

Comprehensive and Professional Solutions for all Heritage Related Matters  
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**PHASE 1 HIA REPORT FOR PROPOSED INFORMAL SETTLEMENT UPGRADING  
AT O.R.TAMBO (IXOPO), UBUHLEBEZWE LOCAL MUNICIPALITY,  
IXOPO, KWAZULU-NATAL**

For:

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REPORT: **APAC020/46**

by:

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***June 2020***

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**APELSE ARCHAEOLOGICAL CONSULTING**

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A handwritten signature in black ink, appearing to be 'A. Pelser', is centered below the text.

## SUMMARY

APelser Archaeological Consulting (APAC) was appointed by Maxim Planning Solutions to conduct a Phase 1 HIA for the proposed upgrade of an informal settlement/township area at O.R.Tambo (Ixopo), in Kwazulu-Natal. The development & study area is located in the Ubuhlebezwe Local Municipality.

The project is conducted on instruction from MXN Development Construction CC in association with the Ubuhlebezwe Local Municipality (Kwazulu Natal). This project is executed by Maxim Planning Solutions (Pty) Ltd as an essential services project to upgrade the existing informal settlement area present on site and to alleviate the plight of the relevant community living in squalid conditions without basic services. The Heritage Impact Assessment services are seen as essential for the formalization process to ultimately allow for the installation of water, sewerage, stormwater and road infrastructure for this settlement area.

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. The assessment of the study area however identified no sites, features or material of cultural heritage (archaeological and/or historical) origin or significance. This report discusses the results of both the background research and physical assessment and provides recommendations regarding the way forward at the end.

**Finally, it is recommended that the proposed upgrade project be allowed to continue, taking into consideration the recommendations put forward at the end of the report.**

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## **1. INTRODUCTION**

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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. The assessment of the study area however identified no sites, features or material of cultural heritage (archaeological and/or historical) origin or significance.

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;

### **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 above-mentioned 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 palaeontological importance
- g. Graves and burial grounds
- h. Sites of significance relating to the history of slavery
- i. Movable objects (e.g. archaeological, palaeontological, 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 mentioned 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 this act deals with archaeology, palaeontology and meteorites. The act 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 palaeontological site or any meteorite;
- b. destroy, damage, excavate, remove from its original position, collect or own any archaeological or palaeontological 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 palaeontological material or object, or any meteorite; or
- d. bring onto or use at an archaeological or palaeontological site any excavation equipment or any equipment that assists in the detection or recovery of metals or archaeological and palaeontological 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 of 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 was 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.

### **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**

The study area is located in Ixopo at O.R.Tambo, in the Ubuhlebezwe Local Municipality of the Kwazulu-Natal Province.

The topography of the general and study area is fairly hilly, characterized by rolling hills and grassland, as well as sugarcane fields and other small subsistence farming/agricultural fields. The study area itself has been impacted by rural informal and more formal residential settlement and if any sites, features or material of a cultural heritage (archaeological and/or historical) origin or significance did exist here in the past it would have been disturbed or destroyed to a large degree as a result of these activities.

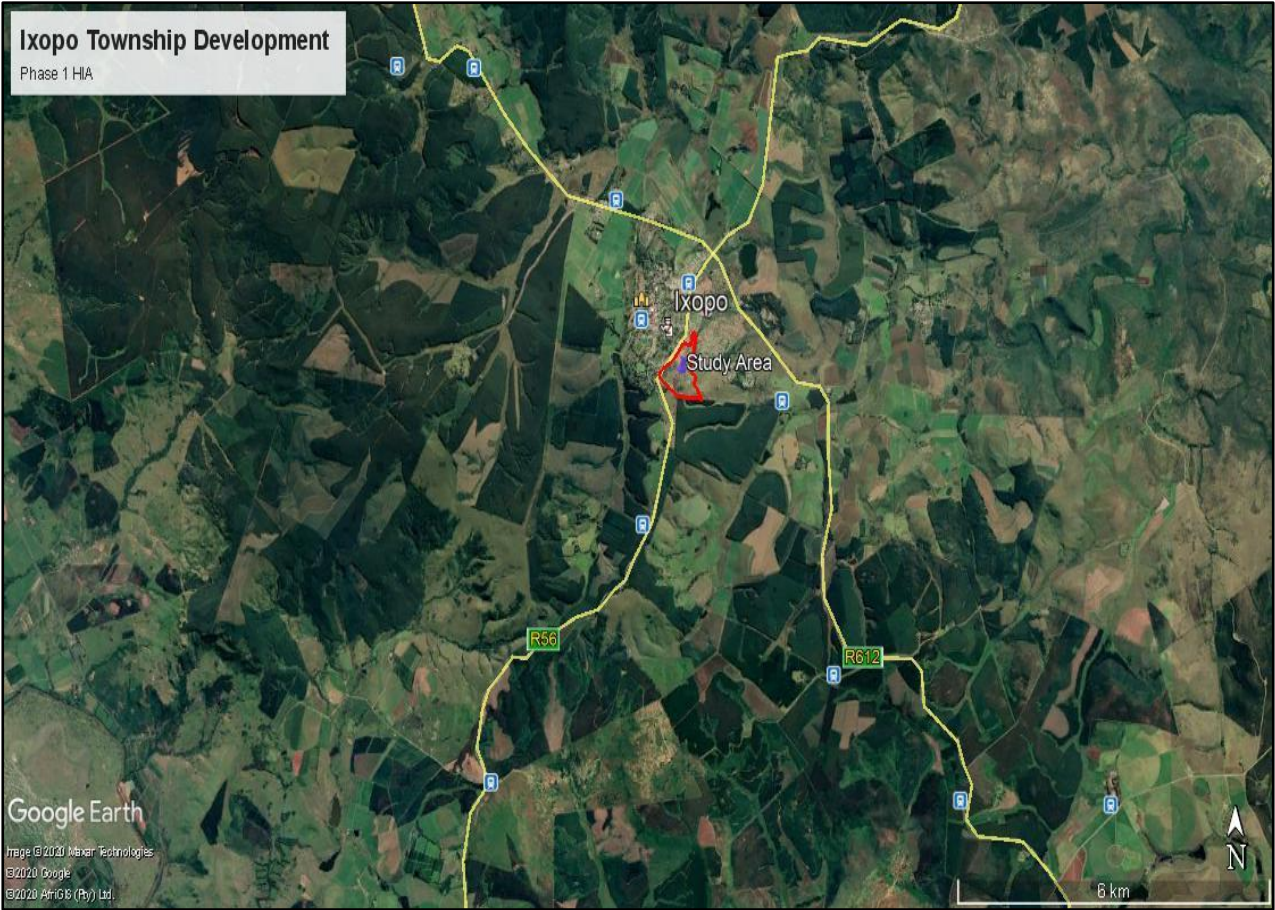


Figure 1: General location of study area (Google Earth 2020).



Figure 2: Closer view of study area (Google Earth 2020).



Figure 3: Site location and development layout plan (courtesy Maxim Planning Solutions).



**Figure 4: General view of section of study area.**



**Figure 5: Another view of part of the area.**



**Figure 6: General view showing residential settlement in the area.**



**Figure 7: A view of the area from the main part of Ixopo showing the informal settlement.**



**Figure 8: Another general view showing informal and formal settlement in the study area.**

## 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).

Archaeological evidence from KwaZulu-Natal shows that, similar to elsewhere in southern Africa, the region was occupied exclusively by Stone Age hunter-gatherers until the early centuries of the first millennium AD. The Later Stone Age (LSA) is associated with Khoesan people (Ribot et.al.2010). A MSA site is known from Umhlatuzana (Mitchell 2002: 73). Stone Age sites and rock art are also known from the Drakensberg (Phillipson 1985: 77). The mountain however is quite some distance from the site. The latter is mostly associated with the San people of the LSA. Known LSA sites relatively close to Ixopo include Shongweni, Borchers Shelter, Strathalan and Umhlatuzana (Mitchell 2002: 127, 162).

**No Stone Age sites or material were identified in the study area during the assessment.**

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.

In KwaZulu-Natal the earliest evidence of agriculturist communities appears in the early centuries of the first millennium AD. Calibrated dates of c. 400 AD identify Mzonjani as the earliest known farming settlement in KwaZulu-Natal. Although evidence from the first phase of the Iron Age in KwaZulu-Natal is still relatively sparse, it is already apparent from southern Africa in general that the significant aspects of what has been called the Early Iron Age 'package' - including crop cultivation, livestock herding, iron production, settled village



life and distinctive styles of ceramics - were already established. In KwaZulu-Natal the first, or Mzonjani, phase appears to be restricted to coastal areas, extending from the Mozambique border to the area south of Durban.

People chose living sites in positions favorable for a range of economic activities, including slash-and-burn agriculture, small stock herding and iron smelting, while shellfish collecting seems to have contributed a significant part of the diet. In the second half of the first millennium AD, Iron Age settlement extended further south along the coast, as well as inland up the valleys of major rivers such as the Thukela system, reaching altitudes of around 1000 m but remaining in wooded, savanna environments. The first interactions between hunter-gatherers and agriculturists in Kwazulu Natal took place in coastal or near-coastal settings, but became more widespread during the latter part of the first millennium AD.

On Iron Age settlements many shell disc beads, a large proportion of ostrich-egg shell, which must have been introduced from grassland regions, well inland of the area settled by Iron Age people at that time, have been found. Later Stone Age-style bone arrow points and link-shafts, and on some sites, LSA stone artifacts, have also been found, possible evidence for hunter-gatherer presence at some of these sites. Likewise, in LSA deposits in rock shelters, pottery fragments of typical Early Iron Age style occur, sometimes far inland of Early Iron Age settlement. Early in the second millennium AD, Late Iron Age settlement had extended into some grasslands of the KwaZulu-Natal interior. Some of these sites are in naturally defensible positions and have surrounding walls, while the associated material culture no longer includes LSA elements. This may reflect a period of greater competition or conflict.

Later in the second millennium, Iron Age settlements become quite dense in these lower-altitude grassland areas, yet even with the arrival of white colonists in the nineteenth century, Khoesan groups still living a hunter-gatherer lifestyle survived in the interior at higher altitude, where the environment was unfavorable for Iron Age farming. During the second millennium AD we begin to see archaeological evidence for the material culture associated with ethnic/linguistic groups known today as Nguni-speaking people in KwaZulu-Natal. These patterns can be traced back to the beginning of the second millennium AD. The evidence becomes compelling in the second half of the millennium when ceramics, settlement pattern and historical sources confirm continuity into recent times.

***The above section comes from Ribot et al 2010:90-91.***

**No Iron Age sites, features or cultural material was identified during the assessment of the study area.**

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. Travelers and missionaries also came to the area. By 1824, people like FG Farewell, JS King, Henry Fynn, John Cane, Henry Ogle, Alexander Biggar, W.H. Davis, and Thomas Halstead have settled in Port Natal. It was, however, only during the 1830's when the Voortrekkers moved in that Europeans started colonizing the area to a large extent (Van Vollenhoven 2016: 24). During the Anglo-

Zulu War and the Anglo-Boer War (1899-1902) many battles were also fought in the vicinity of the study area (Bergh 1999: 51).

### **Information from Wikipedia and other sources**

Ixopo, formerly known as Stuartstown, was laid out in 1878 and named after M. Stuart, Resident Magistrate of the Ixopo district, who was killed at the Battle of Ingogo in 1881. Ixopo's name is derived from the Zulu onomatopoeic word, eXobo, describing the sound made as cattle squelch through mud. Ixopo is most famously described by Alan Paton in the opening lines of *Cry, The Beloved Country*: "There is a lovely road which runs from Ixopo into the hills. These hills are grass covered and rolling, and they are lovely beyond any singing of it". In the 1990s, before South Africa became completely democratic, Ixopo was the center of a number of armed clashes between two political parties, the African National Congress and the Inkatha Freedom Party ([www.wikipedia.org](http://www.wikipedia.org)).

There are a number of interesting historical features in Ixopo which attracts the attention of visitors. These include the former Agricultural Hall - a National Monument which is now used as a bank; a memorial sundial located in the grounds of the magistrate's court; Dead Men's Tree which stands outside the old Post Office buildings, and was once used to carry death and funeral notices; and the Ixopo Prison which grew from the remains of an early fort in 1900. Two churches built in the town during the 1880s are still in use, St John the Baptist Anglican Church in High Street, and the former Methodist Church - now in use as the church hall. The Mariathal Mission, which was founded in 1887, served as the first seminary for priests who had studied overseas. Its present site is on the road to Richmond and Umzimkulu. A striking landmark situated up on Medal Hill is a cross erected in 1972 to promote goodwill among men. It overlooks the town and is floodlit at night. The Off Saddle Hotel, built in 1878, is reputed to be the oldest licensed country hotel in KwaZulu-Natal still bearing its original name. A memorial to Cecil John Rhodes is located on a farm road between Ixopo and Richmond. He and his brother farmed cotton briefly in the Mkomazi valley in 1870 ([www.wheretostay.co.za](http://www.wheretostay.co.za) – Ixopo Historical Attractions).

**Although no significant historical sites or features were identified in the study area during the assessment, the Cross site mentioned above falls within the larger study area. Some recent structures/buildings associated with the Ixopo Health Committee are also located here but are not older than 60 years of age.**

### **Results of the study area assessment**

As mentioned earlier no sites, features or material of cultural heritage (archaeological and/or historical) origin or significance were identified in the development area during the assessment. The only site is the Cross on Medal Hill. As a known and significant landmark in Ixopo care should be taken though to not negatively impact on the site even though it is less than 60 years of age.

Although no graves or graveyards were identified in the area during the assessment, it is very likely that there would be such sites in the study area, especially associated with the

both the formal and informal settlement here. Care should be taken no to impact on these sites during any development activities.



**Figure 9: The Cross site on Medal Hill.**



**Figure 10: The recent structures associated with the Ixopo Health Committee.**

Finally, it should be noted that although all efforts are made to cover a total area during any assessment and therefore to identify all possible sites or features of cultural (archaeological and/or historical) heritage origin and significance, that there is always the possibility of something being missed. This will include low stone-packed or unmarked graves. This aspect should be kept in mind when development work commences and if any sites (including graves) are identified then an expert should be called in to investigate and recommend on the best way forward.

## **7. CONCLUSIONS AND RECOMMENDATIONS**

In conclusion it is possible to say that the Phase 1 HIA for the proposed upgrade of an informal settlement/township area at O.R.Tambo (Ixopo), in Kwazulu-Natal was conducted successfully. The development & study area is located in the Ubuhlebezwe Local Municipality.

The project is conducted on instruction from MXN Development Construction CC in association with the Ubuhlebezwe Local Municipality (Kwazulu Natal). This project is executed by Maxim Planning Solutions (Pty) Ltd as an essential services project to upgrade the existing informal settlement area present on site and to alleviate the plight of the relevant community living in squalid conditions without basic services. The Heritage Impact Assessment services were seen as essential for the formalization process to ultimately allow for the installation of water, sewerage, stormwater and road infrastructure for this settlement area.

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Although no graves or graveyards were identified in the area during the assessment, it is very likely that there would be such sites in the study area, especially associated with the both the formal and informal settlement here. Care should be taken no to impact on these sites during any development activities.

Although all efforts are made to locate, identify and record all possible cultural heritage sites and features (including archaeological remains) there is always a possibility that some might have been missed as a result of grass cover and other factors. The subterranean nature of these resources (including low stone-packed or unmarked graves) should also be taken into consideration. Should any previously unknown or invisible sites, features or material be uncovered during any development actions then an expert should be contacted to investigate and provide recommendations on the way forward.

**From a Cultural Heritage point of view the proposed O.R.Tambo (Ixopo) upgrade of an informal settlement/township area can continue taking the above recommendations into consideration.**

## 8. REFERENCES

General and Closer views of Study Area Location & Footprint: Google Earth 2020.

Development Area Map: courtesy Maxim Planning Solutions.

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[www.wikipedia.org](http://www.wikipedia.org)

[www.wheretostay.co.za](http://www.wheretostay.co.za)

## **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, palaeontology 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.