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- 4. Borcherds Bus Depot BELcom, APM RoD's

# REFERENCES and ACKNOWLEDGEMENTS:

- 1. Cape Town Archives
- 2. George Municipality, Town Planning Department
- 3. George Museum Archives
- 4. Kathleen Schulz, Southern Cape historian
- 5. Mr. Solly Rhode & others, Pacaltsdorp
- 6. S.G. and Deed's Offices, Cape Town



#### 1. INTRODUCTION

PERCEPTION Heritage Planning was appointed as sub-consultant to Andrew West Environmental Consultancy (on behalf of the George Municipality) during February 2010 to compile and lodge a Notice of Intent to Develop to Heritage Western Cape in terms of Section 38(8) of the National Heritage Resources Act, 1999 (Act 25 of 1999) to Heritage Western Cape. Details of the proposed development are as set out in paragraph 3 below.

Sanction for submission of this Notice of Intent to Develop was provided by George Municipality being the developer/ registered property owner, and is attached as part of Annexure 1 ("Part 5" to the NID form).

#### 2. BACKGROUND

The registered property owner, being George Municipality, is of the intention to obtain permission for construction of a new road between George Industria and Pacaltsdorp. As such, *PERCEPTION* was commissioned to compile and submit to Heritage Western Cape an "*Expanded*" *Notice of Intent to Develop (NID)* and Heritage Statement for adjudication, which include:

- Information normally submitted by us for a NID submission;
- Historical background (archival) research regarding the study area;
- Interviews held with Pacaltsdorp community elders;
- Interviews with George Municipality officials;
- Preliminary Heritage Survey (which excludes input from archaeologist).

Considering the route alignment envisaged for the proposed "Rand Street Extension", George Municipality, (being the "developer") has been made aware of the potential impact of the proposal on heritage resources within the study area. The purpose of this assessment is therefore not only to serve as a NID application to Heritage Western Cape, but also to assist/ contribute to the project as follows:

- To identify heritage issues, development constraints and opportunities at an early stage;
- To avoid potential negative impacts of the proposed development on heritage related aspects;
- To provide guidance for planning and design of the proposed development.

NOTE: This Heritage Statement should be read in conjunction with the completed NID application form attached as Annexure 1 hereto.

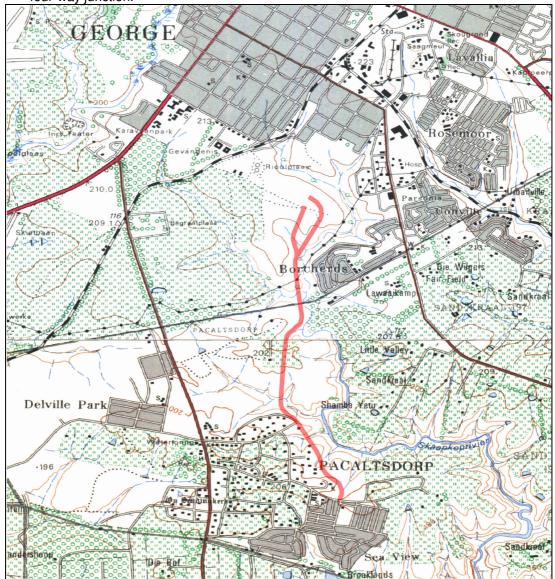
#### 3. STUDY AREA

Photographs of the site and environs are attached as part of Annexure 2. As illustrated on the locality plan (top of page 3), the study area includes a substantial area located along a coastal plateau with an undulating character below the foothills of the Outeniqua mountain range. The proposed route alignment commences at George Industria (PW Botha Boulevard) and extends southward across currently vacant land (future 6ha site of Borcherds Bus Depot – already approved by BELcom), passing west of the Borcherds residential area and along an unnamed non-perennial stream, being the upper reaches of the Schaapkops River. Other related land uses envisaged within the proximity of the said bus depot includes a thermal power station, industrial and possible residential use (see Annexure 3).

The proposed road alignment continues further south to pass under the N2 National Road and wraps around a recently-approved residential neighbourhood, the infrastructure services of which have been installed but has yet to see actual development. The proposed alignment then crosses agricultural fields that appear to



have been lying fallow for some time, pass an operational municipal sewerage works. It thensweeps southeast to pass directly north of Pacaltsdorp, traversing a number of narrow river valleys before joining up with Mission Street at what would be a future four-way junction.



Extract from 1:50,000 Topo-cadastral series (Source: CDSM) showing Preferred route alignment

Existing land use within the proximity of the study area varies from the established George Industrial in the north to George commonage (Remainder Erf 464) dedicated for future municipal/ public use (Borcherds bus depot, vacant land and the N2 National road. Further south from this position existing land use includes the Pacaltsdorp commonage (Remainder Erf 325) dedicated for residential use, agricultural lands, a number of narrow river valleys lined predominantly by exotic alien invasive vegetation, through a former quarry, pass a municipal sewerage works, electrical installation and finally to join up with an existing residential area.

#### 4. PROPOSED DEVELOPMENT

The George Roads Master Plan classifies the road as a *Class 3* arterial that would be constructed according to the following specifications:

• Surfaced roadway width:

8,0 m (2 x 3,7m lanes and provision for 0,3m channel if kerbing is required)



• Shoulder width: 1,5m (on both sides)

• Rounding: 0,5 m (rounding) on both sides. Ultimately a

2m sidewalk could be provided on each side

if required

Road reserve width: 25m minimum

A number of minor drainage structures will be required. The topography has defined waterways and most drainage structures will be easily determined due to the clearly defined watercourses.

Note: This section and the illustration below were taken from the Final Scoping Report, Andrew West Environmental Consultancy, July 2009.



Proposed alternative route alignments (Source: Africon, September 2007 - now Aurecon SA (Pty) Ltd)

## 4.1 Alternative A (Preferred Alternative)

Alternative A follows a parallel contour line to the river up to the N2. An underpass will need to be constructed where Rand Street extension crosses underneath the N2 freeway. From the N2 freeway Rand Street follows the contour paths for which the least earthworks will be required for linking into Pacaltsdorp. The horizontal and vertical alignment of this alternative complies with the minimum requirements for a design speed of 80km/h. The Total Length for Alternative A is: 4,380m

#### 4.2 Alternative B

Alternative B follows the same route as Alternative A, with only one section near Pacaltsdorp that defers from the first alternative. The deviation will have small a cost saving in bulk earth works. The horizontal and vertical alignment of this alternative does not comply with the minimum requirements for a design speed of 80km/h, but it complies with a 60km/h design speed requirement.



The Total Length for Alternative B is: 4,450m

#### 4.3 Alternative C

Alternative C follows the same route as Alternative A and B, but links up at an alternate position in Pacaltsdorp. Alternative C is the shortest route but has more constraints with respective to expropriation through established development. The road reserve available cannot accommodate the required cross section and direct accesses for the section in Pacaltsdorp will impact on the function of the road. This alternative was not investigated further due to constraints mentioned above.

The Total Length for Alternative C is: 3,300m

# 5. RELEVANT POLICY GUIDELINES

# 5.1 George Draft Spatial Development Framework, December 2008

This draft policy guideline document has undergone an extensive public participation process, is generally agreed with by the DEA & DP and appears to be in the final stages prior to being approved. Drafting of the SDF did not include an inventory of heritage resources as contemplated in Section 30(5) of the NHRA. An extract from the George SDF below shows a possible alignment for the extension of Rand Street.

The SDF addresses, among other aspects, the relief of poverty and the creation of accelerated growth in a way that creates opportunities to achieve the overall objectives set by legislation – to meet the needs of residents in the area and the requirements of investors and developers as well as to protect the natural environment.



Extract from George Draft SDF (December 2008)

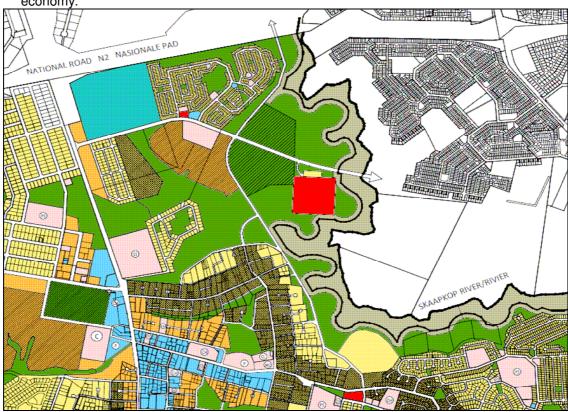
The SDF mentions that the present public transport system in the area is not meeting the needs of the community; the high level of private vehicle ownership has placed more pressure on the present road system. A Roads Master Plan has subsequently been completed in respect of the existing and future road system and contains proposals for the upgrading of road networks. The proposed road will also be an important link in the George Mobility Strategy.

Accordingly, one of the major proposals is for the extension of Rand Street southwards to connect with Pacaltsdorp and therefore relieve the present traffic

pressure on Beach Road showing the proposed road infrastructure in the George Roads Master Plan compiled by *Kantey & Templer (June 2006*)

## 5.2 Draft Pacaltsdorp/ Hansmoeskraal Local Structure Plan, December 2008

Being part of the George Draft SDF, this Plan also refers to the proposed route alignment as illustrated below. Important to note is that this document identifies Hansmoeskraal and Pacaltsdorp to be areas of future growth and economic development. Infrastructure will therefore need to be upgraded in order to support this goal. The Rand Street extension has the potential as a higher order road (Class III) to improve supportive infrastructure for an expanding industrial and business economy.



Extract from Pacaltsdorp/ Hansmoeskraal Local Structure Plan (December 2008)

# 5.3 George Roads Master Plan (\*)

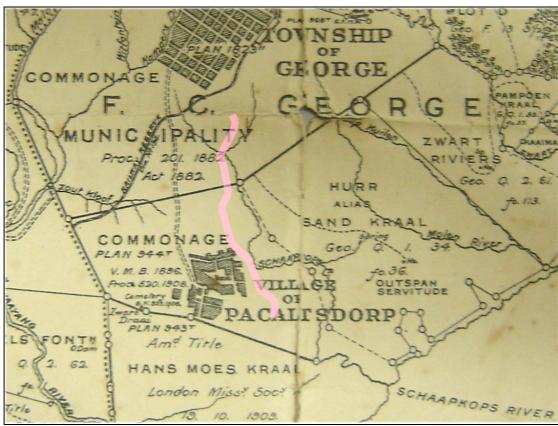
The George Roads Master Plan was compiled by Kantey & Templer Consulting Engineers in order to direct transportation planning attention to future road needs and to identify, plan and guide the design of roads infrastructure and facilities required by the George Municipality to meet future growth in population. The Master Plan is a sectoral plan that forms part of the IDP for George and is the result of a collaborative process of meetings with the officials of the municipality, the Roads Authorities and other consultants who have had meetings over a period of time.

The Rand Street extension is a seen as important in terms of accessibility for the communities to the south of the N2 and is the second phase of the important Union Street – Rand Street Industrial Area interchange.

(\*) From Final Scoping Report, Andrew West Environmental Consultancy, July 2009

#### 6. HISTORICAL BACKGROUND

An independent historical background study undertaken by Kathleen Schulz, Southern Cape Historian/ Researcher, was commissioned for the subject study area and is included below.



Extract from map compiled by S.G. Office, c. 1900. Pink line represents approximate route alignment of proposed Rand Street extension in relation to former farm boundaries (Source: George Museum Archives)

# 6.1 Historical relationship between George and Pacaltsdorp Commonage Land

George was established as a British administrative magisterial seat for the area named Outeniqualand and surrounds in 1811<sup>1</sup>. The farm Post Rivier, the land on which George is now situated and the adjoining farm 'Hoogekraal' (now Pacaltsdorp) were acquired simultaneously by Dirk Coetzee as loan farms in 1762<sup>2</sup>. Inventories taken at the time of Dirk Coetzee's death in 1782 state that he lived on the farm Post Rivier, but only had 6 oxen on Hoogekraal<sup>3</sup>. It is apparent from the inventory that Dirk Coetzee was a woodcutter and not an agriculturist.

After the death of Dirk Coetzee no further loan farm agreements were entered into for the farms Post Rivier and Hoogekraal. The Dutch East India Company had established a Woodcutters post on the farm Post Rivier in 1778<sup>4</sup> in order to monitor all wood felling operations in Outeniqualand.

Applications made after 1782 by farmers for a loan agreement over Hoogekraal, were not approved. In 1809 another loan application was refused on the grounds, "that this place cannot be granted to, on account of the existing Government orders having been ceded to the Hottentots by former Governments agreeable to an ancient custom". (The writer is not aware of these Government orders having been found in the archives yet.)

Again a referral to occupation in Hoogekraal was made in a letter written by Landrost Adriaan G van Kervel in 1812 to Administrators in Cape Town stating that 8 families



<sup>&</sup>lt;sup>1</sup> Government Gazette publication;

<sup>&</sup>lt;sup>2</sup> Cape Town Archives (CTA); RLR 16/2 p 465 dated 1762

<sup>&</sup>lt;sup>3</sup> CTA; MOOC8/18.49a, and b.

<sup>&</sup>lt;sup>4</sup> CTA ; Resolutions C155 pp 179-186. (TANAP)

<sup>&</sup>lt;sup>5</sup> CTA ;CO 2566

were resident at Hoogekraal at that time and the area could not be considered as a loan farm. It must be remembered that many of the original residents of Hoogekraal became employed by farmers as the number of loan farms increased. We therefore have no idea of the number of families originally living at Hoogekraal<sup>6</sup>.

In 1813 the London Mission Society agreed to establish a mission at Hoogekraal and sent Reverend Carel Pacalt to administer Christian religious instruction to the residents<sup>7</sup>. An 1816 census record reveals that a total of 128 people were living at Hoogekraal, comprising men, women and children. In 1819 Reverend Pacalt died and in 1822 the farm name Hoogekraal was replaced with that of Pacaltsdorp.

The London Mission Society continued to manage land administration in the interests of Pacaltsdorp residents, even purchasing the southern boundary farm Hans Moes Kraal in 1826 for this purpose. In 1873 the London Mission Society passed a proclamation dissolving responsibilities of Pacaltsdorp and sister mission stations Dyselsdorp, Zoar and Bethelsdorp. It is clear that a change in the thinking of the Society was taking place, either as a result of the financial burden -- or a wish for residents to take legal transfer of their residences <sup>8</sup>.

The following excerpt was copied from the Provincial Administrative Secretariat file dated September 1909 describing the agrarian history of Pacaltsdorp:

"(Hoogekraal) --- It had previously been a Hottentot kraal. Occupied by the London Mission Society on sufferance up to 1845 when a 'ticket of occupation' was granted subject to cancellation at the pleasure of the Governor; this tenure continued up to the passing of Act 13 of 1873, after which a general survey was made by Mr Thwaits, Government Surveyor and titles issued in freehold to the then occupiers for the lots occupied or cultivated by them varying in size from about 1/4 acre to 1 morgen. There were in all 148 original grantees. These grants were made and transfers passed free of charge except for the 10 sh or 12/6 stamp on title deed; the grants were subject to the same conditions as at Dysseldorp and Bethelsdorp."

It is generally understood that the lands mentioned above refers to the area directly west of current day Pacaltsdorp. No maps depicting the location these areas of occupation could be located in the archives thus far.

The above extraction also co-insides with Deeds Office records that confirm formal registration of Pacaltsdorp allotments had commenced in 1875<sup>10</sup>. At this time a Village Management Board was established, thereby releasing the responsibly of land allocation from the London Mission Society to that of the Board. The Village Management Board continued to administer land tenure and land sale issues until the 1960's when apartheid administrators enforced a Pacaltsdorp Management Committee in place thereof.

#### 6.2 Formal Establishment of George and Pacaltsdorp's Commonage Boundaries

A formal Surveyor General diagram was drawn up defining George Commonage boundaries in 1919, but unfortunately a similar diagram has not been found for the Pacaltsdorp Commonage during the course of research for this project. However one can deduce the boundaries of Pacaltsdorp boundaries from the George Commonage 1920 diagram. Boundaries appear to have been set between the George Commonage boundary, north, the farm Zandkraal, east, Pacaltsdorp south, and the farm Yzerfontein, (a portion of Buffelskraal) west. The extent unfortunately is unknown.

<sup>&</sup>lt;sup>10</sup> Surveyor General Office records search.



<sup>&</sup>lt;sup>6</sup> CTA ; CO 2581

<sup>&</sup>lt;sup>7</sup> The Story of Pacaltsdorp and Some Reminiscences ; T.A.Anderson (1881-1957) Pub. Long & Co. Port Elizabeth, 1960

<sup>&</sup>lt;sup>8</sup> Proclamation number 13/1873

<sup>&</sup>lt;sup>9</sup> CTA ; PAS 2/19

It is presumed that 1920 is the year when the boundaries were formally defined as no earlier diagram could be found<sup>11</sup>.

# 6.3 Sale of Land – George and Pacaltsdorp Commonages

Formal subdivisions have taken place over the years from Pacaltsdorp Commonage but none have been identified during the course of this research to clash with the course of the Rand Street road extension project.

The same applied to the George Commonage -- no formally registered subdivisions are seen to be in the path of the intended building of the Rand Street road extension project.

# 6.4 Lease Agreements – George and Pacaltsdorp Commonages

The early Pacaltsdorp commonage lease records only refer to colloquially named landmarks for example, "Soutkloof". Through community consultation undertaken by the author as part of this NID, it was possible to ascertain that "Soutkloof" is located well outside the study area, on lands to the east of Pacaltsdorp.

Up to present times commonage allotments have been awarded to Pacaltsdorp and George residents, which were and still are - held under lease agreements (illustrated with Annexure 3). These allotments held by lease do intersect across the path of the intended Rand Street road project and are therefore under threat.

#### 6.5 Conclusion

It is clear that these two portions of land have occupied from pre-colonial times until present. The concern shown by the British Government in 1809 when they refused to loan Hoogekraal (Pacaltsdorp) as a farm to colonists on the ground that an agreement had been entered into with previous Governments on the grounds of ancient custom is considered to be of high cultural significance. Later administers appear to have unaware of this agreement.

#### 7. HERITAGE RESOURCES & ISSUES

# 7.1 Built Environment

The authors physically followed the entire road alignment and no structures or ruins older than 60 years could be located along or within the direct proximity of the proposed route alignment. However, it is considered that input from a suitably qualified archaeologist may be required for the area highlighted on Annexure 3 as being potentially sensitive in terms of pre-colonial and historical archaeology. Monitoring may therefore be required so as to ensure no pre-colonial or colonial subsurface history is destroyed during the course of construction activities. (Also refer to section 7.4 below in this regard)

# 7.2 Land Use Issues

For the purpose of this assessment the study area can broadly be divided into two sections, namely that located north of the N2 National Road and the section between the N2 and Pacaltsdorp. This division also coincides with the boundaries between the George Commonage (Remainder Erf 464) and that of Pacaltsdorp (Remainder Erf 325).

## 7.2.1 North of the N2 (George Commonage)

This portion of the study area includes undeveloped, vacant land that has been completely transformed from its original natural state through agricultural practices/ cultivation/ grazing. Note that both BELcom and APM (RoD's attached as part of Annexure 4) granted permission for construction of the Borcherds Bus Depot on a 6ha portion of this area. Other land uses also

<sup>&</sup>lt;sup>11</sup> Cape Town Deeds Office George Quitrents 15/15. Surveyor General Diagram number B/1293/1920

envisaged on this portion of land include a thermal power station, industrial and possible residential uses.

Having regard to the fact that no heritage resources could be identified along this section of the proposed road alignment and taken in conjunction with the pattern of existing (and permitted) development within its proximity it is our view that the proposed route alignment of Rand Street through this portion of the study area would be acceptable and therefore do not require any further heritage assessment.

# 7.2.2 South of the N2 (Pacaltsdorp Commonage)

Permission to transform a substantial part of this portion of the study area into a residential suburb (see Annexure 3) was recently granted and installation of infrastructure has been completed. According to municipal officials, construction of top structures will commence during the 2010/2011 financial year. It is unclear whether permission for this development was obtained in terms of Section 38 of the National Heritage Resources Act, 1999 (Act 25 of 1999).

During discussion with municipal officials it was found that some portions of this section of the Pacaltsdorp commonage were still leased out to small-scale farmers during November 1996 (see Annexure 3). 12 Municipal officials currently responsible for managing lease of commonage land could not confirm whether any portions of this part of the commonage are still being leased to individuals for agricultural or other use. It was however explained to us that any current lease agreements would include a compulsory three-month notice period for termination of said lease agreements.

During the site inspection it was found that no recent cultivation had taken place on this section of the Pacaltsdorp commonage. This could however be as a result of current severe drought conditions experienced in the Southern Cape. Pacaltsdorp elders interviewed by the author seem to be of the view that commonage lands to the west of Pacaltsdorp have historically been favoured by residents for agriculture/ cultivation and that the proposed route alignment across Pacaltsdorp commonage would therefore be acceptable. Elders seemed to feel strongly about retention of Commonage (area referred to as "Soutkoof") to the southwest of Pacaltsdorp for communal/ agricultural purposes.

# 7.3 Cultural Landscape Issues

The study area represents glimpses of the George rural cultural landscape, which term refers to the imprint created on a natural landscape through human habitation and cultivation. Ultimately, definition of a cultural landscape is informed by the following elements, weighed through professional opinion, public values and the statutory (legal) framework:

- Natural Landscape
- Public Memory
- Social History
- Historical Architecture
- Palaeontology
- Archaeology (Pre-colonial, Historical)

Broad-based analysis of the 1942 aerial photograph series reveals some traditional (i.e. Pre-Modern) cultural landscape patterns in and around the study area, which are analysed in further detail through the annotated collage of 1939 aerial photographs on page 12<sup>13</sup> below.

<sup>&</sup>lt;sup>13</sup> Source: CDSM, (Flight 140 photo's 36/34062, 37/34158, dated December 1939)



<sup>&</sup>lt;sup>12</sup> George Municipality, Executive Committee Agenda dated 6<sup>th</sup> November 1996, Item 4.3, Annexure "B"

- George Industria, Borcherds and neighbouring Lawaaikamp not yet developed at the time;
- Photograph pre-dates construction of N2;
- Area south of George likely to have been used for grazing purposes;
- Tree-lined road from George to Pacaltsdorp stops where Commonage boundaries meet;
- Railway line traversing southern portion of the George commonage is clearly visible:
- Boundary line of the farm Sandkraal 197 lines up with Commonage boundaries note vegetation lining Sandkraal boundary to just beyond Schaapkops River;
- Extensive formal agricultural activity/ cultivation on the farm Sandkraal;
- Area north of Pacaltsdorp used primarily for grazing (also confirmed by elders);
- Series of footpaths from Old Dorp connecting with current day Beach Road leading to George;
- Several footpaths between Pacaltsdorp and Sandkraal meandering through landscape, many of which cross the Schaapkops River;
- Number of exposed/ disturbed areas directly north of Ou Dorp with roads leading between it and the village;
- Significant activity directly northeast of Mountview St/ Hillcrest St intersection;
- Tree-line almost parallel to Mountview St. and extending to the Schaapkops River:
- Point where this tree-line joins up with the Schaapkops River appears to have been an important crossing as illustrated through the number of footpaths joining up at this particular point.

The proposed preferred route alignment is likely to have an impact on the overall cultural landscape character, particularly within the Pacaltsdorp commonage, south of the N2 National Road. The severity of this potential impact should however be viewed in conjunction with the pattern of existing (and permitted) development within its proximity and more importantly, the social benefits the proposed road would offer Pacaltsdorp residents.

# 7.4 Archaeology

Based on archival research undertaken as well as analysis of pre-modern land use patterns within the proximity of the proposed road alignment, certain areas south of the N2 National Road, as highlighted on Annexure 3, are considered to be of potential archaeological significance. As such an archaeological impact assessment (precolonial and historical) is recommended. It is likely that monitoring would be required during excavation/ construction works, particularly along the section highlighted as potentially sensitive in terms of pre-colonial and historical archaeology.

In light of the fact that archaeological assessment was required for the proposed Borcherds Bus Depot, we are of the view that further archaeological research and/ or monitoring would not be required for the area north of the N2 National Road.

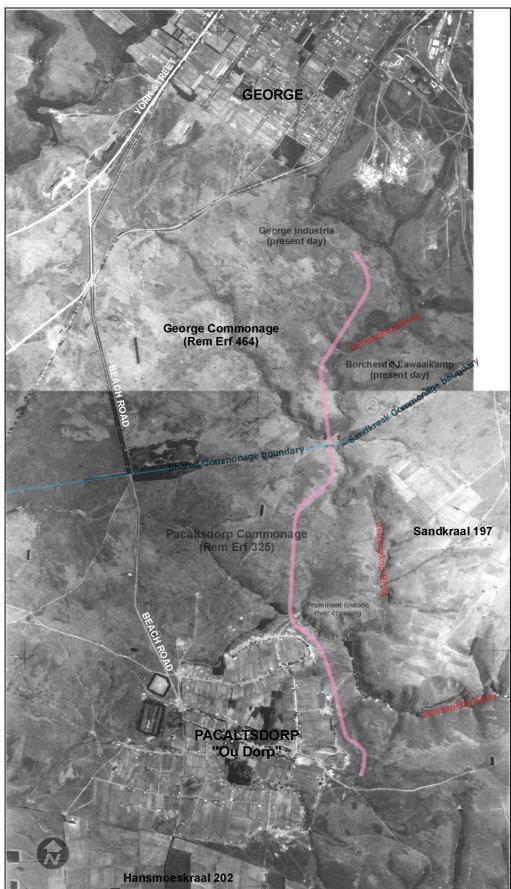
It is recommended that Heritage Western Cape's APM Committee make a decision regarding the need for further archaeological impact assessment as meant in this Section.

## 7.5 Alternatives

With relation to the alternative route alignments identified as part of the EIA process (refer Section 4 of this report) and its potential impact on heritage resources, we comment as follows:

Alternative A – This is the preferred route alignment and, in our view, the
proposed alignment that would have the lowest potential impact on potential
archaeological heritage resources. This alignment is therefore also the preferred
route in terms of this preliminary heritage survey;





Annotated collage of 1939 aerial photography of study area and its environs. Proposed preferred route alignment shown in pink (Source: CDSM)

[Section 7.5 Cont.]

- Alternative B While this alternative would amount to small cost savings its vertical and horizontal alignment would not be appropriate for the type of road envisaged. It is not anticipated that this alternative would have a significance impact on heritage resources;
- <u>Alternative C</u> This alignment would extend through a historic section of Ou Dorp, Pacaltsdorp and therefore is likely to have a significant impact on heritage resources within its proximity. This alternative is *not acceptable* and should not be considered.

#### 7.6 Conclusion

Taken in conjunction with existing land use patterns within the proximity of the proposed (preferred) route alignment as well as the overall development objectives set out in the George Draft Spatial Development Framework to provide an integrated, sustainable public transport system for the greater George area, to allow for urban renewal, urban densification and social integration as well as the objectives set out in the George Mobility Strategy, the impact of the proposal would, in our view, relate to a substantial social benefit to the local community.

Therefore, having considered the various potential heritage-related issues as part of this assessment, which included archival research, field work, interviews with municipal officials and Pacaltsdorp community elders, it is our view that the proposed preferred road alignment for extension of Rand Street, George should be allowed to go ahead with the proviso that the need for an archaeological impact assessment (and possible monitoring during construction) should be considered by Heritage Western Cape's Archaeology Palaeontology & Meteorite (APM) Committee.

While not to delay this particular proposal, this does study once again reiterate the need for George Municipality to urgently compile at least a basic heritage inventory for its jurisdiction area as it is obliged to do in terms of Section 30(5) of the National Heritage Resources Act, 1999 (Act 25 of 1999).

#### 8. PUBLIC PARTICIPATION

While we did not engage in a formal public participation process in relation to completion of this "Expanded NID", a number of Pacaltsdorp elders and George Municipality officials were interviewed.

The proposed development triggers a number of development activities listed in terms of the National Environmental Management Act, 1998 (Act 107 of 1998). The EIA process is being managed by Andrew West Environmental Consultancy and the Final Scoping Report has been submitted to DEA&DP for adjudication.

#### 9. **RECOMMENDATIONS**

Having regard to the above assessment, it is recommended:

- That this Heritage Statement fulfils the requirements of a NID submission In terms of Section 38 of the National Heritage Resources Act, 1999 (Act 25 of 1999);
- 9.2 That no further heritage studies and/or heritage impact assessment would be required but that Heritage Western Cape's APM Committee consider the need to undertake an Archaeological Impact Assessment.

**PERCEPTION Heritage Planning** 25<sup>th</sup> February 2010

SE DE KOCK
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