Structures**

Section 34 (1) of the Act states that no person may demolish any structure or part thereof which is older than 60 years without a permit issued by the relevant provincial heritage resources authority.

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

Alter means any action affecting the structure, appearance or physical properties of a place or object, whether by way of structural or other works, by painting, plastering or the decoration or any other means.

### **Archaeology, palaeontology and meteorites**

Section 35(4) of the Act deals with archaeology, palaeontology and meteorites and states that no person may, without a permit issued by the responsible heritage resources authority (National or Provincial):

- a. destroy, damage, excavate, alter, deface or otherwise disturb any archaeological or paleontological site or any meteorite;
- b. destroy, damage, excavate, remove from its original position, collect or own any archaeological or paleontological material or object or any meteorite;
- c. trade in, sell for private gain, export or attempt to export from the Republic any category of archaeological or paleontological material or object, or any meteorite;
- d. bring onto or use at an archaeological or paleontological site any excavation equipment or any equipment that assists in the detection or recovery of metals or archaeological and paleontological material or objects, or use such equipment for the recovery of meteorites;
- e. alter or demolish any structure or part of a structure which is older than 60 years as protected.

**The above mentioned may only be disturbed or moved by an archaeologist, after receiving a permit from the South African Heritage Resources Agency (SAHRA). In order to demolish such a site or structure, a destruction permit from SAHRA will also be needed.**

### **Human remains**

Graves and burial grounds are divided into the following:

- a. ancestral graves
- b. royal graves and graves of traditional leaders

- c. graves of victims of conflict
- d. graves designated by the Minister
- e. historical graves and cemeteries
- f. human remains

In terms of Section 36(3) of the National Heritage Resources Act, no person may, without a permit issued by the relevant heritage resources authority:

- a. destroy, damage, alter, exhume or remove from its original position or otherwise disturb the grave of a victim of conflict, or any burial ground or part thereof which contains such graves;
- b. destroy, damage, alter, exhume or remove from its original position or otherwise disturb any grave or burial ground older than 60 years which is situated outside a formal cemetery administered by a local authority; or
- c. bring onto or use at a burial ground or grave referred to in paragraph (a) or (b) any excavation, or any equipment which assists in the detection or recovery of metals.

Human remains that are less than 60 years old are subject to provisions of the Human Tissue Act (Act 65 of 1983) and to local regulations. Exhumation of graves must conform to the standards set out in the **Ordinance on Excavations (Ordinance no. 12 of 1980)** (replacing the old Transvaal Ordinance no. 7 of 1925).

Permission must also be gained from the descendants (where known), the National Department of Health, Provincial Department of Health, Premier of the Province and local police. Furthermore, permission must also be gained from the various landowners (i.e. where the graves are located and where they are to be relocated to) before exhumation can take place.

Human remains can only be handled by a registered undertaker or an institution declared under the **Human Tissues Act (Act 65 of 1983 as amended)**.

### **3.2. The National Environmental Management Act**

This Act states that a survey and evaluation of cultural resources must be done in areas where development projects, that will change the face of the environment, will be undertaken. The impact of the development on these resources should be determined and proposals for the mitigation thereof are made.

Environmental management should also take the cultural and social needs of people into account. Any disturbance of landscapes and sites that constitute the nation's cultural heritage should be avoided as far as possible and where this is not possible the disturbance should be minimized and remedied.

## **4. METHODOLOGY**

### **4.1. Survey of literature**

A survey of available literature was undertaken in order to place the development area in an archaeological and historical context. The sources utilized in this regard are indicated in the bibliography.

### **4.2. Field survey**

The field assessment section of the study is normally conducted according to generally accepted HIA practices and aimed at locating all possible objects, sites and features of heritage significance in the area of the proposed development. The location/position of all sites, features and objects is determined by means of a Global Positioning System (GPS) where possible, while detail photographs are also taken where needed.

***No field work was undertaken as part of this assessment.***

### **4.3. Oral histories**

People from local communities are sometimes interviewed in order to obtain information relating to the surveyed area. It needs to be stated that this is not applicable under all circumstances. When applicable, the information is included in the text and referred to in the bibliography.

### **4.4. Documentation**

All sites, objects, features and structures identified are documented according to a general set of minimum standards. Co-ordinates of individual localities are determined by means of the Global Positioning System (GPS). The information is added to the description in order to facilitate the identification of each locality.

## **5. DESCRIPTION OF THE AREA & PROJECT**

The study and Mining Rights Application Area is located on the Remainder of the farm Bushy Rise 702MS, north of Makhado. It is situated in Vhembe District Municipality of the Limpopo Province.

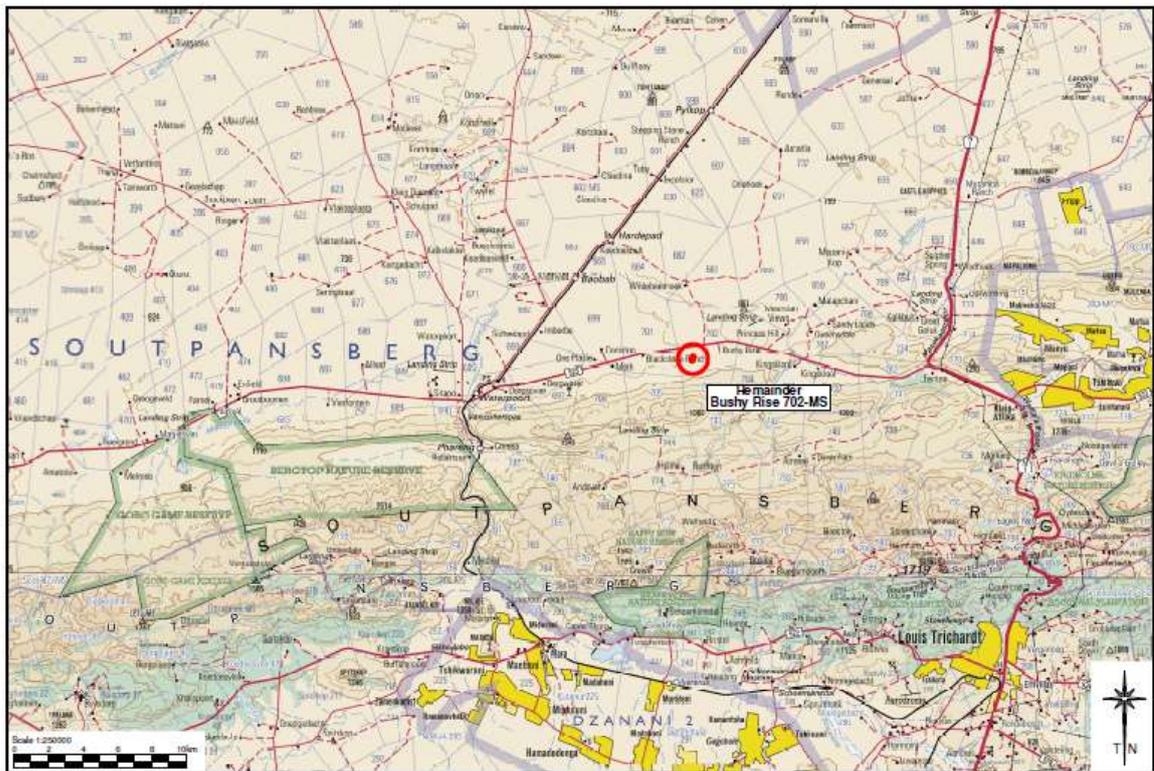
The topography and general landscape of the study area can't be described from a personal observation perspective as no physical fieldwork was undertaken for this study. However, based on aerial images (Google Earth) of the area it is clear that the study area is fairly flat with little or no rocky outcrops or ridges present. Vegetation (trees, shrubs/bushes and grass) covers the area, while it is seemingly also very sandy. The study and application area has not been impacted heavily at all and there is therefore always the possibility of the presence of cultural heritage (archaeological and/or historical) sites, features or material here, although the chances are relatively slight.



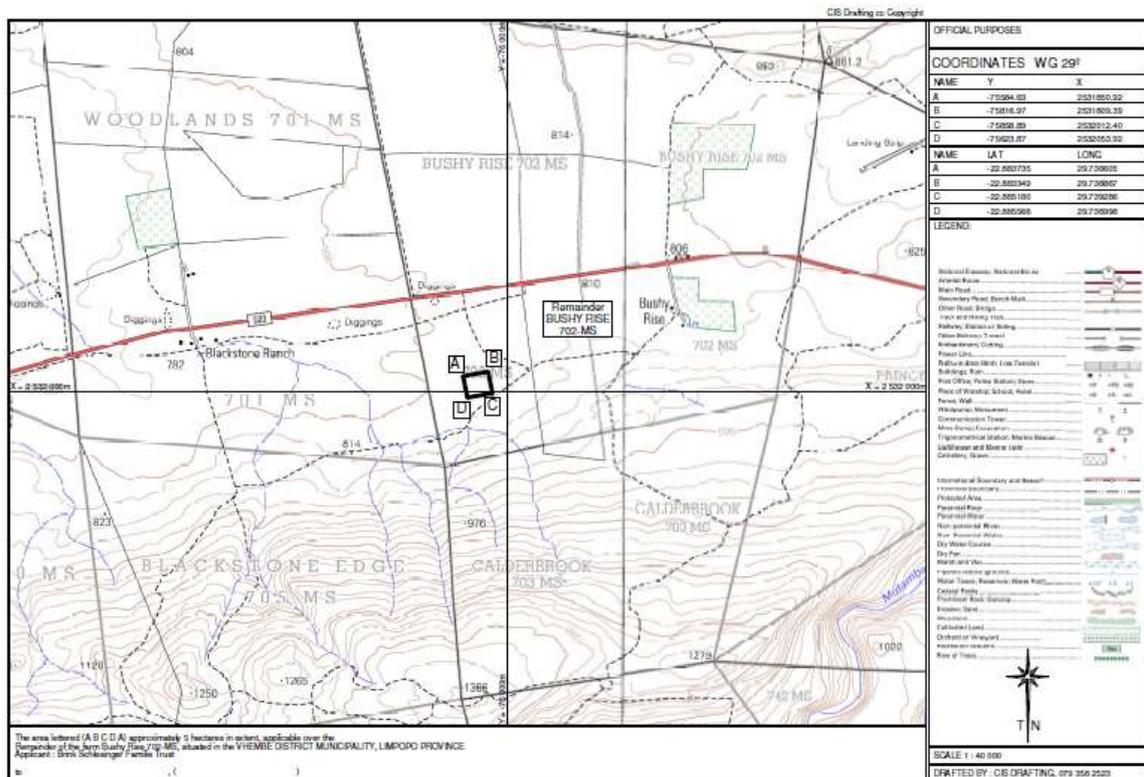
Figure 1: General location of study & application area (Google Earth 2022).



Figure 2: Closer view of the study & application area footprint (Google Earth 2022).



**Figure 3: Topographical map (1:250 000) showing the location of the study & application area (provided by Gudani Consulting Environmental & Social Scientists).**



**Figure 4: Topographical map (1:50 000) showing location of study & application area (provided by Gudani Consulting Environmental & Social Scientists).**

## 6. DISCUSSION

The Stone Age is the period in human history when lithic (stone) material was mainly used to produce tools. In South Africa the Stone Age can be divided in basically into three periods. It is however important to note that dates are relative and only provide a broad framework for interpretation. A basic sequence for the South African Stone Age (Lombard et.al 2012) is as follows:

- Earlier Stone Age (ESA) up to 2 million – more than 200 000 years ago
- Middle Stone Age (MSA) less than 300 000 – 20 000 years ago
- Later Stone Age (LSA) 40 000 years ago – 2000 years ago

It should also be noted that these dates are not a neat fit because of variability and overlapping ages between sites (Lombard et.al 2012: 125).

No Stone Age sites (including rock art) are known to occur in the immediate study area. The closest known Stone Age sites are located at Kalkbank & Makgabeng south and south-west of the study area (Bergh 1999: 4), while known rock art (paintings) sites are located to the south of the study area and around Makhado & Schoemansdal (Bergh 1999: 5).

**The possibility of finding Stone Age sites and finds in the study & development area exists. These would however more than likely be individual artifacts and/or small scatters of artifacts in open-air contexts.**

The Iron Age is the name given to the period of human history when metal was mainly used to produce metal artifacts. In South Africa it can be divided in two separate phases (Bergh 1999: 96-98), namely:

Early Iron Age (EIA) 200 – 1000 A.D

Late Iron Age (LIA) 1000 – 1850 A.D.

Huffman (2007: xiii) however indicates that a Middle Iron Age should be included. His dates, which now seem to be widely accepted in archaeological circles, are:

Early Iron Age (EIA) 250 – 900 A.D.

Middle Iron Age (MIA) 900 – 1300 A.D.

Late Iron Age (LIA) 1300 – 1840 A.D.

There are no known Iron Age sites (EIA or LIA) in the immediate study area, although a large number of EIA to LIA sites are known to exist in the larger geographical landscape in which the study area falls. This includes the sites of Klein Afrika & Happy Rest (EIA) located north & west of Louis Trichardt respectively, and the sites of Verulam, Verdun & Machedema (LIA) north of the study area (Bergh 1999: 6-7).

Tom Huffman's research work shows that Iron Age sites, features or material could possibly be found in the area. This could include the so-called Silver Leaves facies of the Urewe Tradition dating to between AD280 and AD450 (Huffman 2007: 123); Mzonjani facies of the same tradition dating to between AD450 and AD750 (p.127); Icon facies of Urewe dating to between AD1300 and AD1500 (p.183); the Happy Rest facies of the Kalundu Tradition dating to between AD500 & AD750 (p.219); the Malapati facies of Kalundu dating to between AD750 & AD1030 (p.239); the Tavhatshena facies of Kalundu dating to between AD1450 & AD1600 (p.263); the Letaba facies of Kalundu dating to between AD1600 & AD1800 (p.267) and finally the Mutamba facies of the same tradition dating to between AD1250 and AD1450 (Huffman 2007: 271).

**There are no known Iron Age sites, features or cultural material in the specific study area, but there is always the possibility of previously unknown sites or material being present.**

The historical age started with the first recorded oral histories in the area. It includes the moving into the area of people that were able to read and write. The first European group to pass close by the area were that of Coenraad de Buys in 1821 and 1825, followed by groups of Voortrekkers after 1844 (Bergh 1999: 12-14). Schoemansdal (originally Zoutpansbergdorp) was established in 1848, and finally abandoned as a result of conflict with local groups in July 1867 (Bergh 1999: 131; 187). The town of Louis Trichardt was formally established in February 1899 (Bergh 1999: 147). During the Anglo-Boer war (1899-

1902) there was a skirmish between British and Boer forces at Fort Edward near Louis Trichardt between 20 and 28 March 1902 (Bergh 1999: 54).

**Whether or not there are any recent historical sites, features or material in the study and application area is not possible to say without any reasonable doubt. However, none are visible on any of the aerial images (Google Earth) of the study area and application footprint.**

The Chief Surveyor General Database ([www.csg.dla.gov.za](http://www.csg.dla.gov.za)) was scrutinized for old maps of Bushy Rise 702MS. The oldest map for the farm found dates to 1913 (**CSG Document B1043**) and shows that the whole farm was then located in the District of Zoutpansberg, Ward of Klein Spelonken and the then Transvaal Colony. The farm was surveyed for the Government in June and July 1913.

With no physical field assessments conducted in the study and Mining Rights Application area it is difficult to determine if any sites, features or material of cultural heritage origin or significance are located here and if there will be any impacts on such sites as a result of planned future mining/quarrying. It is clear from the desktop study that archaeological/historical sites and finds do occur in the larger landscape within which the specific study and Mining Rights Application area is located.

Google Earth images of the area were scrutinized to see if any possible sites or features are visible. None were visible (**See Figures below**). It is also clear from these images (from 2003 till recently) that there has been no development of any nature in the study area and that the only impact is a dirt track that crosses through the application area.

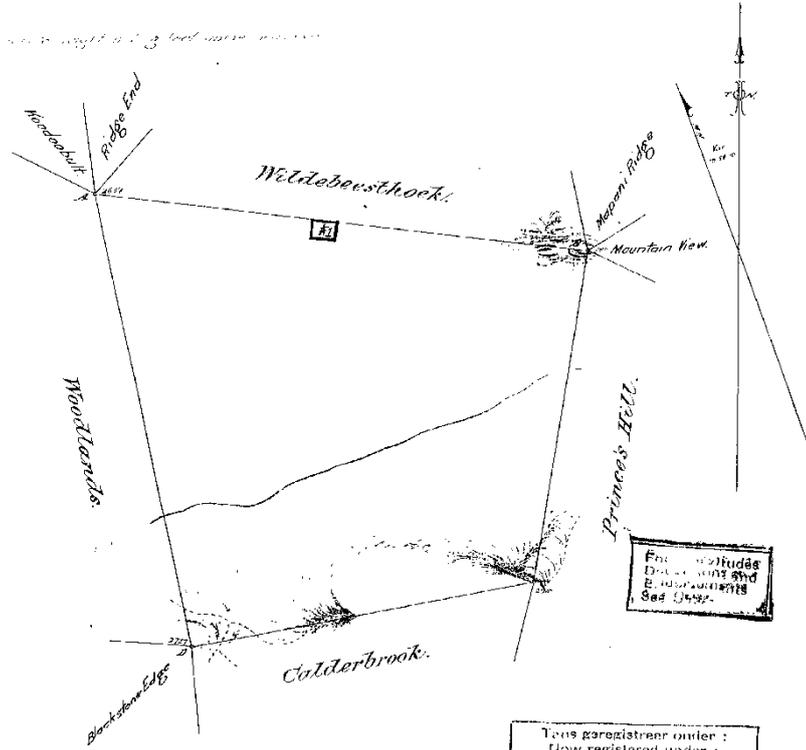
Although there is always the possibility that previously unknown and invisible archaeological and/or historical sites, features or material could be located in an area, the likelihood here is fairly low. The subterranean nature of these cultural resources (including unmarked & unknown burials) should always be kept in mind.

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Form A.—Diagram Form for an Original Farm Survey, or Original Survey of Portion of a Farm.

SIDES.	ANGLES.	(Y) CO-ORDINATES.	(X)
AB 1188 80	A 71 26 0	A + 4165 40	+ 4413 52
BC 853 84	B 89 33 0	B + 4081 93	+ 3139 74
CD 834 70	C 110 3 40	C + 3174 20	+ 3264 03
DA 1181 50	D 89 51 20	D + 3007 82	+ 4081 22

1/3 original scale was 1:10000 and 1/3 inch was 1000 feet



Portion 2 SG.No.10046/2004



The above figure lettered A, B, C, D, represents the farm **Bushy Rise, No 702MS** in extent 1666 Morgen 281 Square Rods of Land, situate in the District of Zoutpansberg Ward Klein Spelonken Transvaal Colony, and bounded as indicated above. The whole Farm was originally granted to \_\_\_\_\_ by Deed of Grant No. \_\_\_\_\_ dated the \_\_\_\_\_ day of \_\_\_\_\_ The Beacons were Pointed out by the surveyor (R.E. Antrabus) & Inspector of Lands E.O. Ward. Due notice of this Survey has been given to all adjoining land owners and the beacons have been properly erected according to law. Surveyed on behalf of The Government in June & July 1913 by me *Ralph E. Antrabus* Government Land Surveyor.

No. A 2787 Examined. The numerical data of this Diagram are sufficiently correct.  
*G. Maxwell Edwards*  
Examiner of Diagrams.  
Surveyor-General's Office,  
Pretoria.

No protest: confirmed.  
*R. E. Antrabus*  
Surveyor-General.  
Surveyor-General's Office,  
Pretoria.  
Published in Government Gazette No. 2787 dated 22 NOV 1913

Figure 5: 1913 Map of Bushy Rise 702MS ([www.csg.dla.gov.za](http://www.csg.dla.gov.za)).



**Figure 6: Aerial view of the application area dating to 2003 (Google Earth 2022). No sites or features of archaeological and/or historical nature is visible.**



**Figure 7: The area in 2007. No impacts by any development are evident and again no sites or features are visible (Google Earth 2022).**



**Figure 8: The area by 2017. No development has happened between 2003 & 2017 and again no cultural heritage sites or features are evident (Google Earth 2022).**

Based on the desktop work and the aerial images of the study & application area it is recommended that the Mining Rights Application be allowed. Furthermore it is recommended that any proposed future mining in the Bushy Rise 702MS Mining Rights Application area only be allowed once a detailed field assessment is conducted in the area where the future mining will be undertaken. The field assessment will focus on determining the location of possible archaeological and historical sites, features or material that could be negatively impacted by any related mining activities.

## **7. CONCLUSIONS AND RECOMMENDATIONS**

APelser Archaeological Consulting (APAC) was appointed by Gudani Consulting Environmental & Social Scientists to conduct a Desktop-based Heritage Impact Assessment for a Mining Rights Application on the Remainder of the farm Bushy Rise 702MS, north of Makhado. The study and project area is situated in the Vhembe District Municipality of the Limpopo Province.

Background research indicates that there are a number of cultural heritage (archaeological & historical) sites and features in the larger geographical area within which the study area falls, but no known ones on the specific land parcel. With no physical field assessments conducted in the study and Mining Rights Application area it is difficult to determine if any sites, features or material of cultural heritage origin or significance are located here and if there will be any impacts on such sites as a result of planned future mining. It is clear from

the desktop study that archaeological/historical sites and finds do occur in the larger landscape within which the specific study and Mining Rights Application area is located.

Google Earth images of the area were scrutinized to see if any possible sites or features are visible. None were visible. Although there is always the possibility that previously unknown and invisible archaeological and/or historical sites, features or material could be located in an area, the likelihood here is fairly low. The subterranean nature of these cultural resources (including unmarked & unknown burials) should always be kept in mind.

**Finally, based on the desktop work and the aerial images of the study & application area it is recommended that the Mining Rights Application be allowed. Furthermore it is recommended that any proposed future mining in the Bushy Rise 702MS Mining Rights Application area only be allowed once a detailed field assessment is conducted in the area where the future mining will be undertaken. The field assessment will focus on determining the location of possible archaeological and historical sites, features or material that could be negatively impacted by any related mining activities. Once this has been done and the way forward in terms of mitigation measures have been presented the proposed mining can continue.**

## **8. REFERENCES**

General and Closer views of study & application area location: Google Earth 2021.

1:250 000 & 1:50 000 Topographical Maps showing location of study & application area: Provided by Gudani Consulting Environmental & Social Scientists.

Bergh, J.S. (red.). 1999. **Geskiedenisatlas van Suid-Afrika. Die vier noordelike provinsies**. Pretoria: J.L. van Schaik.

Huffman, T.N. 2007. Handbook to the Iron Age: **The Archaeology of Pre-Colonial Farming Societies in Southern Africa**. Scottsville: University of KwaZulu-Natal Press.

Knudson, S.J. 1978. **Culture in retrospect**. Chicago: Rand McNally College Publishing Company.

Lombard, M., L. Wadley, J. Deacon, S. Wurz, I. Parsons, M. Mohapi, J. Swart & P. Mitchell. 2012. **South African and Lesotho Stone Age Sequence Updated (I)**. South African Archaeological Bulletin 67 (195): 120–144, 2012.

Republic of South Africa. 1999. **National Heritage Resources Act (No 25 of 1999)**. Pretoria: the Government Printer.

Republic of South Africa. 1998. **National Environmental Management Act (no 107 of 1998)**. Pretoria: The Government Printer.

Chief Surveyor General Database ([www.csg.dla.gov.za](http://www.csg.dla.gov.za)): Document - B1043

## **APPENDIX A: DEFINITION OF TERMS:**

**Site:** A large place with extensive structures and related cultural objects. It can also be a large assemblage of cultural artifacts, found on a single location.

**Structure:** A permanent building found in isolation or which forms a site in conjunction with other structures.

**Feature:** A coincidental find of movable cultural objects.

**Object:** Artifact (cultural object).

(Also see Knudson 1978: 20).

## **APPENDIX B: DEFINITION/ STATEMENT OF HERITAGE SIGNIFICANCE**

**Historic value:** Important in the community or pattern of history or has an association with the life or work of a person, group or organization of importance in history.

**Aesthetic value:** Important in exhibiting particular aesthetic characteristics valued by a community or cultural group.

**Scientific value:** Potential to yield information that will contribute to an understanding of natural or cultural history or is important in demonstrating a high degree of creative or technical achievement of a particular period

**Social value:** Have a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.

**Rarity:** Does it possess uncommon, rare or endangered aspects of natural or cultural heritage.

**Representivity:** Important in demonstrating the principal characteristics of a particular class of natural or cultural places or object or a range of landscapes or environments characteristic of its class or of human activities (including way of life, philosophy, custom, process, land-use, function, design or technique) in the environment of the nation, province region or locality.

## **APPENDIX C: SIGNIFICANCE AND FIELD RATING:**

### **Cultural significance:**

- Low: A cultural object being found out of context, not being part of a site or without any related feature/structure in its surroundings.
- Medium: Any site, structure or feature being regarded less important due to a number of factors, such as date and frequency. Also any important object found out of context.
- High: Any site, structure or feature regarded as important because of its age or uniqueness. Graves are always categorized as of a high importance. Also any important object found within a specific context.

### **Heritage significance:**

- Grade I: Heritage resources with exceptional qualities to the extent that they are of national significance
- Grade II: Heritage resources with qualities giving it provincial or regional importance although it may form part of the national estate
- Grade III: Other heritage resources of local importance and therefore worthy of conservation

### **Field ratings:**

- i. National Grade I significance: should be managed as part of the national estate
- ii. Provincial Grade II significance: should be managed as part of the provincial estate
- iii. Local Grade IIIA: should be included in the heritage register and not be mitigated (high significance)
- iv. Local Grade IIIB: should be included in the heritage register and may be mitigated (high/medium significance)
- v. General protection A (IV A): site should be mitigated before destruction (high/medium significance)
- vi. General protection B (IV B): site should be recorded before destruction (medium significance)
- vii. General protection C (IV C): phase 1 is seen as sufficient recording and it may be demolished (low significance)

## **APPENDIX D: PROTECTION OF HERITAGE RESOURCES:**

### **Formal protection:**

National heritage sites and Provincial heritage sites – Grade I and II

Protected areas - An area surrounding a heritage site

Provisional protection – For a maximum period of two years

Heritage registers – Listing Grades II and III

Heritage areas – Areas with more than one heritage site included

Heritage objects – e.g. Archaeological, palaeontological, meteorites, geological specimens, visual art, military, numismatic, books, etc.

### **General protection:**

Objects protected by the laws of foreign states

Structures – Older than 60 years

Archaeology, paleontology and meteorites

Burial grounds and graves

Public monuments and memorials

## **APPENDIX E: HERITAGE IMPACT ASSESSMENT PHASES**

1. Pre-assessment or Scoping Phase – Establishment of the scope of the project and terms of reference.
2. Baseline Assessment – Establishment of a broad framework of the potential heritage of an area.
3. Phase I Impact Assessment – Identifying sites, assess their significance, make comments on the impact of the development and makes recommendations for mitigation or conservation.
4. Letter of recommendation for exemption – If there is no likelihood that any sites will be impacted.
5. Phase II Mitigation or Rescue – Planning for the protection of significant sites or sampling through excavation or collection (after receiving a permit) of sites that may be lost.
6. Phase III Management Plan – For rare cases where sites are so important that development cannot be allowed.