

**PROPOSED WAKESLEIGH ROAD UPGRADE,  
BELLAIR, ETHEKWINI MUNICIPALITY,  
KWAZULU-NATAL**

**Phase 1 Heritage Impact Assessment**

**May 2022**

**FOR: SAT Environmental Consultants (Pty) Ltd  
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## EXECUTIVE SUMMARY

The eThekweni Transport Authority Roads System Management Department proposes the upgrade of Wakesleigh Road (M10) in the suburb of Bellair, Durban. The project includes upgrade of a single carriageway into dual carriageway, the upgrade of intersecting roads which includes Cliffview Road, a new road connecting Wakesleigh Road dual carriageway with existing roads and the upgrade of a bridge by the realignment and widening in Sarnia and Wakesleigh Roads. The objectives of the project are to increase mobility while servicing the existing community along the road as well as improving the safety for both motorists and pedestrians by providing a 3m wide sidewalk on both sides of the road. There are properties within the proposed development that will be affected and will have to be expropriated. Land acquisitions will also be required.

The proposed upgrade is about 1.5km in length hence it triggers section 41 (1)(a) of the KwaZulu-Natal Amafa and Research Institute Act, 2018 (Act No 5 of 2018) which lists developments or activities that may require an HIA. Section 41 (1)(a) refers to the construction of a road, wall, power line, pipeline, canal or other similar form of linear development or barrier exceeding 300m in length.

The study area is located in the eThekweni Municipality within the suburb of Bellair which is situated approximately 14km south-west of the Durban CBD. The upgrade is located between the M7 and N2 highways. An inspection of the site was undertaken on 9 May 2022. Site conditions were good apart from undeveloped areas which are heavily vegetated making visibility poor.

During the site inspection, the specialist spoke to several residents regarding the proposed upgrade and heritage resources in the area. The undeveloped sections of the proposed upgrade are thickly overgrown with vegetation. Residents told the specialist that the stream that runs through the area has been canalised. Due to the thick vegetation this could not be verified. Residents were not aware of the presence of graves in the undergrowth. A municipal structure was found amongst the thick bush.

The proposed widening of Wakesleigh Road will impact the northern side of the road through expropriation whilst the extent of the impact on the southern side is not yet determined. A total of 13 erfes with existing structures on the northern side were noted, of these it is estimated that 7 of these structures are over 60 years old. A total of 18 erfes with existing structures were noted on the southern side of Wakesleigh Road. The road bridge over the railway line at the west end of Wakesleigh Road where it intersects with Sarnia Road would have been constructed around the same time as the line was extended from Bellair to Hillary in 1903 and is therefore a protected structure.

The proposed road upgrade will trigger the Heritage Institute's Built Environment permit application for most of the erf's along the route. Where the development affects a structure that is over 60 years old (including boundary walls) within the boundary of an erf, an Institute permit will be necessary for demolition or alteration.

A desktop palaeontological study found that the road upgrade falls in an area of moderate fossil sensitivity. The site for development is in the Dwyka Group rocks that could potentially preserve fragments of fish, invertebrates or early *Glossopteris* leaves and wood. The Dwyka Group is made up of seven facies that were deposited in a marine basin under differing environmental settings of glacial formation and retreat. The Dwyka *Glossopteris* flora outcrops are very sporadic and rare. Surface activities may impact upon the fossil heritage if preserved in the development footprint. The geological structures suggest that the rocks are either much too old to contain fossils or the correct age but fossils are very rare. Since there is an extremely small chance that fossils from the Dwyka Group may be disturbed, it is recommended that a Fossil Chance Find Protocol be included in the EMPr for the project. The study assessed that the potential impact to fossil heritage resources is extremely low.

The upgrade of Wakesleigh Road will impact at least 7 structures which are older than 60 years which are protected in terms of section 37 (1)(a) of the KwaZulu-Natal Amafa and Research Institute Act, 2018, which states that no structure which is or which may reasonably be expected to be older than 60 years may be demolished, altered or added to without the prior written approval of the Institute having been obtained on written application to the Institute. Where it is not possible to avoid protected structures, the application process to alter, add or demolish protected structures as detailed in section 3 of the draft KwaZulu-Natal Amafa and Research Institute Regulations, 2021, must be followed.

The assessment of significance of impacts of the road upgrade on protected structures indicated that the impact will be of a high significance, pre-mitigation. A high score must have an influence on the decision process to develop in the area. However, with mitigation measures which include detailed and appropriate consultation with interested and affected parties, the extent of impact is reduced to a medium impact where the decision to develop should be considered with care.

## TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>ii</b>
<b>TABLE OF CONTENTS</b>	<b>iv</b>
<b>1. INTRODUCTION</b>	<b>6</b>
<b>2. LEGISLATIVE BACKGROUND</b>	<b>6</b>
<b>3. LOCATION</b>	<b>7</b>
<b>4. TERMS OF REFERENCE</b>	<b>10</b>
<b>5. METHODOLOGY</b>	<b>10</b>
<b>6. HISTORICAL BACKGROUND OF AREA</b>	<b>10</b>
<b>7. RESULTS OF SITE INSPECTION</b>	<b>14</b>
<b>8. ASSESSMENT OF SIGNIFICANCE OF IMPACTS</b>	<b>19</b>
<b>9. DISCUSSION AND CONCLUSION</b>	<b>21</b>
<b>10. MITIGATION MEASURES</b>	<b>21</b>
<b>11. REFERENCES</b>	<b>22</b>

### FIGURES

Figure 1: Location of road upgrade indicated in red in relation to larger Durban area.....	8
Figure 2: Closer view of section of road to be upgraded .....	9
Figure 3: 1937 aerial photograph of Bellair.....	12
Figure 4: Relevant section of 1940 topographic map (2930DD) .....	13
Figure 5: 1956 topographic map .....	13
Figure 6: Wooden dwelling .....	14
Figure 7: Vegetated section of Wakesleigh Road towards the M7 highway .....	14
Figure 8: Wakesleigh Road looking westwards .....	15
Figure 9: Section of Wakesleigh Road close to intersection with Sarnia Road .....	15
Figure 10: Thick bush in undeveloped sections along Wakesleigh Road .....	16
Figure 11: Municipal infrastructure amongst dense bush .....	16
Figure 12: Dwelling and entrance gates that could be >60 years .....	17

### TABLES

Table 1: Assessment of impacts on protected structures.....	20
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## APPENDIX 1

## APPENDIX 2

### Desktop palaeontological study

I, **Jean Lois Beater**, act as an independent specialist for this project and I do not have any vested interest either business, financial, personal or other, in the proposed activity other than remuneration for work performed in terms of the Environmental Impact Assessment Regulations, 2014.

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### SPECIALIST DETAILS

Name	Qualification	Professional Registration
Jean Beater	MA (Heritage Studies) MSc (Environmental Management)	Member of Association of South African Professional Archaeologists (No. 349) Member of IAIAAsa (No. 1538)
Lindsay Napier	Prof. Architect (Post-Grad Diploma in Architecture)	South African Council for the Architectural Profession (SACAP)

## 1. INTRODUCTION

The eThekweni Transport Authority (ETA) Roads System Management Department proposes the upgrade of Wakesleigh Road (M10) in the suburb of Bellair, Durban. The project includes upgrade of a single carriageway into dual carriageway, the upgrade of intersecting roads which includes Cliffview Road, a new road connecting Wakesleigh Road dual carriageway with existing Wakesleigh Road (service road), Corumbeni Road, Bedford Road, Kenmore Road, Reyburn Avenue, River Road and Sarnia Road and the upgrade of a bridge by the realignment and widening in Sarnia and Wakesleigh Roads. The objectives of the project are to increase mobility while servicing the existing community along the road like Reach View, Somerby Gardens, Monte Vista, Monte Carlo and Hilltops as well as improving the safety for both motorists and pedestrians by providing a 3m wide sidewalk on both sides of the road. The site is currently zoned as existing street reservation. There are properties within the proposed development that will be affected and will have to be expropriated. Land acquisitions will also be required (eThekweni Municipality 2021:3-4).

A Phase 1 Heritage Impact Assessment (HIA) was undertaken to establish if any heritage resources would be impacted by the proposed road upgrade. As part of the Phase 1 HIA, a built heritage specialist assessed the structures that could be impacted by the road upgrade and associated land acquisitions. The built heritage report forms part of this report.

## 2. LEGISLATIVE BACKGROUND

The proposed upgrade of Wakesleigh Road is approximately 1.5km in length hence it triggers section 41 (1)(a) of the KwaZulu-Natal Amafa and Research Institute Act, 2018 (Act No 5 of 2018) which lists developments or activities that may require an HIA. Section 41 (1)(a) refers to the construction of a road, wall, power line, pipeline, canal or other similar form of linear development or barrier exceeding 300m in length.

The project may also impact graves, protected structures, archaeological and palaeontological resources that are protected in terms of sections 37, 38, 39, and 40 of the KwaZulu-Natal Amafa and Research Institute Act, 2018.

In terms of section 3 of the National Heritage Resources Act 1999 (Act No 25 of 199), heritage resources are:

(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 natural features of cultural significance;
- (e) geological sites of scientific or cultural importance;
- (f) archaeological and paleontological sites;
- (g) graves and burial grounds, including—
  - (i) ancestral graves;
  - (ii) royal graves and graves of traditional leaders;
  - (iii) graves of victims of conflict;
  - (iv) graves of individuals designated by the Minister by notice in the *Gazette*;
  - (v) historical graves and cemeteries; and
  - (vi) other human remains which are not covered in terms of the Human Tissue Act, 1983 (Act No. 65 of 1983);
- (h) of significance relating to the history of slavery in South Africa;
- (i) movable objects, including:
  - (i) objects recovered from the soil or waters of South Africa, including archaeological and palaeontological objects and material, meteorites and rare geological specimens;
  - (ii) objects to which oral traditions are attached or which are associated with living heritage;
  - (iii) ethnographic art and objects;
  - (iv) military objects;
  - (v) objects of decorative or fine art;
  - (vi) objects of scientific or technological interest; and
  - (vii) books, records, documents, photographic positives and negatives, graphic, film or video material or sound recordings, excluding those that are public records as defined in section 1(xiv) of the National Archives of South Africa Act, 1996 (Act No. 43 of 1996).

### 3. LOCATION

The study area is located in the eThekweni Municipality within the suburb of Bellair which is situated approximately 14km south-west of the Durban Central Business District (CBD). The upgrade is located between the M7 and N2 highways (**Fig. 1**). A closer image of the road to be upgraded can be seen in **Fig. 2**.



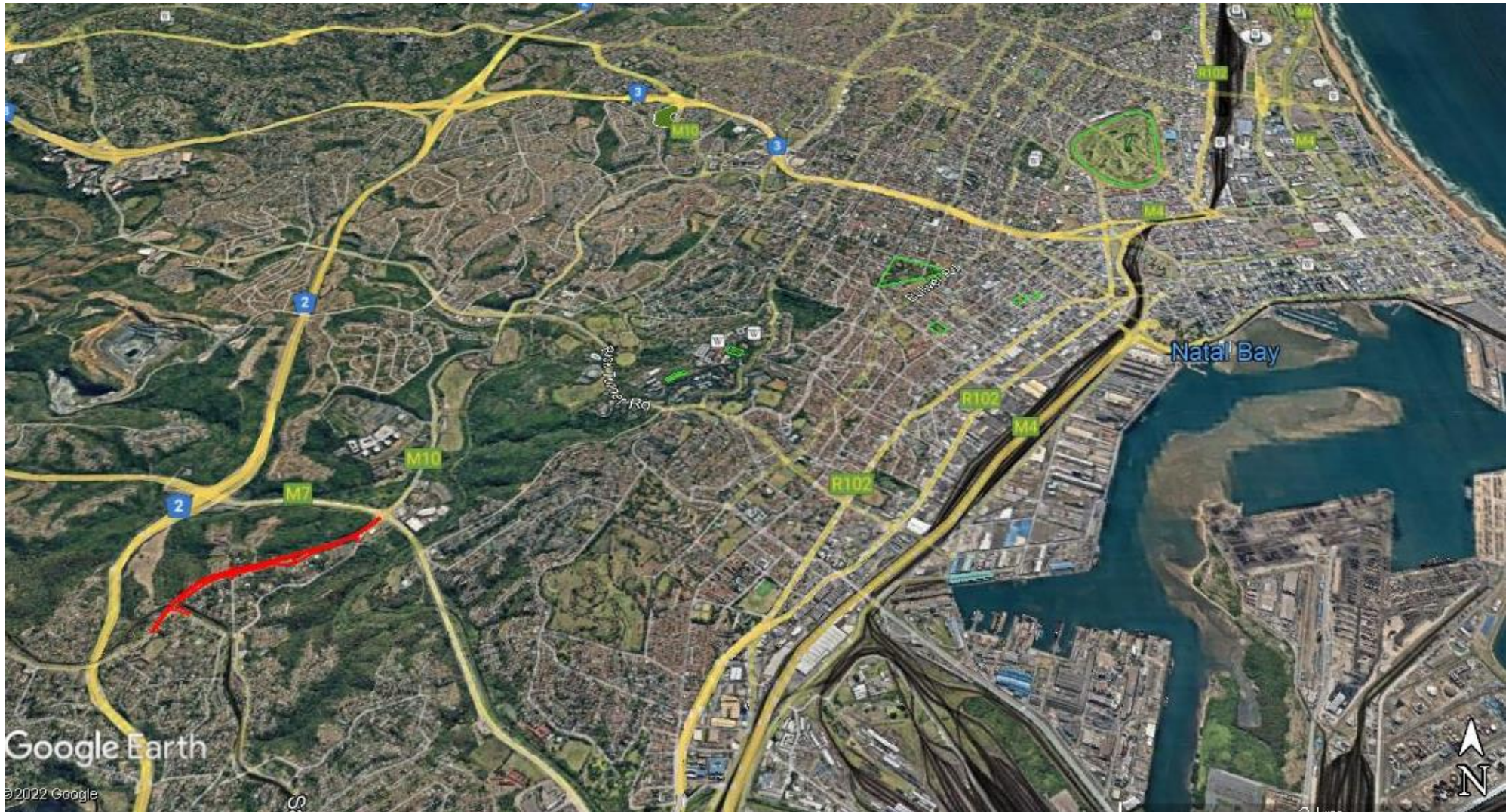


Figure 1: Location of road upgrade indicated in red in relation to larger Durban area





Figure 2: Closer view of section of road to be upgraded

#### **4. TERMS OF REFERENCE**

Undertake a Phase 1 HIA in order to determine the possible existence of heritage resources, as listed above, that could be impacted by the proposed road upgrade. Provide mitigation measures to limit or avoid the impact of the project on heritage resources (if any).

Submit the Phase 1 HIA report to the provincial heritage resources authority, namely the KwaZulu-Natal Amafa and Research Institute (hereafter referred to as the Institute), for their consideration and comment.

#### **5. METHODOLOGY**

A survey of literature, including other heritage impact assessment reports completed for the surrounding area, was undertaken in order to ascertain the history of the area and what type of heritage resources have or may be found in the area of development.

An inspection of the site was undertaken on 9 May 2022. Site conditions were generally good apart from the areas that are undeveloped which are heavily overgrown with vegetation making visibility poor in these areas.

#### **6. HISTORICAL BACKGROUND OF AREA**

The Stone Age gave rise to the first occupation of KwaZulu-Natal and South Africa in general. Among other sites within the province that document the Stone Age archaeology is Sibudu Cave on the coast of KwaZulu-Natal. The second phase of occupation of KwaZulu-Natal is known as the Iron Age archaeology. The Iron Age of southern Africa dates to the first millennium AD. The site of Mzonjani, located some 15 km north of Durban is the oldest known Iron Age site in KwaZulu-Natal dating to the third millennium AD. By 1050 AD the Natal region is known to have been occupied by the Zulu people. The archaeological traits of the Iron Age people in this region and other parts of southern Africa is represented through distinct ceramic traditions, stone walls and other structural features such as grain bins and hut floor remains, kraals and often vitrified cattle dung. (NGT Projects 2013:24-25).



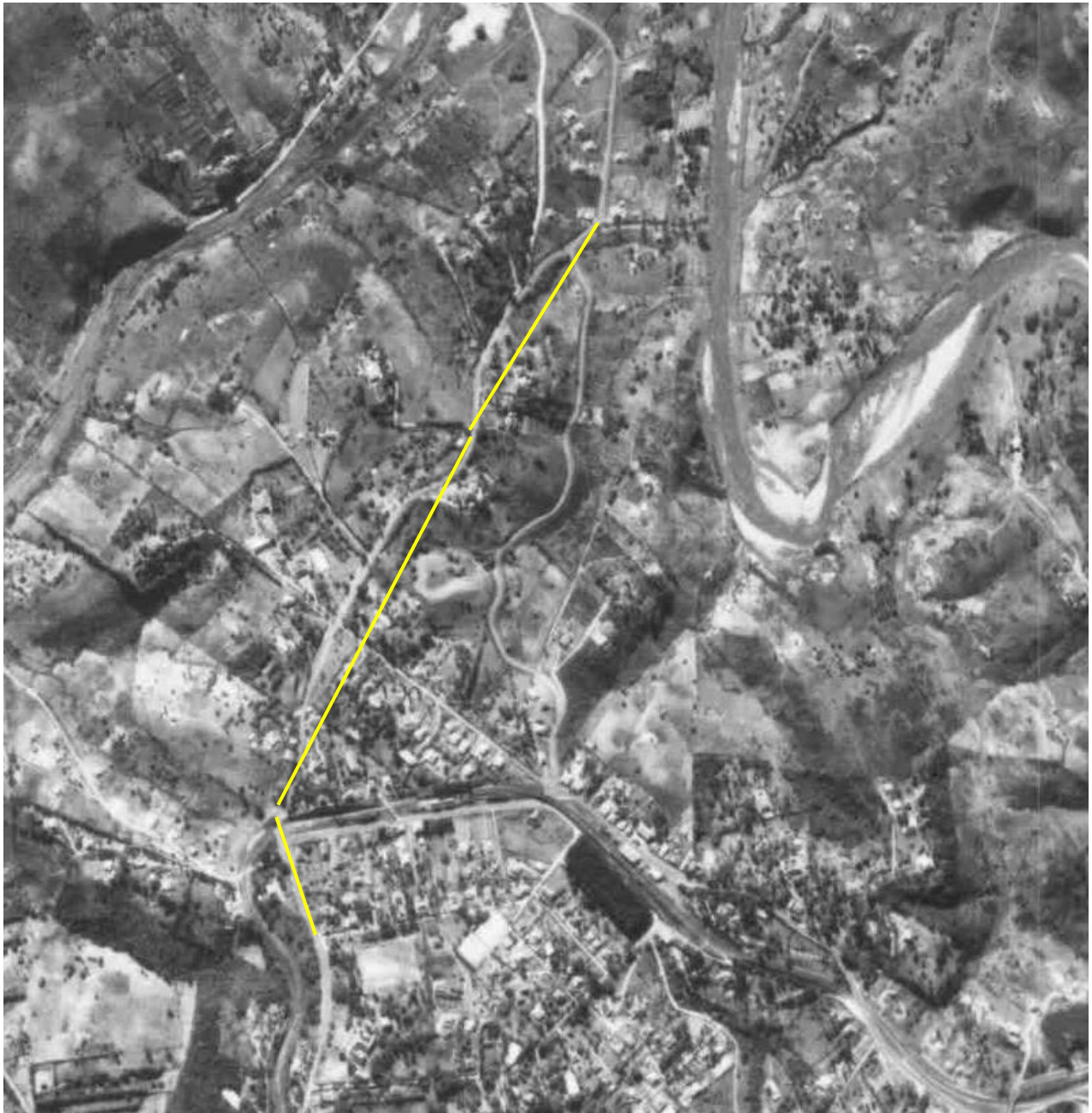
The third phase of occupation was the Late Iron Age – a period just before the contact with the colonial settlers. In KwaZulu-Natal and other parts of southern Africa this period was characterised by a variety of expansionists' battles fought by different chiefdom, culminating to the pre-colonial southern African war called Mfecane. In KwaZulu-Natal, the Mfecane brought about many battles between and within the different local Zulu chiefdoms. The fourth period of occupation of the KwaZulu-Natal came about with the settlement of KwaZulu-Natal by the colonial settlers (NGT Projects:26-27).

According to Derwent (2006:27 - 33), the first reliable written record of Durban dates back to 1497 when Portuguese explorer, Vasco de Gama sighted land on Christmas Day and named it Terra de Natalia. In the years that followed, the area has been variously called eThekweni, Ponta de Pescario, Rio de Natal and Port Natal, before it became known as Durban Bay. Merchants and sailors used the lagoon as a stopover for supplies for nearly 350 years before the first European settlers began to arrive in the 1820s when Francis George Farewell, Henry Francis Fynn and James King sought to open trade with the Zulu kingdom. In 1824, Farewell and Fynn set up a trading camp on what became Market Square, part of which is now known as Farewell Square. In 1844, Natal - with Durban – was incorporated into the British Cape Colony.

The farm Bellair 823 would appear to have been first registered in 1839. In 1847 it was surveyed showing a number of subdivisions. The total area of the original farm was 5 170 acres. In July 1890 W E Roberts surveyed the sub-division I of R of the Farm Bellair 823, representing 4 acres, 1 rood 31.08 perches of land (2.063 hectares) (Brusse & Whelan 2015:2). Two important heritage sites occur in the project area. These are the Bellair railway station and the Trevean House which is situated at 258 Wakesleigh Road. Both these buildings date to the late Victorian period and have provincial heritage status. The railway station is located about 450m away from the proposed road upgrade whereas Trevean House is located very close to the road upgrade.

The Old Main Railway Line suburbs developed along the rail route to Pietermaritzburg. The town of Bellair and Hillary grew around the small stations and roads were built along this route and as off-shoots to the main route. Earlier farms in the area were assimilated into the “suburbs” and therefore adopted Bellair as their address. Residences were either large villas in large garden settings or small cottages on small plots nearer the station (Napier 2022:1).

The 1937 aerial photograph of the Bellair area shows a developed area with the road that would become Wakesleigh Road visible with several structures along the road. The existing railway line is also visible. The 1940 topographic map (2930DD) of the Bellair area shows much the same as the aerial photograph.



**Figure 3: 1937 aerial photograph of Bellair**

The 1956 topographic map shows Bellair as largely unchanged (**Fig. 5**). A sewage farm is indicated towards the north of the image and several churches are indicated as well as homesteads to the east of the Umbilo River and away from the road.



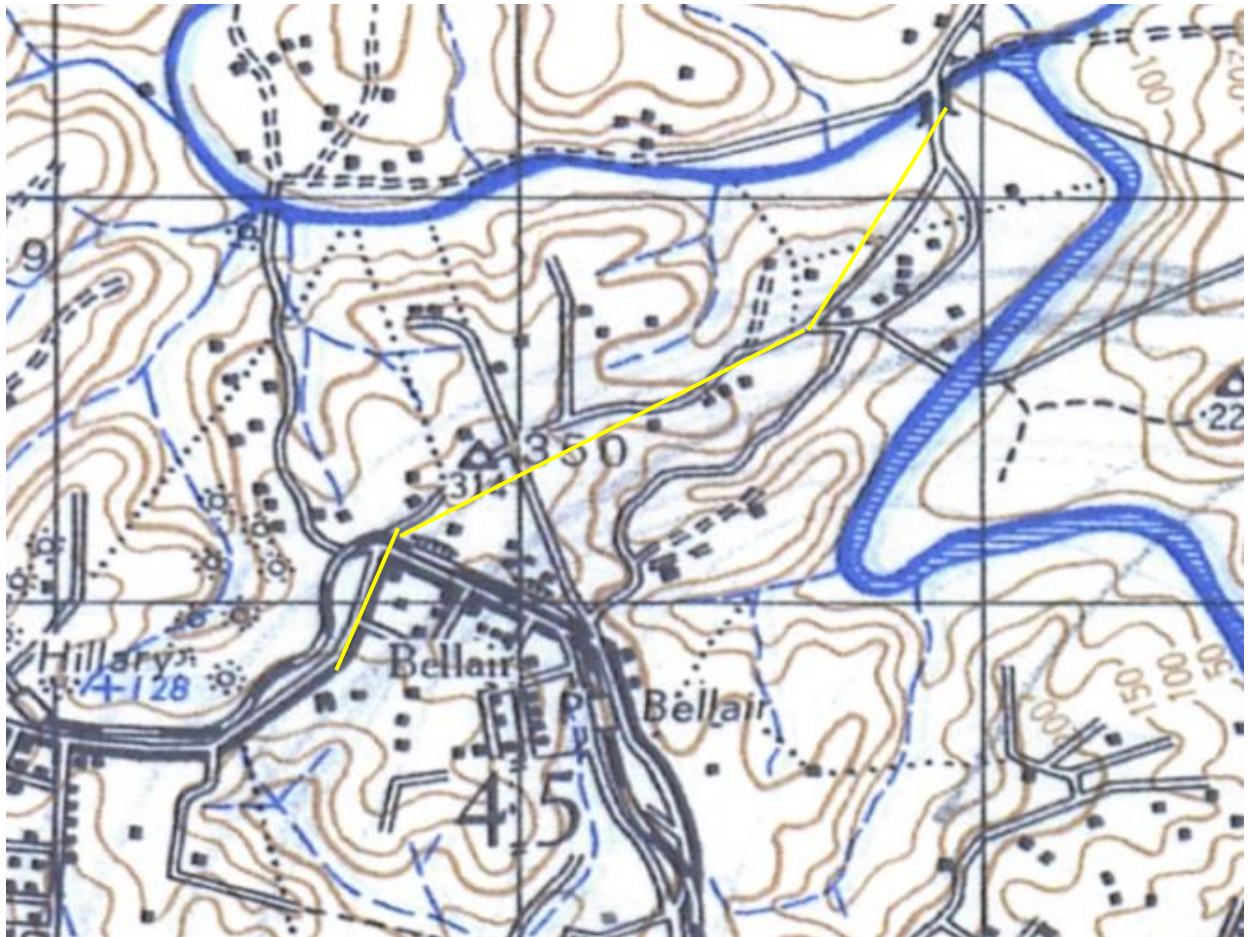


Figure 4: Relevant section of 1940 topographic map (2930DD)

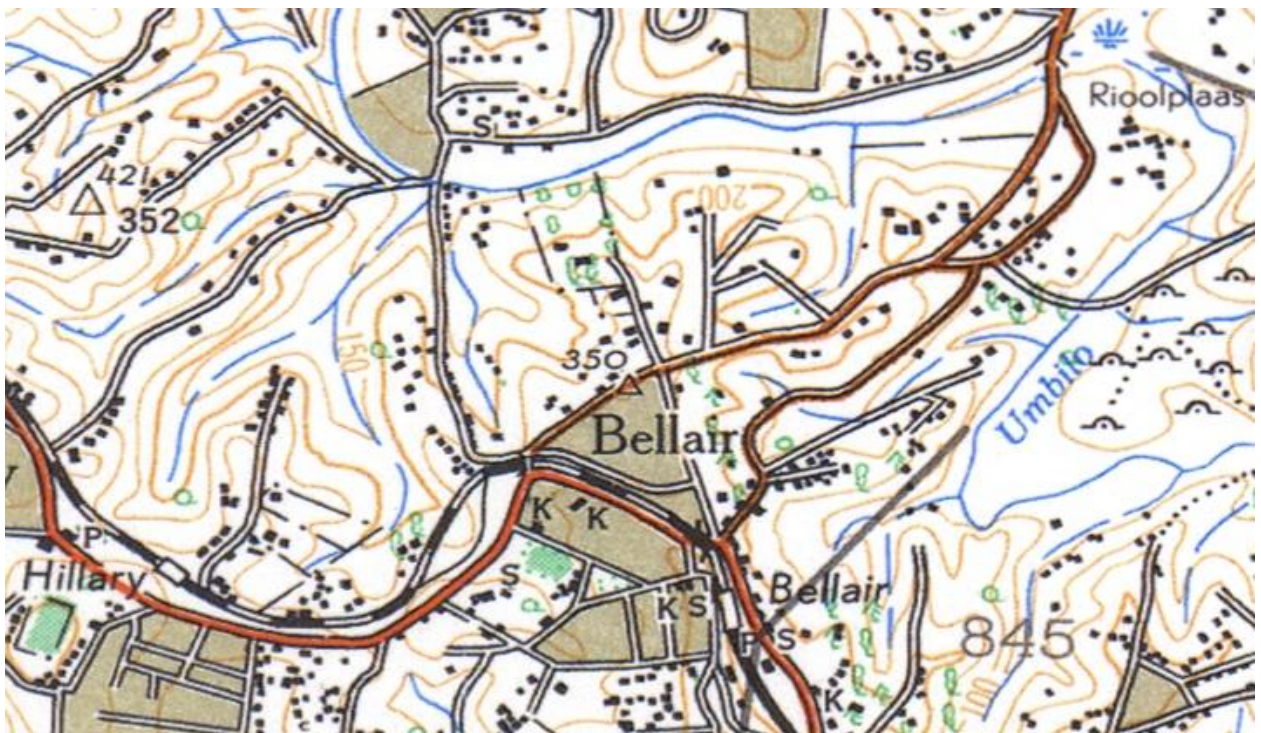


Figure 5: 1956 topographic map



## 7. RESULTS OF SITE INSPECTION

During the site inspection, the specialist spoke to several residents regarding the proposed upgrade and heritage resources in the area. Mr. Johannes Williams lives in an informal wooden house which is located 365m south-west of the M7 highway. There are two houses on the site and they are located outside the proposed upgrade.



**Figure 6: Wooden dwelling**



**Figure 7: Vegetated section of Wakesleigh Road towards the M7 highway**





**Figure 8: Wakesleigh Road looking westwards**



**Figure 9: Section of Wakesleigh Road close to intersection with Sarnia Road**

The undeveloped sections of the proposed upgrade are thickly overgrown with vegetation. Residents told the specialist that the stream that runs through the area has been canalised. Due to the thick vegetation this could not be seen. Residents were not aware of the presence of graves



in the undergrowth. A municipal structure, possibly a pumpstation, was found amongst the thick bush (**Fig. 11**).



**Figure 10: Thick bush in undeveloped sections along Wakesleigh Road**



**Figure 11: Municipal infrastructure amongst dense bush**



Several houses will be impacted by the proposed upgrade and will be expropriated by the Municipality. Some of these structures are older than 60 years and therefore protected by section 37 (1)(a) of the KwaZulu-Natal Amafa and Research Institute Act, 2018, which refers to the protection of structures that are or that may reasonably be expected to be older than 60 years. Trevean House which is situated at 258 Wakesleigh Road dates to the late Victorian period and has provincial heritage status.



**Figure 12: Dwelling and entrance gates that could be >60 years**

A built heritage specialist undertook a desktop assessment (see **Appendix 1**) of the proposed road upgrade. Her assessment stated that heritage resources in the area date from the mid 1800's, such as farmhouses and railway related structures. Wakesleigh Road connected Bellair (Sarnia Rd) with Cato Manor. Important residences and farms were located on Wakesleigh Road (Napier 2022:1).

The proposed widening of Wakesleigh Road will impact the northern side of the road through expropriation whilst the extent of the impact on the southern side is not yet determined. A total of 13 erf's with existing structures on the northern side were noted from the research, of these it is estimated that 7 of these structures are over 60 years old. A total of 18 erf's with existing structures were noted on the southern side of Wakesleigh Road (age not confirmed). The road bridge over the railway line is at the west end of Wakesleigh Road where it intersects with Sarnia Road would have been constructed around the same time as the line was extended from Bellair to Hillary in 1903 and is therefore a protected structure (Napier 2022:1).

According to Napier (2022:2-3), the proposed road upgrade will trigger the Institute's Built Environment permit application for most of the erfs along the route. Where the development affects a structure that is over 60 years old (including boundary walls) within the boundary of an erf, an Institute permit will be necessary for demolition or alteration. Heritage resources identified in the survey that will be impacted:

- 300 Wakesleigh Rd
- 298 Wakesleigh Rd
- 294 Wakesleigh Rd
- 292 Wakesleigh Rd (boundary wall)
- 258 Wakesleigh Rd
- 256 Wakesleigh Rd
- Railway overpass bridge

A desktop palaeontological study (**Appendix 2**) found that the road upgrade falls in an area of moderate fossil sensitivity. The site for development is in the Dwyka Group rocks that could potentially preserve fragments of fish, invertebrates or early *Glossopteris* leaves and wood. The Dwyka Group is made up of seven facies that were deposited in a marine basin under differing environmental settings of glacial formation and retreat. The Dwyka *Glossopteris* flora outcrops are very sporadic and rare. Of the seven facies that have been recognised in the Dwyka Group fossil plant fragments have only been recognised from mudrock facies that have been recorded from around Douglas in the Northern Cape only although the Dwyka Group exposures are very extensive (Bamford 2022:9-10).

Surface activities may impact upon the fossil heritage if preserved in the development footprint. The geological structures suggest that the rocks are either much too old to contain fossils or the correct age but fossils are very rare. Furthermore, the material to be excavated are surface soils and this does not preserve fossils. Since there is an extremely small chance that fossils from the Dwyka Group may be disturbed, it is recommended that a Fossil Chance Find Protocol (included in the desktop report) be included in the Environmental Management Programme (EMPr) compiled for the project. The study assessed that the potential impact to fossil heritage resources is extremely low (Bamford 2022:11).

## 8. ASSESSMENT OF SIGNIFICANCE OF IMPACTS

The assessment of significance of impacts on heritage resources found during the site inspection of the area proposed for coal prospecting activities was undertaken in terms of the following criteria:

- The **nature**, which shall include a description of what causes the effect, what will be affected and how it will be affected.
- The **extent**, wherein it will be indicated whether the impact will be footprint (1) (limited to the immediate area), site of development (2), local (3), regional (4) or national (5).
- The **duration**, wherein it will be indicated whether:
  - the lifetime of the impact will be of a very short duration (0–1 years) – assigned a score of 1;
  - the lifetime of the impact will be of a short duration (2-5 years) - assigned a score of 2;
  - medium-term (5–15 years) – assigned a score of 3;
  - long term (> 15 years) - assigned a score of 4; or
  - permanent - assigned a score of 5;
- The **magnitude**, quantified on a scale from 0-10, where 0 is small and will have no effect on the environment, 2 is minor and will not result in an impact on processes, 4 is low and will cause a slight impact on processes, 6 is moderate and will result in processes continuing but in a modified way, 8 is high (processes are altered to the extent that they temporarily cease), and 10 is very high and results in complete destruction of patterns and permanent cessation of processes.
- The **probability** of occurrence, which shall describe the likelihood of the impact occurring. Probability will be estimated on a scale of 1–5, where 1 is very improbable (probably will not happen), 2 is improbable (some possibility, but low likelihood), 3 is probable (distinct possibility), 4 is highly probable (most likely) and 5 is definite (impact will occur regardless of any prevention measures).
- The **significance**, which shall be determined through a synthesis of the characteristics described above and can be assessed as low, medium or high; and
- The **status**, which will be described as either positive, negative or neutral.
- The degree to which the impact can be mitigated.

The following formula was applied to calculate the impact significance after the factors were ranked for each impact:  $SP = (\text{magnitude} + \text{duration} + \text{scale}) \times \text{probability}$ .

The significance weightings for each potential impact are as follows:

- < 30 points: Low (i.e. where this impact would not have a direct influence on the decision to develop in the area),
- 30-60 points: Medium (i.e. where the impact could influence the decision to develop in the area unless it is effectively mitigated),
- >60 points: High (i.e. where the impact must have an influence on the decision process to develop in the area).

**Table 1: Assessment of impacts on protected structures**

<b>Nature: Alteration, damage, destruction of structures</b>		
	<b>Without mitigation</b>	<b>With mitigation</b>
<b>Extent</b>	Local (3)	Local (3)
<b>Duration</b>	Permanent (5)	Permanent (5)
<b>Magnitude</b>	Very high (10)	High (8)
<b>Probability</b>	Highly probable (4)	Probable (3)
<b>Significance</b>	<b>72 (High)</b>	<b>48 (Medium)</b>
<b>Status (positive or negative)</b>	Negative	Negative
<b>Reversibility</b>	Limited	Low
<b>Irreplaceable loss of resources</b>	Yes	Yes
<b>Can impacts be mitigated?</b>	Yes	
<b><u>Mitigation measures</u></b>		
<ul style="list-style-type: none"> <li>• The process to expropriate must be taken with a high degree of tact and sensitivity as some of the structures that will be impacted are occupied which will lead to relocation of the owners and/or tenants.</li> <li>• Consultation with owners, the community and heritage groups should be undertaken as soon as is possible once the extent of the upgrade is accurately determined.</li> <li>• Once it is confirmed that protected structures will be impacted, then written application must be made to the Institute according to the procedure stipulated in section 3 of the draft KwaZulu-Natal Amafa &amp; Research Institute Regulations, 2021.</li> <li>• If a protected structure is damaged during the upgrade of the road, then all work must stop in the immediate vicinity of the damaged structure, the Institute informed and a qualified specialist appointed to repair the building once all necessary permits have been obtained from the Institute</li> </ul>		
<b>Cumulative impacts: Moderate</b>		



## **9. DISCUSSION AND CONCLUSION**

The proposed upgrade of Wakesleigh Road will impact at least 7 structures which are older than 60 years which are protected in terms of section 37 (1)(a) of the KwaZulu-Natal Amafa and Research Institute Act, 2018, which states that no structure which is or which may reasonably be expected to be older than 60 years may be demolished, altered or added to without the prior written approval of the Institute having been obtained on written application to the Institute.

Where it is not possible to avoid protected structures which includes gate posts, boundary walls, etc., then the application process to alter, add or demolish protected structures as detailed in section 3 of the draft KwaZulu-Natal Amafa and Research Institute Regulations, 2021, must be followed.

The assessment of significance of impacts of the road upgrade on protected structures indicated that the impact will be of a high significance, pre-mitigation. A high score must have an influence on the decision process to develop in the area. However, with mitigation measures which include detailed and appropriate consultation with interested and affected parties, the extent of impact is reduced to a medium impact where the decision to develop should be carefully considered.

## **10. MITIGATION MEASURES**

- For any chance heritage finds, all work must cease in the area affected and the Contractor must immediately inform the Project Manager. A heritage specialist must be called to site to inspect the finding/s. The relevant heritage resource agency (the Institute) must be informed about the finding/s.
- The specialist will assess the significance of the resource/s and provide guidance on the way forward.
- Permits must be obtained from the Institute if heritage resources are to be removed, destroyed or altered.
- Under no circumstances may any heritage material be destroyed or removed from the project site unless under direction of a heritage specialist.
- Should any recent remains be found on site that could potentially be human remains, the South African Police Service as well as the Institute must be contacted. No SAPS official may remove remains (recent or not) until the correct permit/s have been obtained.
- A Fossil Chance Find Protocol must be included in the EMPr developed for the proposed road upgrade.

## 11. REFERENCES

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