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Summary and Analysis of the Inventory of the National Estate: 2017



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Introduction

SAHRA is mandated with the compilation and maintenance of an inventory of the national estate as per section 39 of the NHRA. Part of this mandate includes the publication of a regular summary and analysis of the inventory. This document aims to provide for a simplified view of the current content of the inventory as well an analysis that will identify gaps within our current database. Furthermore, using the Renewable Energy Development Zones we will highlight how this dataset can be used for the identification of high level heritage management issues.

Reporting Period

This document makes use of cumulative data recorded on SAHRIS as at the end of the 2017 calendar year. As such, this report is representative of all data on SAHRIS up to and including 31 December 2017.

Data Sources and Limitations

The database used to populate this summary was obtained from the South African Heritage Resources Information System (SAHRIS), which can be accessed directly via: www.sahra.org.za/sahris.

The identification and recording of heritage resources in the inventory of the national estate, and therefore SAHRIS, occurs through a variety of mechanisms such as heritage impact assessments, permit applications, provincial databases, and private donations of datasets.

In preparation for the publication of this report, all provincial heritage resources authorities were requested to verify the datasets pertaining to declared provincial heritage sites as well those on gazetted provincial registers prior to the close of the 2017 calendar year. At the time of finalisation of this report verification had been received from the following provincial authorities;

- Heritage Western Cape (HWC)
- Amafa aKwaZulu-Natali (AMAFa)
- Provincial Heritage Resources Authority – Gauteng (PHRA-G)

It should be noted that the Limpopo Heritage Resources Authority did provide a response to the call, however they were unable to perform a verification of the data.



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Furthermore Heritage Western Cape provided additional heritage resources surveys that have been conducted by local municipalities within the Western Cape, the results of which shall be included in the 2018 report.

Recorded Resources

Immovable resources

Each immovable heritage resource recorded on SAHRIS is given a specific site type designation, however for the purposes of summarisation and analysis the expanded site type taxonomy has been compressed to their principal term, eg: all rock art sites have been given the designation “Archaeological”, similarly all transport infrastructure has been designated “Structures”. The below shows the expanded taxonomy with the principal terms;

- **Archaeological**
 - Artefacts
 - Rock Art
 - Deposit
 - Shell Midden
 - Ruin > 100 years
 - Stone walling
 - Settlement
- **Living Heritage/Sacred sites**
- **Battlefield**
- **Burial Grounds & Graves**
- **Conservation Area**
- **Cultural Landscape**
- **Geological**
- **Meteorites**
- **Monuments & Memorials**
- **Natural**
- **Palaeontological**
- **Place**
- **Structures**
 - Bridge
 - Building
 - Transport infrastructure
- **Underwater**
 - Shipwreck
 - Submerged
 - Intertidal
 - Partially submerged
 - Fully submerged

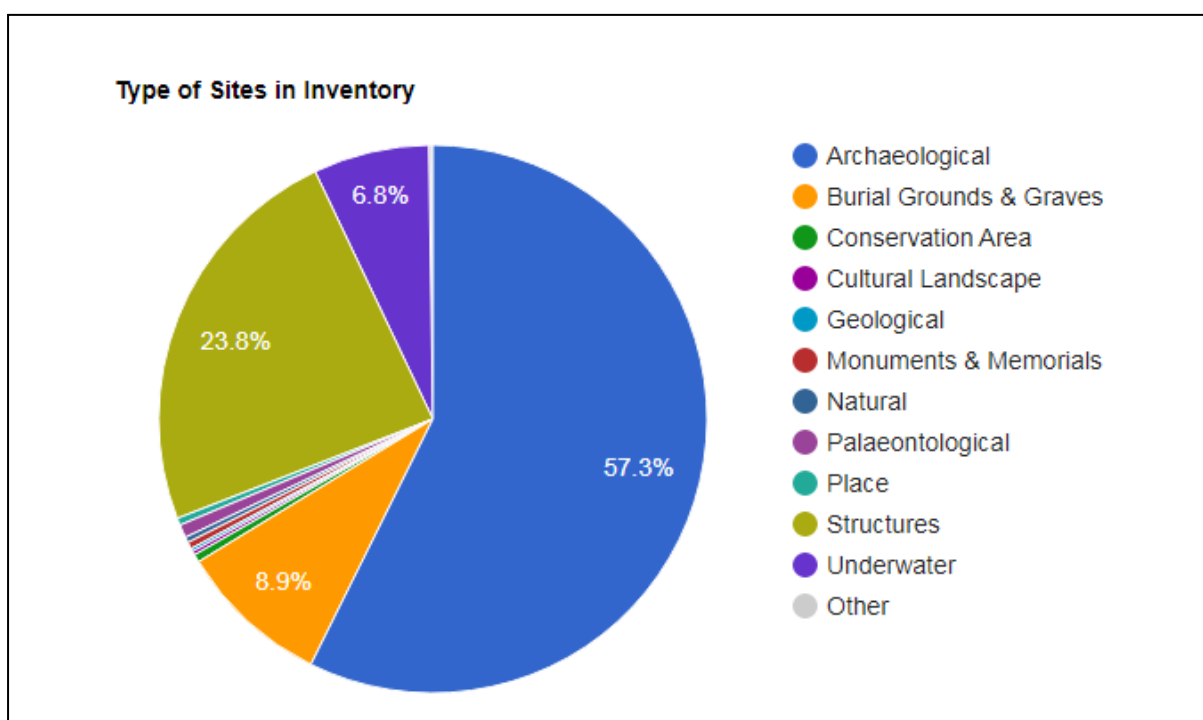


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Within the inventory of the national estate there are 48 676 recorded sites as at 31/12/2017 across all categories.

The types of sites recorded is summarised as follows;

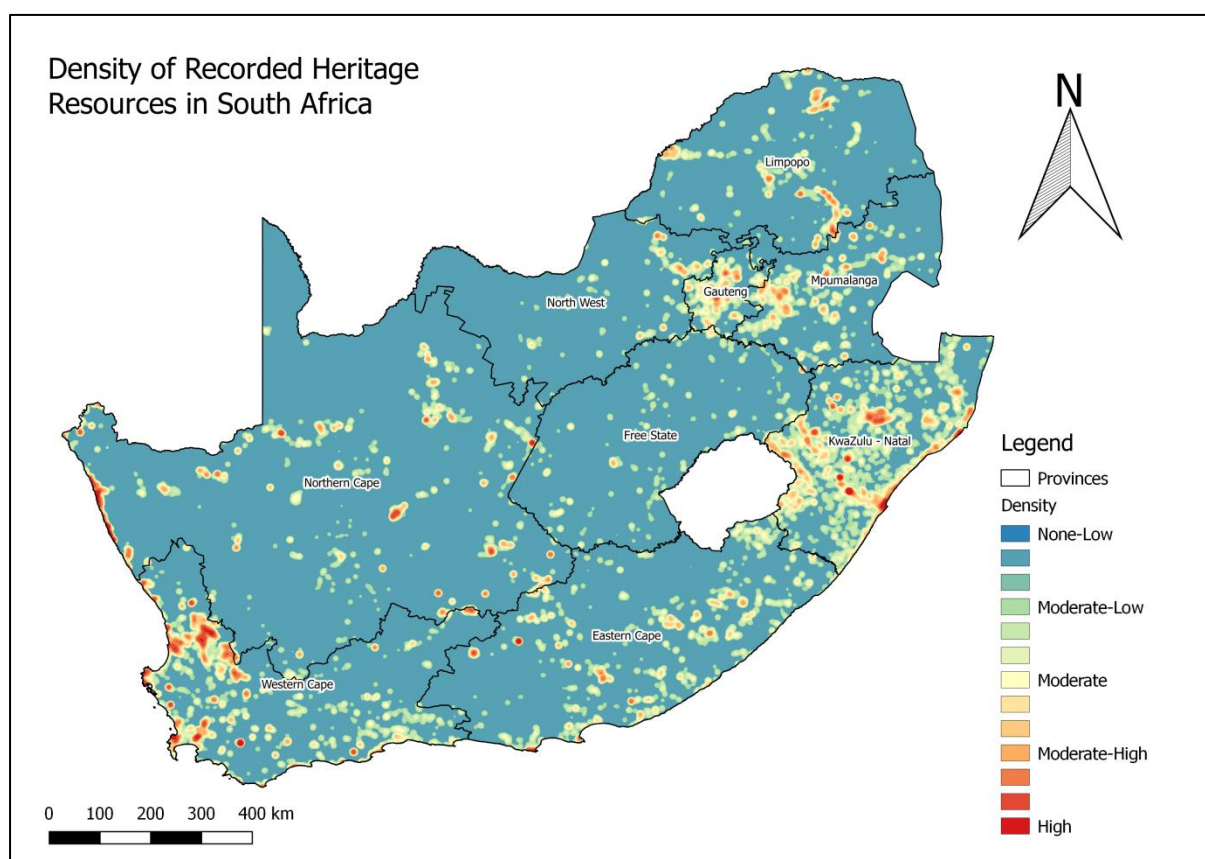


In order to provide an indication as to the extent to which heritage sites in South Africa have been recorded, the following map was developed;



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This map shows the density of recorded heritage resources within the country. It should be noted that this map can only be used to identify gaps within the current inventory of the national estate, and does not provide any indication as to the heritage sensitivity of any area.

The areas marked as being of zero to low density are not reflective of the lack of any heritage sites being present, but are however, reflective of a paucity of information available to populate these areas.

In particular SAHRA has very little data pertaining to resources in the Free State, Northern Cape and North West provinces.

This analysis has proven to be incredibly revealing and has already necessitated a shift in national inventory projects in order to begin to rectify these gaps.



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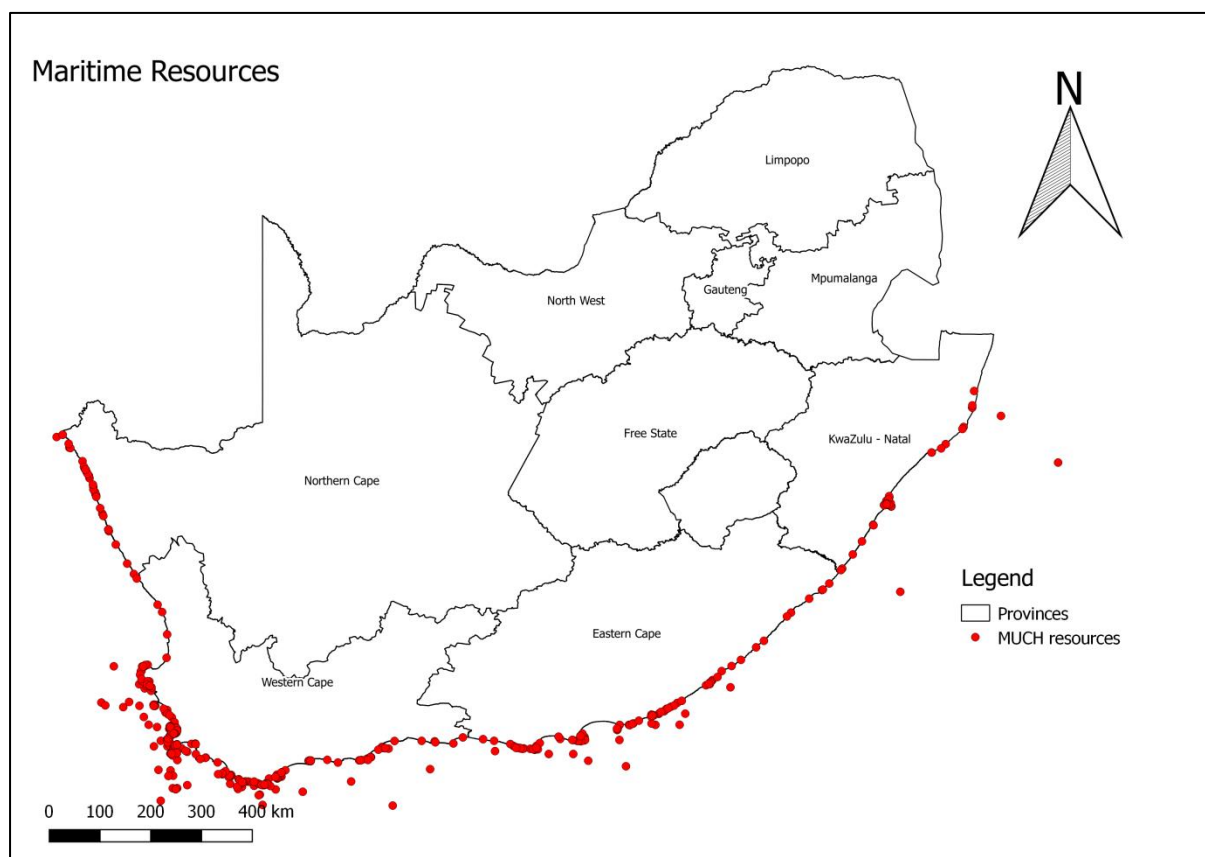
Shipwrecks and Maritime Heritage Resources

SAHRA maintains a record of maritime and underwater heritage sites in South Africa's maritime and internal waters. A database of recorded shipwrecks, with information drawn primarily from archival and documentary sources, runs to more than 2,300 entries. Only about 50 of these records were associated with geographical co-ordinates which can be mapped. SAHRA's Maritime and Underwater Cultural Heritage (MUCH) unit is partway through a project to create a Geographical Information System (GIS) for MUCH resources. In addition to recorded wrecks, SAHRA also keeps records of reported occurrences of MUCH resource which cannot yet be linked to a named wreck, or which represent possible pre-colonial elements of this heritage, such as stone-walled intertidal fish traps. The unit has thus far assigned coordinates to 732 MUCH resources. Due to the difficulty of verifying exact coordinates for shipwrecks, each set of coordinates on the GIS is accompanied by a confidence rating. Ships wrecked in the Western Cape, particularly near Cape Town, tend to have the best geographical records associated with them. This is due, in part, to Cape Town's history as a refreshment station for seafarers from the middle of the 17th Century, which resulted in an increase in maritime traffic and wrecking incidents. Other reasons include the keeping of meticulous shipping records at the Cape, many of which have survived to this day, and natural phenomena such as severe north-westerly storms in winter.



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Movable Resources

A heritage object is defined as any moveable property of cultural significance which may be protected in terms of the provisions of the NHRA. This includes archaeological artefacts, palaeontological and rare geological specimens, meteorites and any other object which holds cultural significance as outlined in section 3(3) of the NHRA.

The inventory currently holds 36 943 movable heritage resources, or “heritage objects”. Currently there is no mandated nomenclature under which all heritage objects must be categorised when being recorded in the inventory of the national estate. Whilst SAHRIS makes use of the Chenhall system of classification, this system does not adequately address the South African context, and requires localisation before it can be used as a basis for general classification. This presents a challenge in the analysis of these resources and will need to be addressed going forward.

A “List of Types” was published in Government Gazette No. 1512 of 6 December 2002 (Types of Heritage Objects, currently being reviewed). Resources recorded in the inventory of the national



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estate are not currently recorded according to this list and may provide an avenue for classification once the review process has been completed. This document categorises heritage objects as follows;

- Objects recovered from the soil or waters of South Africa, including archaeological and paleontological objects, meteorites and rare geological specimens;
- Visual art objects;
- Objects to which oral traditions are attached and which are associated with living heritage;
- Cultural objects including those sometimes referred to as decorative or fine arts, ethnographic and cultural objects;
- Military objects;
- Objects relating to South African history, including the history of science and technology, military and social history, as well as to the life of peoples, national leaders, thinkers, scientists, artists and to events of national importance;
- Objects of scientific or technological interest; and
- Books, records, documents, photographic positives and negatives, 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).

Export of Heritage Objects

Permits are only required when the object proposed for export satisfies the criteria for a heritage object as established in terms of the list of types.

Permits for permanent export are refused when the object in question has been found to satisfy criteria established in section 32(24) a&b of the NHRA. Objects that have close ties to South African history, or are exemplary of their type, that hold national significance to South Africa; and whose loss would significantly diminish the National estate, may be refused for export.

The exact rationale for the refusal can vary widely based on the specifics of each individual application. It is often the case, however, that objects for which permanent export is refused may satisfy multiple criteria in terms of the list of types (please note that this is not the assessment criteria). These objects would therefore have multiple layers of significance attached to them; each layer further bolstering the significance of the object.

SAHRA faces several challenges with regards to the monitoring of objects for which export has been refused. The first and perhaps most pressing is the lack of capacity both within SAHRA and the non-implementation of registered heritage inspectors who would be able to conduct routine examinations of such objects.



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There is a further difficulty with customs officials not being sufficiently aware or being able to spot potential heritage objects being shipped out of the country.

SAHRA received a permanent export permit application for the painting *Blinkwater Kloof* by the artist Thomas Baines, painted in 1852. The painting is unusual in that it depicts the logistical trail of reinforcements and supplies to the battles that took place between the British and the Xhosa. The painting serves not only as an artwork but also as a historical document, depicting aspects of the conflict not well represented elsewhere. Furthermore, the painting also depicts the Cape Mounted Riflemen or the Cape Corps which was comprised of a large number of Khoe Khoen soldiers draft at the Cape for the conflict. Although numerous Baines paintings still reside in South Africa, many of which are aesthetically superior, the numerous narrative threads represented within the painting were such that it was decided that the artwork was of national importance and should not be allowed to leave the country.



Source: <http://www.sahra.org.za/sahris/cases/thomas-baines-blinkwater-kloof>

Declared Resources

SAHRA, a PHRA, or any member of the public can identify places or objects for declaration.

This process culminates in the publishing of the declaration in the Government Gazette. Specific movable objects or collections may also be formally declared in order to recognise their significance and provide protection to these objects.



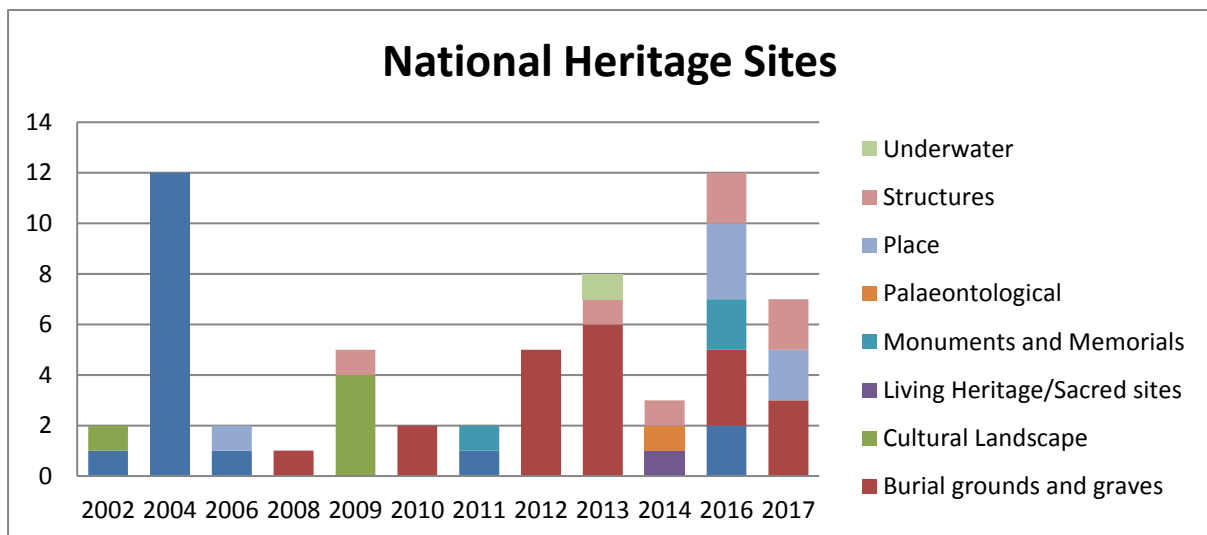
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National Heritage Sites

The below graph charts the declaration of National Heritage Sites since the first declaration under the NHRA in 2002. This graph also shows the breakdown of sites declared per year by site type.

Charting the declaration of National Heritage Sites in this manner shows that over the past three years a greater diversity of heritage sites being declared.



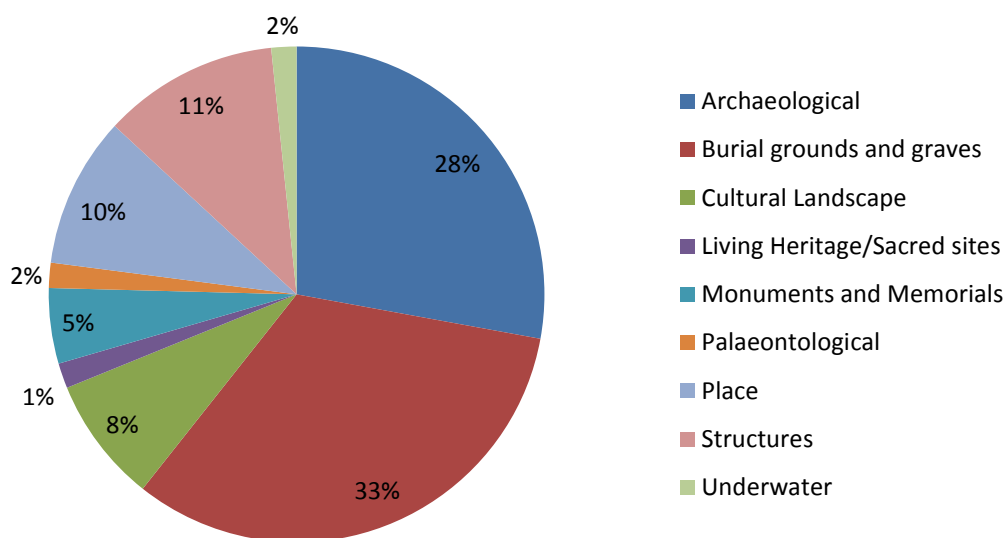
The below chart provides a breakdown of all National Heritage Sites broken down by type;



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Types of National Heritage Sites



Specifically Declared Objects/Collections

Certain types of heritage objects or collections of heritage objects which are considered to be special, unique or endangered may be Specifically Declared. Any member of the public may nominate an object or collection for declaration; however, this declaration can only be carried out by SAHRA and cannot be performed at a provincial level.

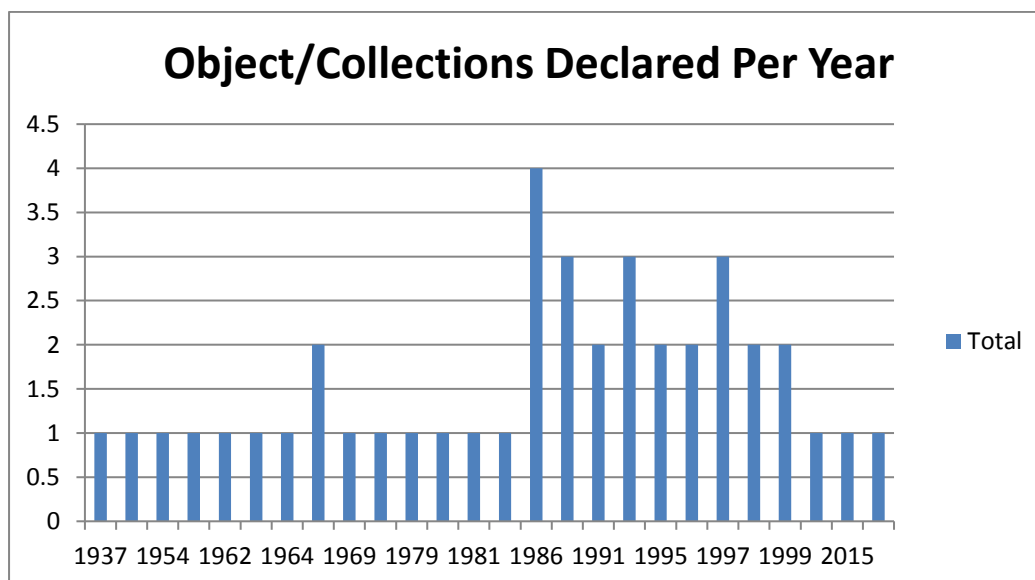
Under the National Monuments Act (Act no. 28 of 1969) objects and collections could be declared as national monuments and cultural treasures. In terms of the NHRA, all previously declared movable national monuments and cultural treasures are heritage objects.

The below graph shows the number of objects/collections declared between 1936 and 2016. Currently, there are 45 specifically declared heritage objects/collections.



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Provincial Heritage Sites

The 2016 national estate report established a baseline in regard to Provincial Heritage Sites recorded on SAHRIS. Through the verification process conducted this year SAHRA is able to address any inaccuracies in the previous report, as well as the inclusion of declarations that have occurred during the 2017 year.

As noted previously, the majority of provincial authorities were either unable to perform a verification of the SAHRIS database or did not provide a response to the call. As such, only those provinces that provided verified information will be discussed.

Heritage Western Cape (HWC)

Heritage Western Cape has provided verification of the dataset of Provincial Heritage Sites currently recorded on SAHRIS.

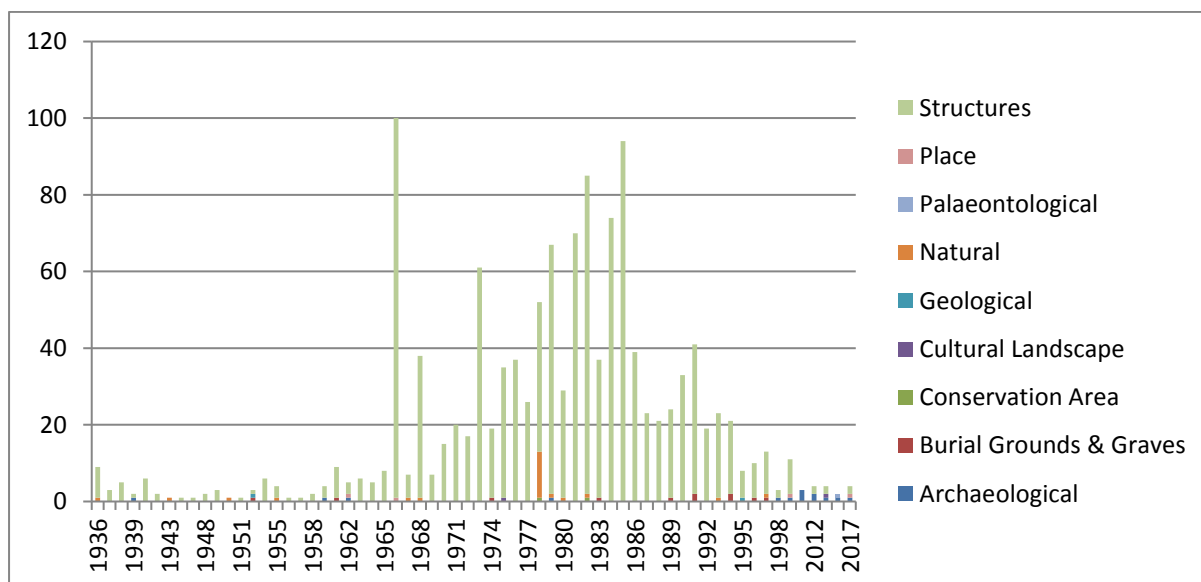
The below graph shows the breakdown of declarations that have occurred per year, from the earliest period of formalised declaration on the country.

On file there are 1287 declared heritage sites within the Western Cape.



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Amafa aKwaZulu-Natali (AMAFa)

Amafa aKwaZulu-Natali has supplied a full and comprehensive verification of resources within KwaZulu-Natal province declared under earlier National legislation and under the KwaZulu-Natal Heritage Act, Act No. 4 of 2008 (KZNHA).

As per the received verification there at 237 proclaimed resources, this number does not however differentiate between Heritage Landmarks or Provincial Landmarks as conferred under sections 28 and 39 of the KZNHA.

A breakdown of declarations that have occurred per year will not be supplied here as the verification still needs to be fully reconciled within the inventory of the national estate.¹

Provincial Heritage Resources Authority – Gauteng (PHRA-G)

The Provincial Heritage Resources Authority – Gauteng have supplied additional data on declarations that occurred post 1999. This additional data has increased the listing of Provincial Heritage Sites in Gauteng province to 181.

It should however be noted that a further verification is required, the results of which will be presented in the 2018 report.

¹

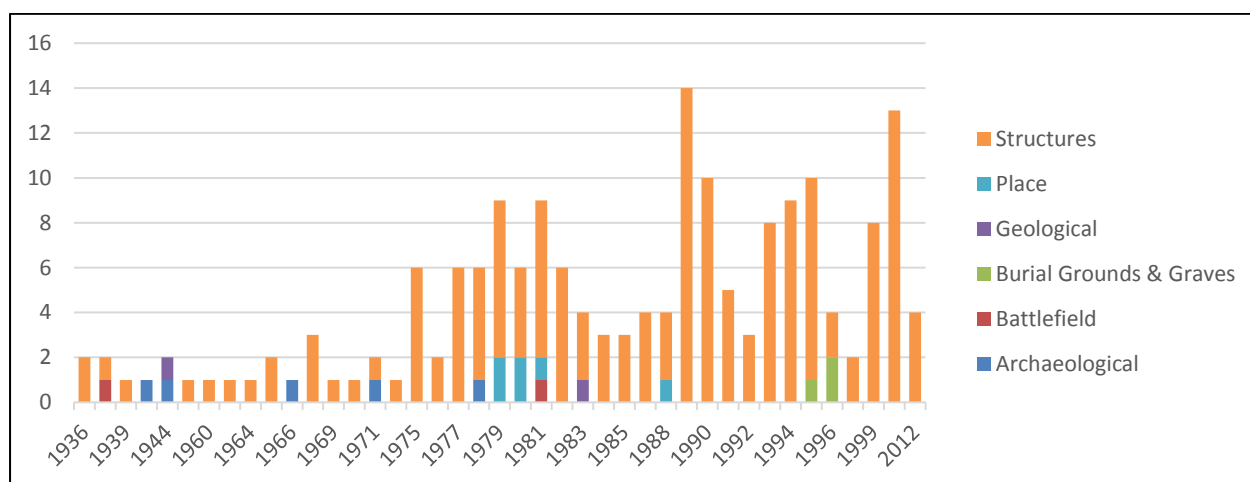
https://www.heritagekzn.co.za/images/Specially_Protected_Heritage_Resources_Schedule_Updated_2017.pdf



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The below graph shows the breakdown of declarations that have occurred per year, from the earliest period of formalised declaration on the country.



Development and Identification of Heritage Resources

The capturing of development impact footprints through SAHRIS allows for the analysis of development in relation to the identification of heritage resources within the republic. Overlaying the database of developments that have polygon features with identified resources shows that an estimated 58.76% of all resources recorded on SAHRIS were identified through heritage impact assessments. It should be noted that developments mapped using line or point features were excluded from this analysis.

As these heritage resources have been identified as part of development applications, the areas surveyed are focused on the impact areas of these developments. This does not indicate true heritage site distribution, but a response to development pressure. Further academic research or surveys to effectively fill these gaps should be undertaken to understand the true distribution of sites across the country. The opportunities for collaborative work research between the professional and academic sectors are immense, as this can not only help developments plan for fatal flaws and future expansions, but allow the academic community to interpret heritage at a landscape level.

If, as this analysis suggests, that the primary method of identification of heritage resources in South Africa is through development and the impact assessment process, then it is to the benefit of heritage management in South Africa that the recording of heritage resources during the impact assessment phase is maintained to a high standard.



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As the majority of heritage resources are identified through HIAs, high quality policies, standards and regulations are required to manage and regulate the assessment process as per section 38 of the NHRA. While this is an avenue that requires several years of planning and development, it will allow for the smooth processing of applications.

In order to maintain a high standard of Heritage Impact Assessments, proper training courses must be developed to equip specialists with the knowledge and tools in order to produce sound recording of the national estate and to effectively assess the impact to these resources, to ensure good management principles of these impacts.

This leads to a need for additional training, not only for heritage specialists but for Environmental Control Officers, to understand how to manage heritage resources within the context of a development. Heritage Management Plans must be compiled so that they speak to the phases of a development and can be implemented alongside the required Environmental Management Programmes.

The Renewable Energy Development Zones and Strategic Transmission Corridors have been used to highlight how the inventory of the national estate can be used as a tool that can be used for management planning ahead of development.

Renewable Energy Development Zones and Associated Strategic Transmission Corridors

The Strategic Environmental Assessment for wind and solar energy in South Africa has identified 8 key Renewable Energy Development Zones (REDZs) together with 5 strategic transmission corridors, as gazetted in Government Gazette 40785, notice 350 on 13 April 2017.

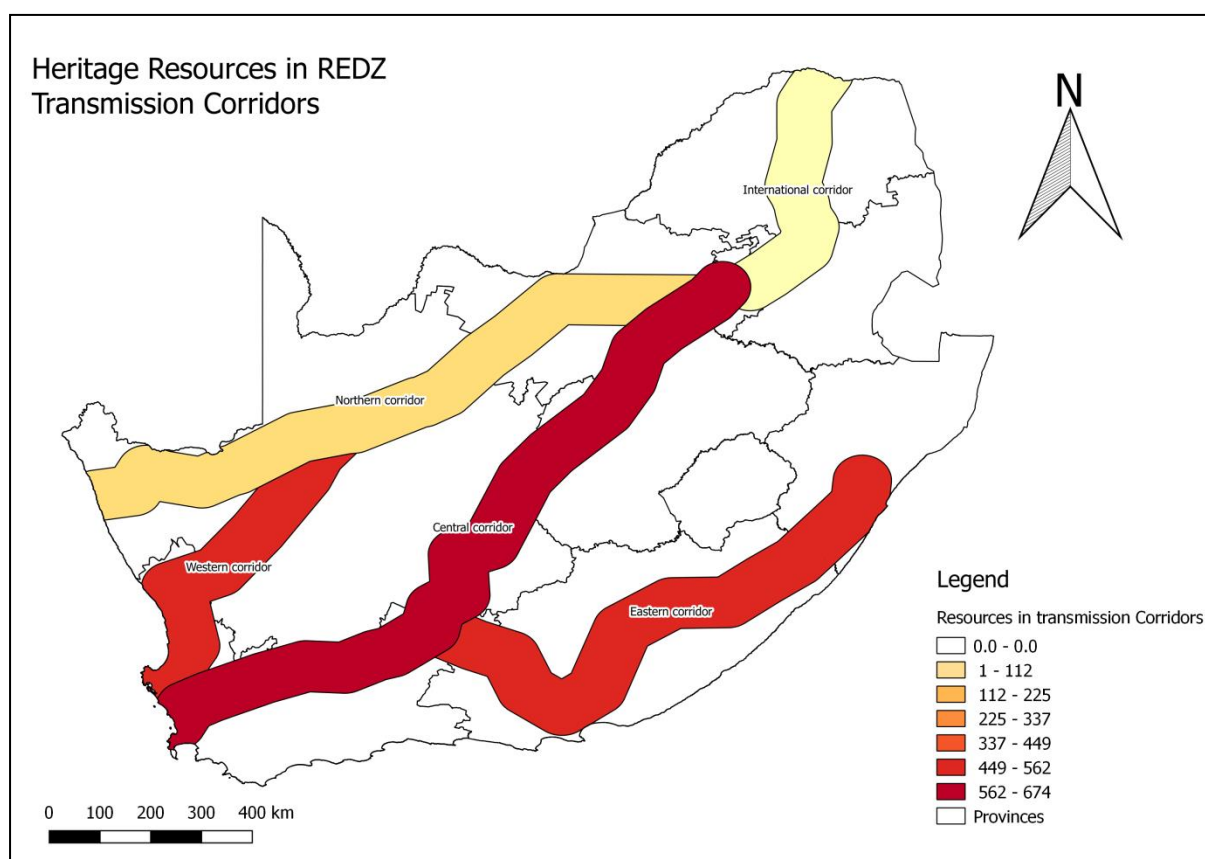
Strategic Transmission Corridors

Through the inventory of the national estate we find that 51.54% of all recorded resources in the inventory are located within the Strategic Transmission Corridors, of which Archaeological sites make up 58.85% and Structures at 28.31% of the total identified resources, as such only these two categories will be focused on.



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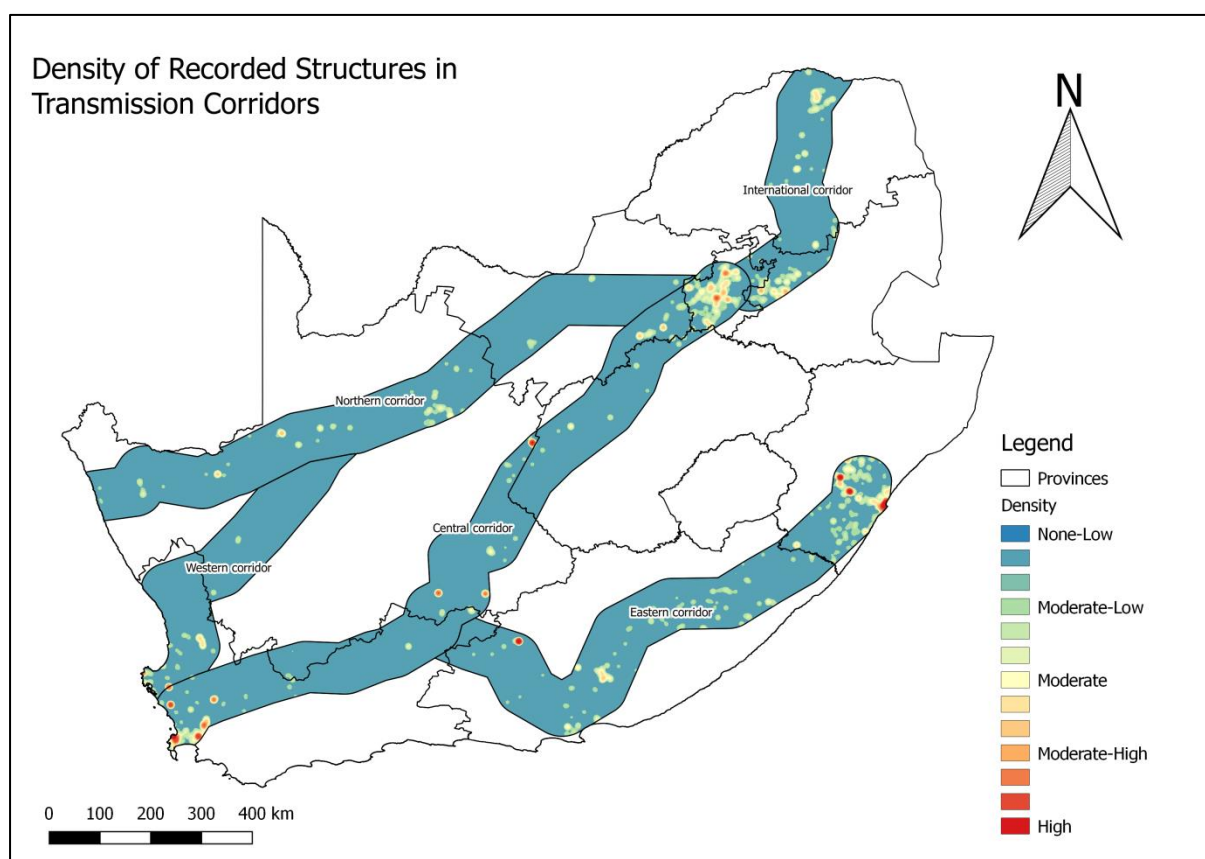


The two density maps below show Structures and Archaeological heritage resources within the transmission corridors.



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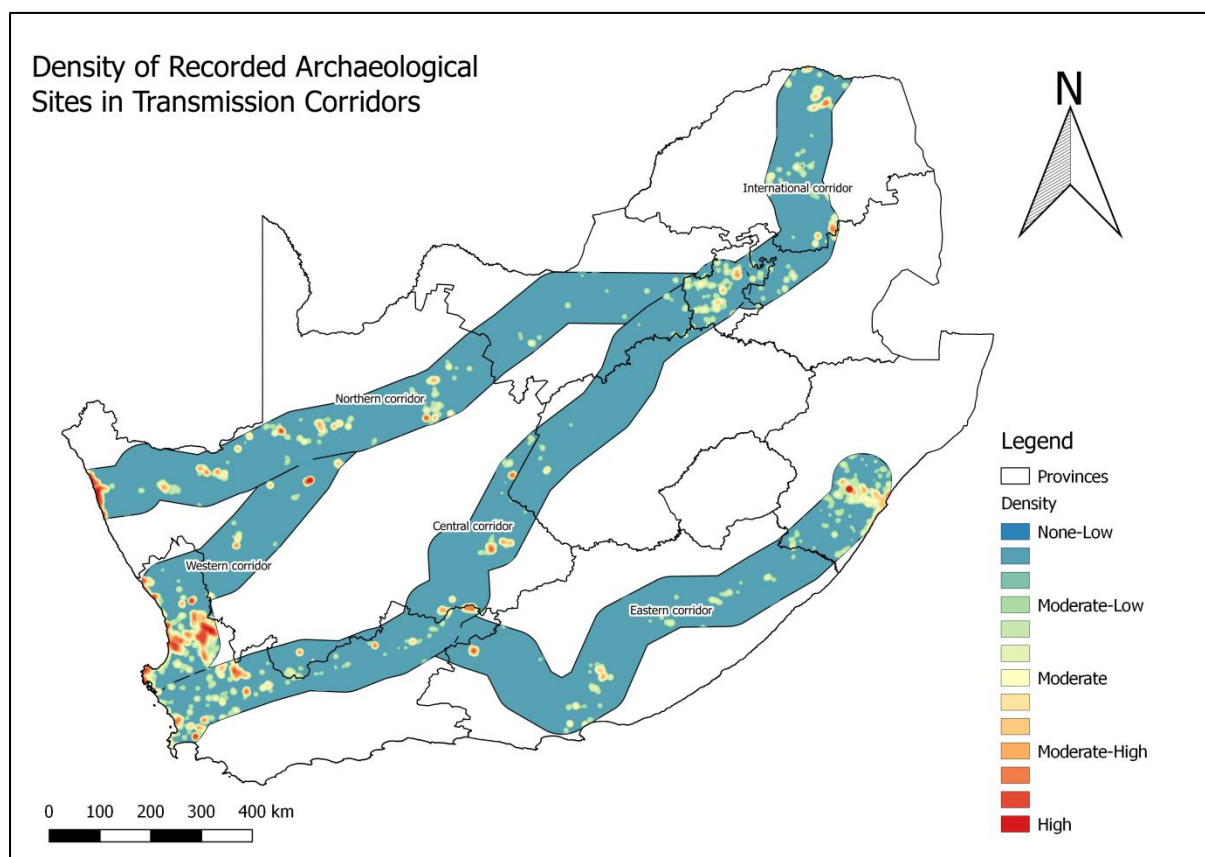
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These maps show a paucity in recorded heritage resources within the transmission corridors. It must be reiterated that a paucity of information does not equate to a paucity of resources. This analysis shows us that due to the lack of recorded resources in these areas, special consideration should be given to the recording of heritage resources within these corridors prior to development.

The evidence of such high numbers of heritage resources located within the transmission corridors shows that entities such as Eskom should consider a specialized heritage unit, which would manage all heritage resources within their servitude corridors. While many of the heritage resources are structures that are located within the urban areas, a great deal of archaeological resources are located within these corridors, and these require special consideration. In terms of section 9 of the NHRA, Eskom is required to provide a list of all heritage resources within their control. The above suggestion would assist in complying with section 9.

As shown in the maps above, the majority of archaeological resources are identified within the rural areas of the corridors. This stems from the lack of development which has left the archaeological sites intact. Large amounts of archaeological sites with high integrity status pose a planning issue for



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developments, as the projects will need to allow for mitigation of these sites within the development phase timeframes.

Renewable Energy Development Zones

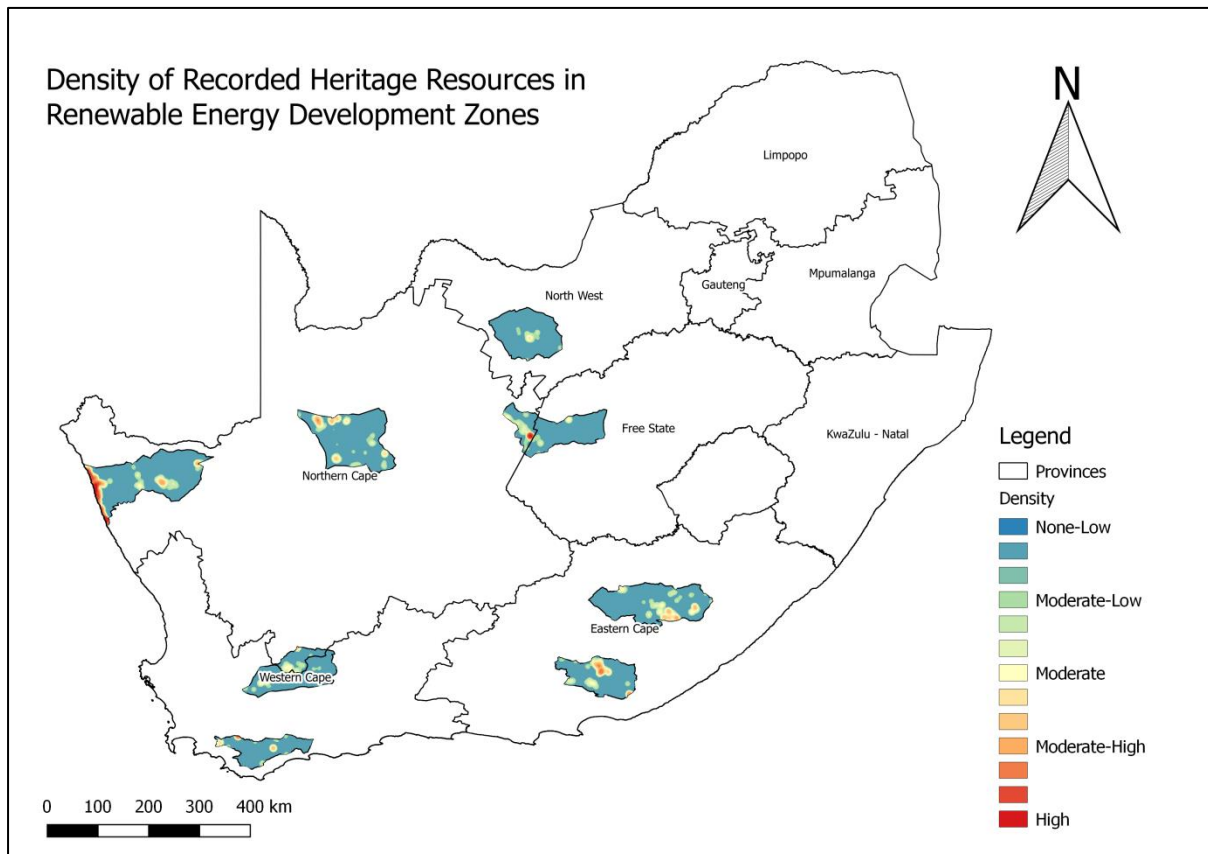
9.15% of all recorded resources fall within a Renewable Energy Development Zone. The densities shown in the map below indicate that the majority of recorded resources fall in and around the boundaries of existing developments and populated areas such as towns and cities. However, the lack of recorded sites outside the urban areas is not an indication of the lack of heritage in these gaps. As stated above, the location of recorded sites is most likely to be in response to the development layout, and not the true distribution of heritage resources. One can predict with a higher level of certainty of the location of heritage sites around urban areas, however the predictability potential for heritage sites outside of the urban areas becomes more difficult. This shows that an equal level of consideration should be employed when surveying the rural areas of the REDZ areas.

While the National Environmental Management Act, Act 107 of 1998 (NEMA) Regulations published on the 13 April 2017 (GN. 350) state that only a Basic Assessment Report is required, as the REDZ have undergone an assessment as part of the Strategic Environmental Assessments (SEA) process. With the intention to expand the REDZ Focus Areas, the amount of heritage resources located within these areas shows the need for a full Scoping and Environmental Impact Assessment (EIA) process. The expansion of these zones require due consideration of heritage resources and understanding of any mitigation requirements and their associated timeframes that will affect project deliverables.



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Resources in Protected Areas

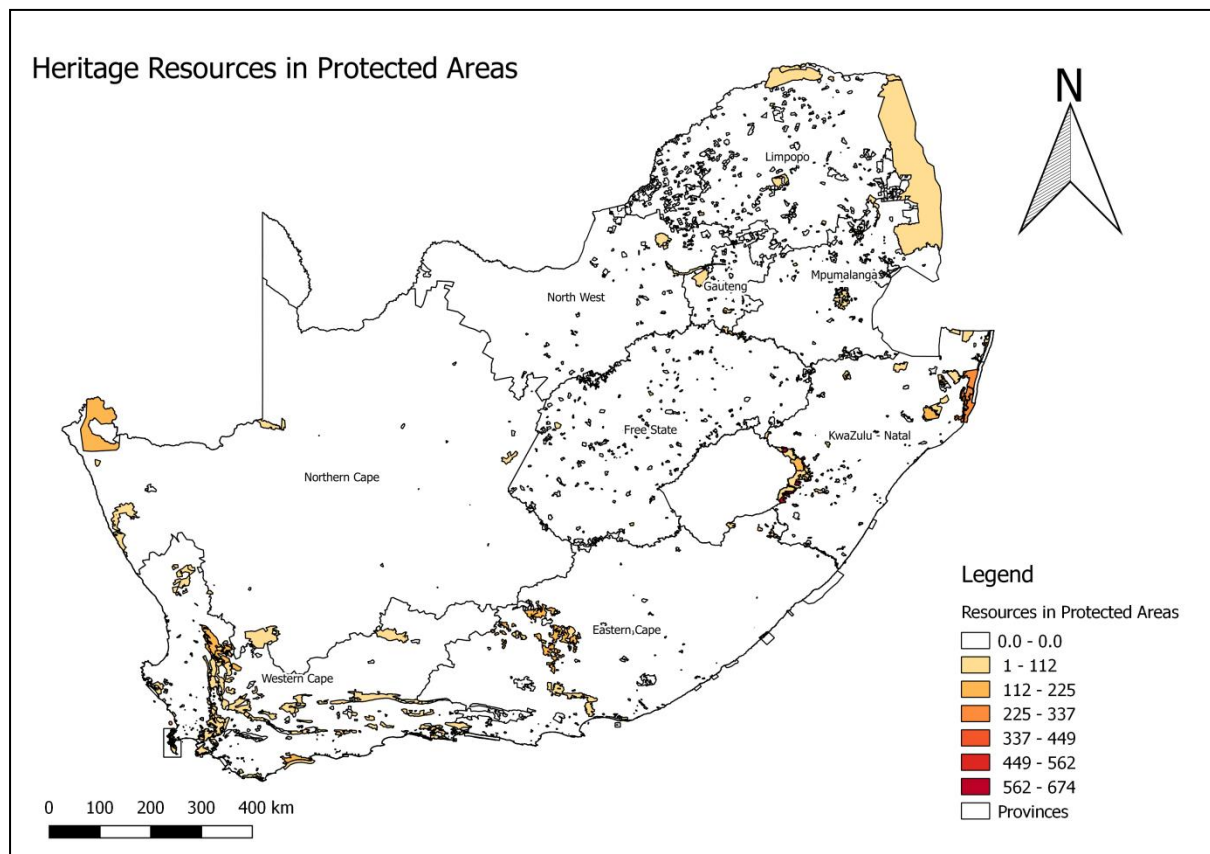
All Protected Areas

Protected Areas presents an opportunity for the preservation of heritage resources through existing mechanisms. However, our current knowledge of heritage resources within protected areas is extremely limited. Using the DEA protected Areas GIS database we can see that there are 1 532 designated protected areas on file.



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Of the currently recorded heritage resources in South Africa, 12.78% of these reside within protected areas. This however, comes from only 301 parks, meaning that there are 1 231 protected areas where SAHRA does not have any recorded heritage resources. This represents a large knowledge gap in terms of the inventory.

As with Eskom, the Department of Environmental Affairs must provide a list of heritage resources under its control. Conducting large scale surveys of protected areas will enable the highlighted gaps to be closed. This must be guided by sound policies and standards that will outline the process to follow, reporting procedures and on-going monitoring. Once again, the need for heritage training, this time specifically for the Protected Area managers and their staff will be necessary for good management of heritage resources. This type of programme has high potential for local community involvement, skills training and job creation.

Protected Areas near urban zones will have a higher distribution of heritage sites, as built environment heritage is more prevalent in these areas and they are recognisable to untrained individuals (i.e. no formal heritage training) within the parks. Protected Areas located in rural areas



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will statistically have more archaeological resources, as indicated in the previous maps and spatial distribution figures.

This presents a challenge in terms of management of the heritage resources. Some Protected Areas will require specialised training in managing archaeological heritage resources, while the Protected Areas in urban areas will require training on built environment heritage management. There will be cases where both forms of training will be required. Policies governing the management of heritage resources in Protected Areas must make allowances for this.

Conclusion

The inventory of the national estate is a constantly expanding and evolving database of heritage resources within South Africa. This inventory is not however a simple database of identified heritage resources, but rather a resource that can be used to direct heritage management within the country, and as a platform through which South African's can engage with their heritage.