

TABLE MOUNTAIN NATIONAL PARK

Heritage Resources Management Plan

Priorities for Heritage Resources Management in the TMNP:
2005 - 2010



December 2004



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*A summary of the Management Plan Report is available under separate cover
All project reports and appendices are available on the TMNP website: www.tmnp.co.za*

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SECTION ONE: INTRODUCTION

1.1 Introduction

Established in 1998, the Table Mountain National Park (TMNP) represents a unique combination of natural and cultural heritage. In order that this unique heritage of the Park is managed effectively and according to legal requirements and international best practice, over the past two years, the TMNP has been developing a Heritage Resource Management Plan (HRMP). The HRMP study has enabled the Park to identify and map heritage resources that have been compiled into a GIS-based heritage inventory¹, assess the significance of such heritage resources, set out procedures for the effective, legally compliant and sustainable management of these resources and to identify heritage management priorities for the next five-years. The finalisation of this HRMP marks the beginning of an ongoing programme of heritage management in the TMNP.

During the process of the study two significant milestones have been reached that will affect both the status and management requirements of the heritage resources of the TMNP. Firstly, the public-owned portions of the TMNP have been declared as part of the Cape Floral Region World Heritage Site². Secondly, the cultural and natural heritage of the TMNP has been declared a National Heritage Site, also sometimes referred to as a Grade I heritage site³.

1.2 Background

Heritage resource management has received greater attention over the past decade in South Africa with the need to rediscover and celebrate our diverse cultures. The integration of heritage resource management and biodiversity management is redefining the way in which conservation is approached within protected areas. This integration has been shown to reinforce the legal conservation and management status and significantly enhance stakeholder value of protected areas.

In the establishment of the Park, South African National Parks (SANParks) inherited the management responsibilities for a range of heritage resources. At this time the SANParks was responding to the need to deal effectively with the management of heritage resources in the context of national parks countrywide. This challenge was underscored by the promulgation of the National Heritage Resources Act⁴ (NHRA), which regulates all South African places and objects of cultural significance or of other special value as part of the "national estate".

In 1999, the TMNP commissioned the development of an Integrated Environmental Management System (IEMS)⁵. The development of the management system included the development of a Management Policy and a Strategic Management Plan. The IEMS was also designed to be both compliant with ISO⁶14001, meeting the legal and management requirements of the TMNP. In tandem with the development of the IEMS, an Environmental Information System⁷ was developed. The EIS consists of a series of web-based map views reflecting the key management themes derived from the IEMS process. GIS data layers relevant to the management themes are grouped within each Map View. The EIS also provides users with functionality to visualize, query (including metadata queries) and print the results of their work. One of the key strategies of the five-year Strategic Management Plan was to compile and implement a heritage resources management plan (HRMP). In the absence of a comprehensive HRMP, the CPNP Heritage Landscape Group was commissioned by SANParks to prepare a

1 The heritage resources inventory is included as one of the layers of the TMNP's Environmental Information System.

2 UNESCO's World Heritage Committee made this announcement on 30 June 2004, in terms of the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage.

3 The SAHRA Council declared the TMNP as a National Heritage Site on 27 November 2004, in terms of Section 27 of the National Heritage Resources Act, Act 25 of 1999 on condition that an Integrated Management Plan be completed and approved by SAHRA.

4 Act 25 of 1999

5 The then CPNP IEMS, funded by the Global Environment Facility (GEF), was developed by Common Ground Consulting in association with ZIZO Systems International

6 International Standards Organisation. The 14001 standards are applied specifically to Environmental Management Systems

7 The then CPNP EIS, funded by the GEF, was developed by the GTI Consortium.

Provisional Heritage Resources Synthesis Map and Report to the Park as input to the Conservation Development Framework (CDF) in November 2000. The CDF was finalised in 2001 and represents a Park-wide strategic spatial Framework to guide the management conservation, development and recreational activities in and round the Park.

In January 2002, the Park management developed a terms of reference in consultation with the City of Cape Town and the South African Heritage Resources Agency (SAHRA) for the preparation of a Heritage Resources Management Plan (HRMP) and a formal tender process was initiated. Common Ground in association with the CPNP Heritage Landscape Group, GIMS and EnAct International was appointed to undertake this study, which is being funded by the FFEM (le Fonds Francais pour l'Environnement Mondial). The study process was extended to enable further internal and external stakeholders. The World Bank has funded this extension.

1.3 Purpose and terms of reference of the HRMP study

The purpose of this study is to develop a Heritage Resource Management Plan that fulfils relevant legal requirements, reflects international best practice and is functionally integrated into the IEMS and EIS management tools already developed for the Park.

The overall aim of the project is therefore to:

Compile a Heritage Management Plan for the Table Mountain National Park that incorporates the following critical elements:

- legal review;
- review of international best practice;
- an inventory of heritage resources and associated information;
- the design, development and population of a spatially referenced digital database;
- the development of guidelines and ISO 14001 procedures; and,
- a legitimate public participation process.

The objectives of the project are to:

- develop a heritage resources management plan that complies with the ISO 14001 accreditation criteria of the South African Bureau of Standards (SABS);
- build on existing TMNP policies and information, e.g., South African National Parks' Corporate Plan, Initial Environmental Impact Assessment (EIA) for the National Park's Cape Peninsula Biodiversity Project, the Integrated Environmental Management System (IEMS) and the TMNP Conservation Development Framework (CDF);
- develop a Heritage Resources Management Plan that can evolve together with the TMNP as a growing National Park; and,
- develop a plan that retains the critical support and ownership of relevant stakeholders.

1.4 Phases of work and related products

The following provides an overview of the phases of work and related products. Also see Figure 1: TMNP Heritage Resource Management Plan Preparation Process.

Phase 1: Project set-up and review

Products of Phase 1:

- Status Report incorporating:
 - international best practice, legal and data management reviews;
 - draft GIS requirements document and draft conceptual database design;
 - methodology for the determining and recording significance of heritage resources;
- preliminary stakeholder database;
- establishment of Authority Reference Group; and,
- text-based web sites for stakeholder participation (for individuals and groups).

Phase 2: Identification and Confirmation of Heritage Resources

Products of Phase 2:

- an interim inventory of heritage resources;
- accessible report for stakeholders;
- a set of spatially referenced digital layers;
- a GIS-based heritage register; and,
- maps and diagrams representing heritage resources.

Phase 3: Development of Management Plan and Database

Products of Phase 3:

- a Draft Management Plan with procedures, protocols and data management system.

Phase 4: Synthesis

Final Project Products:

- completed Heritage Management Plan;
- GIS user web interface;
- updated GIS user manual; and,
- integration of procedures into the TMNP Integrated Environmental Management System.

1.5 The study team

The SANParks personnel that have worked as part of the project team include:

Paul Britton, Co-ordinator: Strategic Planning, Conservation Services (SANParks)

Michael Slayen, Manager: Conservation Planning, TMNP

Mosili Ntene, Integrated Environmental Management and Information Systems Co-ordinator, TMNP

The consultant team is made up of the following consulting professionals:

Marlene Laros, MLA – Sustainability Matters contracted by Common Ground, project leader

Shawn Johnston, Common Ground Consulting, process design and facilitation

Henry Aikman, CPNP Heritage Landscape Group, heritage specialist

Antonia Malan, CPNP Heritage Landscape Group, heritage specialist

Nicolas Baumann, CPNP Heritage Landscape Group, heritage specialist

Terry Winstanley, EnAct, legal specialist

Belinda Bowling, EnAct, legal specialist

Helen Dagut, EnAct, legal specialist

Len Gardner, GISCOE, information management systems specialist

Grant Benn, GISCOE, GIS specialist

1.6 The Status Report

During Phase One, a review was undertaken of the legal obligations of the TMNP in terms of heritage resources management, international best practice, heritage inventory requirements, related initiatives and institutional and management issues. This review also included a stakeholder analysis and was set out in a Status Report and Summary Report⁸. The Status Report has informed the requirements for stakeholder process, heritage inventory, assigning significance of heritage resources and identifying required management procedures to be included in the HRMP. The Status report, including the Legal Review⁹ is available on the TMNP website www.tmnp.co.za

⁸ Cape Peninsula National Park Heritage Resources Management Plan: Status report, March 2003.

⁹ Identification and description of the legal obligations of South African National Parks in respect of the management of heritage resources within the Cape Peninsula National Park Legal Review, EnAct International, March 2003.

1.7 Development of the heritage resources inventory

The heritage resources inventory development was an iterative and time-consuming process. The database design involved reaching agreement with SAHRA on the categorisation of heritage resources and the attribute information to be recorded for each resource identified in the TMNP. Once this was agreed, an access-based and GIS linked capture form was designed for recording the inventory of heritage resources. The process of mapping and then recording information was an onerous one, with the heritage specialists using 1:10 000 orthophotos to identify the spatial features and then recording attribute for each feature captured.

The resulting heritage resources inventory is one which represents a highly complex and multi-layered set of features which are not best represented in static, two-dimensional maps. The heritage resources inventory is best viewed on the TMNP EIS. Further information is provided in Section 3: The TMNP Heritage Resources Inventory and in Section 5: Procedures for Heritage Management in the TMNP.

1.8 Stakeholder involvement

A detailed stakeholder analysis was undertaken as part of Phase One of the Study. This is presented in Section 4 of the Status Report and Appendices.

Four key groups of stakeholders have been engaged in the process of developing the HRMP: TMNP staff and management via an internal reference group, relevant authorities via an authorities' reference group, heritage specialists via peer review and organised civil society groups through public events, written communications and one-on-one interactions with heritage interest groupings. A description of stakeholder involvement is provided as Appendix 1 and summarised in Figure 1 below. Comments and responses that have assisted in finalising this document are presented in Appendix 3.

The broad stakeholder grouping has been engaged in identifying, determining the significance and advising on the management of heritage resources in the Park. Heritage authorities/agencies have assisted the team and the TMNP in ensuring that the HRMP and its register conform to accepted national standards. All other relevant authorities have been engaged to enable consistency and co-operation in the management of heritage resources on the Cape Peninsula.

1.9 Co-operative governance and heritage resources management of the TMNP

The South African Heritage Resources Council declared the TMNP as a National Heritage Site and hence SAHRA will be the relevant decision-making authority for heritage resource management in the Park. However, it is also the stated intention of both SAHRA and the TMNP to enable co-operative governance through adequate engagement of both Heritage Western Cape (HWC) as well as the City of Cape Town (CCT).

SAHRA is establishing a South African Heritage Resources Survey to co-ordinate a national strategy for the identification of heritage resources. This will culminate in a national heritage resources register system. This initiative has been informed by the design and development of the TMNP GIS-based heritage resources inventory. Furthermore, it is likely that the CCT will adopt a similar approach to its inventory that will consolidate the City's existing cultural heritage information. A number of further, City and Provincial related initiatives were reviewed in the Status Report (Section 1).

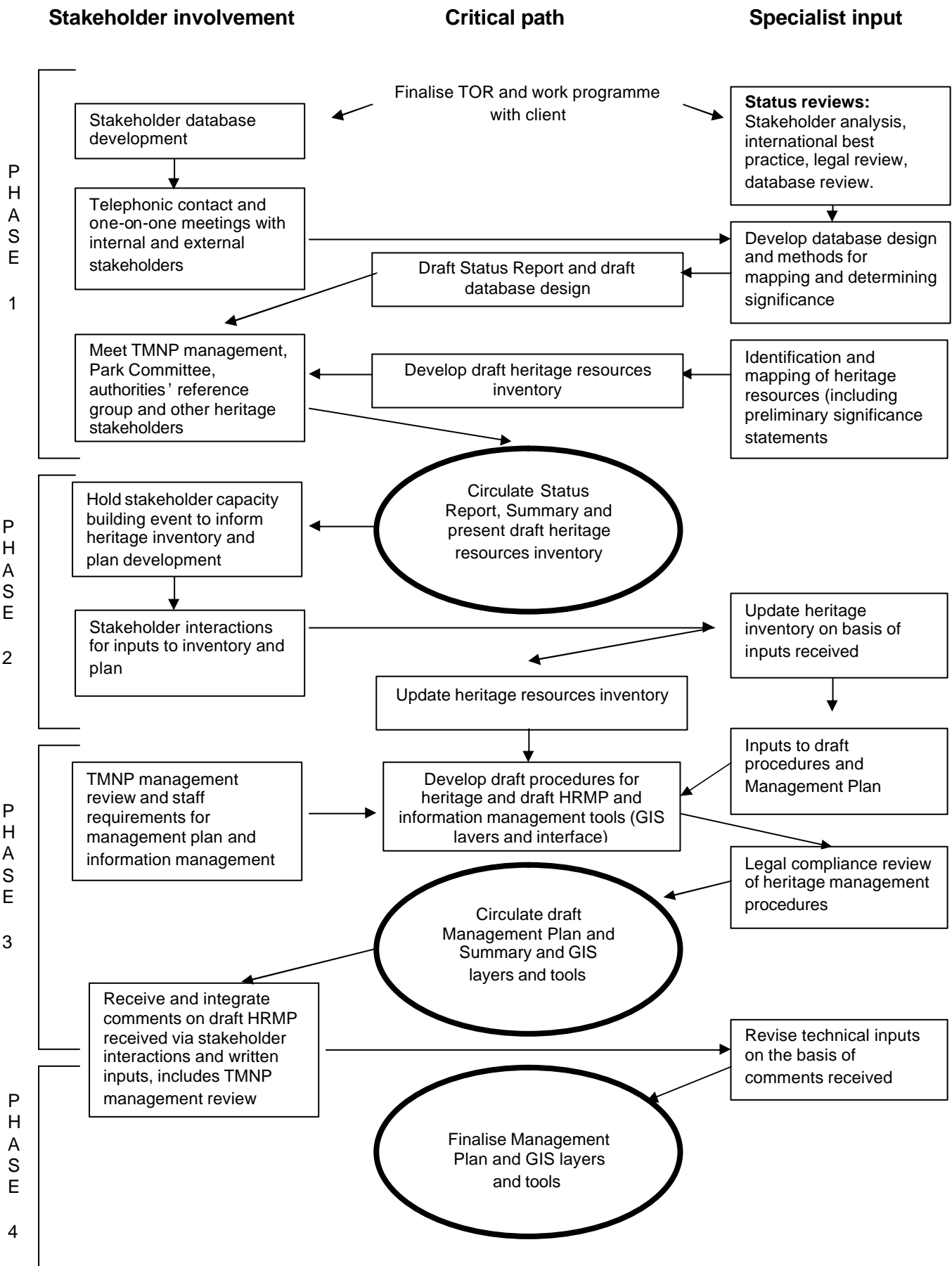


Figure 1: TMNP Heritage Management Plan Preparation Process

1.10 The purpose and structure of this document

The purpose of this document is to present and link the final products of the HRMP Study as per the terms of reference in a manner that is accessible to the users. It is important to note that one of the key products of this study is the GIS-based heritage resources inventory, currently available on the TMNP EIS.

This document provides the basis for further detailed planning for physical management of heritage resources on an area basis by providing a procedure and guideline template for site-specific Conservation Management Plans. Finally, this document and the associated GIS-based heritage resources inventory should be viewed as part of the Park's Integrated Environmental Management System and Strategic Management Plan.

Section 1 provides the introduction and background to the HRMP.

Section 2 presents a description of heritage resources in the TMNP, including the broadly applicable definition, nature and types of heritage resources as well as a statement of significance related to the proposed declaration of the TMNP as a national heritage site.

Section 3 describes the heritage resources inventory and specific requirements for its ongoing development.

Section 4 presents the policy, planning and key aspects of the legal requirements that inform both the procedures (section 5) and management priorities (Section 6).

Section 5 presents the set of heritage resources management procedures for the TMNP.

Section 6 presents priorities for heritage management in the TMNP for the next five years.

SECTION TWO: HERITAGE RESOURCES OF THE TMNP

2.1 Introduction

The cultural historical environment of the TMNP is all the evidence for past and continuing human activity, and its associations, that people can understand, see and feel in the present world.

- It is the habitat that communities have shaped through conflict and co-operation over thousands of years, the product of human interaction with nature.
- It is all around us as part of everyday experiences and life, and it is therefore dynamic and a continual counterpoint to the urban life of the city; a place of reflection and refuge in the heart of the city. It thus has a strong symbolic and intangible dimension, both in whole and in parts. It is complex to understand and impossible to measure.

At one level, it is made up entirely of places such as pristine, rural and adapted areas; of cultivated landscapes, plantations, forests, designed spaces, paths and avenues, views from and towards; and objects or things such as dams, buildings; buried sites and deposits. At another level the cultural historical environment of the Park is something people inhabit, both physically and imaginatively.

Communities and individuals have fundamentally different views of the cultural-historical environment of the TMNP. It is a contested space, characterised by multiple meanings and interpretations. It is something to be argued about and debated, not simply passed on uncritically to future generations. The following section outlines the definition of heritage resources, their nature and type.

2.2 How are heritage resources defined?

The National Heritage Resources Act recognises the need to affirm the diverse cultures within South Africa, and to encompass the cultural heritage of Africa as well as of the colonial past. The first step in enabling this is in the definition of heritage resources.

Places or objects of aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value have cultural significance in terms of the NHRA. They form part of the national estate (i.e. are of value to the nation and must be preserved for future generations) if they have certain cultural significance(s) or other special value(s).

The NHRA provides a non-finite list of examples of the kinds of places and objects which may be included in the national estate, for example historical settlements and townscapes and archaeological and palaeontological sites.

It is important to note that South African definitions of heritage resources (in terms of the NHRA) include natural and cultural heritage. The UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage, 1972 ("the World Heritage Convention") uses the following definitions for cultural and natural heritage:

“**cultural heritage**” is defined as:

“monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science;

groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;

sites: works of man or the combined works of nature and of man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological points of view”;

“**natural heritage**”, on the other hand, is defined as:

“natural features consisting of physical and biological formations or groups of such formations, which are of outstanding universal value from the aesthetic or scientific point of view;

geological and physiographical formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation;

natural sites or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty.”

2.3 The nature and types of heritage resources

In accordance with Section 3 (2) of the NHR Act heritage resources may include:

- buildings, structures and equipment of cultural significance.
- places associated with living heritage;
- historical settlements and townscapes;
- shipwrecks;
- landscape and natural features of cultural significance;
- graves and burials;
- archaeological and palaeontological sites;
- geological sites; and,
- sites relating to the history of slavery.

Heritage resources exist at different scales from broad landscapes, both natural and adapted by humans, such as townscapes and planted landscapes, to individual places, such as buildings. They may have significance in their own right, contribute to the heritage value of a broader area or have linkages to other places. For example, the system of pipes and dams within the Van Riebeeck Park is part of the history of the water supply system in Cape Town, while the natural landscapes of the TMNP and associated biodiversity are linked to the rest of the City of Cape Town as well as the Cape Floral Region in terms of its World Heritage Status. Furthermore, heritage resources have different spatial manifestations. They may take the form of an area or region, such as a landscape, a point, such as an individual building or farm complex or the form of a line, such as a boundary or route. A heritage resource may also take the form of a defined space, such as a public park.

Heritage resources include tangible resources, such as a historical structure, archaeological site or landscape feature. Heritage also includes intangible aspects of culture, such as cultural tradition, oral history, performance, ritual and popular memory, which may be associated with a place. In similar respects, a heritage resource may provide physical evidence of the past or may have associations with an event, person or living heritage for which there is no remaining physical evidence, either visible or buried. Figure 2 presents an approach to seeing the full spectrum of cultural heritage resources.

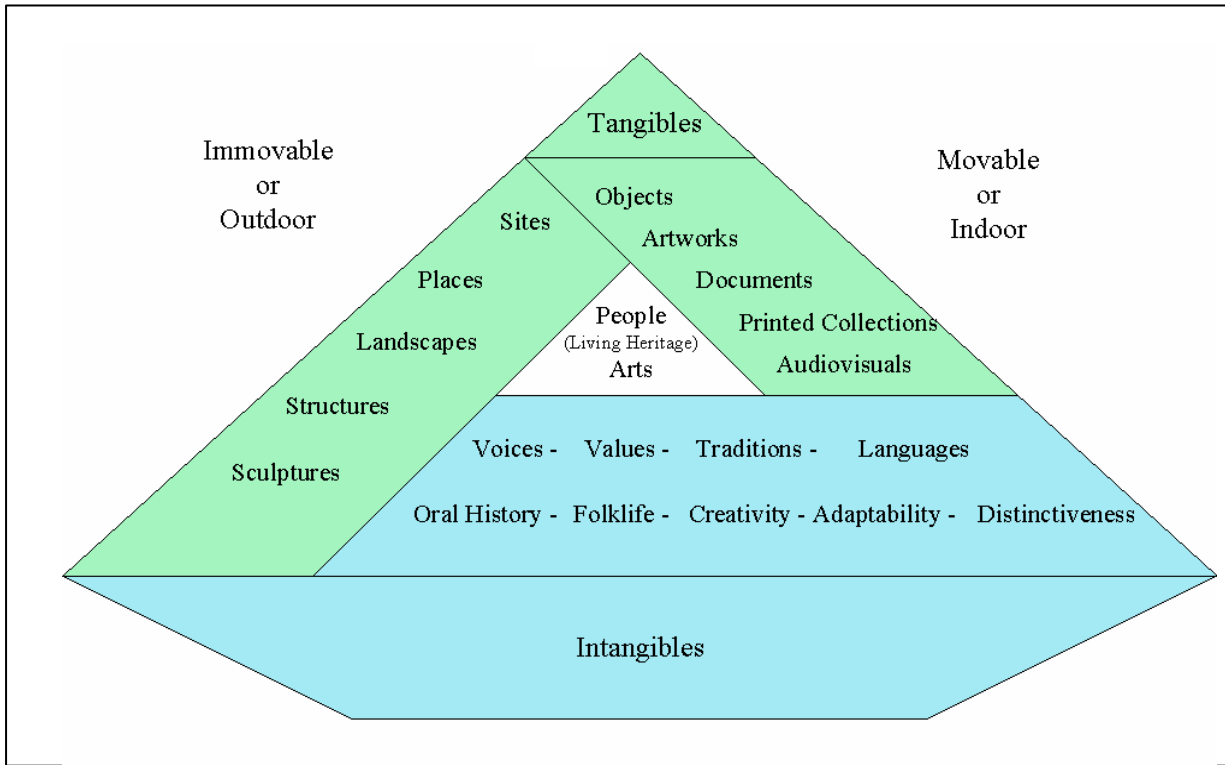


Figure 2: An holistic representation of cultural heritage resources (Galla, 1996.)

The categories of heritage resources in the TMNP are shown in Box 1. As required by the NHRA, they are identified and evaluated in terms of their ability to relate to various themes reflecting broad patterns and aspects of South African and Cape history within the South African context. These themes are: slavery, water, technology, recreation, ornament, cultivation and production, displacement, religion, refuge, primeval, fortification and scenic beauty.

There are existing databases that have been compiled for various aspects of heritage resource management on the Cape Peninsula. None of these databases is complete and it is in the nature of heritage resources that such databases can never be complete. The consultant team has identified and reviewed existing databases and has systematically identified known heritage resources through a process of mapping and recording related information. The list will constantly change as new information is uncovered and as societal value of these resources changes.

BOX 1: CATEGORIES OF HERITAGE RESOURCES**LANDSCAPES**

- natural landscape
- pre-colonial landscape
- planted landscapes
- productive landscape
- townscapes and historical settlements
- scenic landscape.

LANDSCAPE FEATURES

- farm boundaries
- significant tree groupings or alignments
- mountain peaks and ridgelines

GEOLOGICAL SITES

- caves
- exposed geological surfaces and intrusions

ROUTES

- footpaths
- roads

INDUSTRIAL INFRASTRUCTURE

- dams/reservoirs and associated water reticulation systems
- quarries
- mines
- mills and mill races
- wash houses
- irrigation systems
- forestry related infrastructure

BUILDINGS AND ASSOCIATED STRUCTURES

- farmsteads
- residential building
- industrial building (see industrial infrastructure below)
- commercial building
- military building (see military installations below)
- institutional buildings
- public buildings
- religious building (see religious site below)
- associated structures may include outbuildings, boundary walls, gate pillars, approach roads, outbuildings, etc.

MILITARY INSTALLATIONS

- forts
- batteries
- signal/radar stations
- cannon sites

GRAVES AND BURIAL GROUNDS (SEE RELIGIOUS/SPIRITUAL SITES BELOW)

- kramats
- Christian graves
- Indigenous burial sites
- Chinese burial grounds
- Other

RELIGIOUS/SPIRITUAL PLACES (SEE LIVING HERITAGE SITES BELOW)

- Churches
- Mosques
- African Zionist gathering places
- Graves and burial grounds

MEMORIALS

- monuments
- plaques
- benches

PLACES OF DISPLACEMENT

- Slavery sites
- sites associated with Group Areas

ARCHAEOLOGICAL/PALAEONTOLOGICAL SITES

- fossil sites
- cave sites
- open sites
- shell middens
- historical middens
- fish traps
- structural remains

SHIPWRECKS

- sailing vessel
- motor vessel
- steamship
- fishing vessel
- cargo vessel
- freighter vessel
- barge
- oil tanker

LIVING HERITAGE PLACES

- places to which oral history is attached
- places to which rituals are attached
- places to which traditional performances are attached
- places to which popular memory is attached

SYMBOLIC PLACES

- landmarks
- landscapes

RECREATIONAL SITES

- active recreational sites such as playing fields, parks, cable stations
- passive recreational sites such as footpaths, beaches
- shade trees
- picnic sites

SCENIC SITES

- view sites
- scenic routes
- scenic landscapes
- focal points

2.4 Determining the significance of heritage resources

The significance of heritage resources is a function of the value ascribed to the resources:

Natural significance is the importance of ecosystems, biological diversity and geodiversity for their existence or intrinsic value, or for present or for future generations in terms of the scientific, social, aesthetic and life support value¹⁰.

Cultural significance is the aesthetic, historic, scientific, social or spiritual value for past, present or future generations (Burra Charter 1999).

Cultural heritage values encompass both indigenous and historic elements. Many places have both natural and cultural heritage values. A forested valley, or a coastal landscape or a wetland remnant and their ecological processes may be considered part of our natural heritage. These places may also contain evidence of past human activity and so they may also be part of our cultural heritage.

The heritage value of a place should include known and potential value. The heritage value of a place is often unknown. In the case of archaeological sites, these are largely hidden. In a case such as the TMNP detailed heritage surveys have yet to be undertaken and the current heritage value of many places has been based largely on potential value. The concept of potential value has relevance in a case where a heritage resource has been damaged, but in a manner which is reversible. It also has implications in terms of heritage management, namely the need to reveal and enhance the potential heritage value of a place.

The fundamental purpose of cultural heritage management should be to preserve the values ascribed to a site. Such places are defined by the values we attach to them. Value is what justifies their protection in the first place, and it is the basis of any public support and grant aid – or of the restrictions placed on them. Indeed, conservation, at its most basic, is about a declaration of public interest in property, be it private or government owned. Clark (2001)¹¹ writes about ‘value-led planning for cultural heritage sites’, which emphasises the centrality of public involvement with heritage sites. Advisors, experts and the public together assign values to heritage resources. The key outcome of this process is the development of a statement of significance.

2.5 Methodology for identification of heritage resources and determination of their significance

In adopting a systematic approach to heritage resource management best practice indicates that this study together with the contributions of staff and management of the TMNP, relevant authorities and stakeholders needs to determine the following:

- What is the nature of TMNP heritage resources?
- Why is a particular heritage resource significant?
- To what degree is it significant?
- To what extent is it vulnerable?

2.5.1 Criteria for determining significance

The following examples of criteria for assessing significance presented in boxes 2 and 3 below are drawn from the international best practice review and from the National Heritage Resources Act.

¹⁰ Australian Heritage Commission. 2000. Protecting local heritage places: a guide for communities. Canberra.

¹¹ Clark, K. 2001. Preserving what matters: value-led planning for cultural heritage sites. *Conservation*, vol.16 no.3, Fall 2001.

BOX 2: KERR'S¹² CRITERIA FOR ASSESSING SIGNIFICANCE

The following assessment criteria were developed by Kerr and are useful for understanding the heritage significance of a place in terms of its physical evidence, associational links, relationships and experiential/interpretative (non-visual and visual) qualities.

i) Ability for physical evidence to demonstrate or contribute to an understanding of a past design, style, period, technique, philosophy, belief, use or association with an event or person/s.

The degree of significance of this physical evidence is determined by:

- age (how early);
- scarcity value (how rare);
- intactness (presence of original features, in situ evidence, preservation);
- representational value (outstanding, important or typical example);
- evidence for historical layering/archaeological sequence; and,
- significance of an association between an event or person/s and physical evidence.

ii) Associational links with a past event, person/s and activities for which there is no remaining physical evidence.

The degree of significance of this association is determined by:

- significance of the person/s or event;
- intimacy of the association;
- duration of the association; and,
- evocative quality of a place and its setting relative to the period of association.

iii) Qualities giving a place historical character, a sense of continuity or connectedness with the past, a sense of orientation and structure within the landscape. It encompasses the physical properties (scale, form, edges, materials, landscaping, texture, focal points, views, orientation) of a place and its setting. It also encompasses the non-visual qualities of a place (sounds, smells or any activity affecting the experience of a place).

iv) The degree of significance of the experiential qualities of a place is determined by its:

- level of coherence of the landscape;
- level of interpretative qualities;
- relationship with its setting, which reinforces the qualities of both; and,
- evocative versus disruptive qualities of contrasting elements.

BOX 3: NHRA CRITERIA FOR ASSESSING SIGNIFICANCE

The National Heritage Resources Act (NHRA; Act 25 of 1999) identifies criteria for assessing the significance of a place. A place has heritage significance because of:

- (a) its importance in the community or pattern in South Africa's history;
- (b) its possession of uncommon, rare or endangered aspects of South Africa's natural or cultural heritage;
- (c) its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage;
- (d) its importance in demonstrating the principal characteristics of a particular class of South Africa's natural or cultural places or objects;
- (e) its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- (f) its importance in demonstrating a high degree of creative or technical achievement during a particular period;
- (g) its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- (h) its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; and,
- (i) sites of significance relating to the history of slavery in South Africa.

¹² Kerr, J.S. 2000. Conservation Plan, the Fifth Edition. The National Trust of Australia (NSW).

a) Broad categories of significance

<u>Historical</u>	Associated with an historic person or group Associated with an historic event, use or activity Illustrates an historical period
<u>Architectural</u>	Significant to architectural or design history Important example of building type, style or period Possesses special features, fine details or workmanship Work of a major architect or builder
<u>Environmental</u>	Contributes to the character of the street or area Part of an important group of buildings or structures Landmark quality
<u>Social</u>	Associated with economic, social, religious activity Significant to public memory
<u>Technical</u>	Important to industrial, technological or engineering development
<u>Scientific</u>	New, rare or experimental techniques Important to archaeology, palaeontology, geology or biology.

b) Recommended set of criteria for assessing the value of the TMNP's heritage resources:

i) The ability to demonstrate or contribute to an understanding of:

- the role and importance of the TMNP in the lives of the various communities in the city over time;
- the extent to which the TMNP reflects the history of the city, the region and the nation over time;
- the nature and significance of uncommon, rare and endangered aspects the city's natural or cultural heritage evident in the TMNP;
- the principal characteristics of a particular class of the city's natural or cultural places; and,
- aspects and elements within the TMNP which demonstrate a high degree of creative or technical achievements during particular periods.

ii) Associational links with past events, person(s) and activities for which there is no remaining physical evidence.

- The significance of the TMNP as a whole, and particular spatial precincts within it, in terms of an association with particular communities or cultural groups for social, cultural and spiritual reasons.
- The association of precincts within the TMNP, and specific sites, with the life or work of a person, group or organisation of importance in the history of the city, region and the nation.
- The nature of sites of significance relating to the history of slavery in the city evident in the TMNP.

iii) Aesthetic experiential criteria which contribute to a sense of place and historical character, which provide a sense of continuity or connectedness with the past and a sense of orientation and structure within the broader landscape of the city.

- The importance of the TMNP as a whole and particular spatial domains within it, in exhibiting particular aesthetic characteristics valued by communities or cultural groups.

2.6 Statement of significance related to the declaration of the TMNP as a National Heritage Site

The Table Mountain National Park is a natural and cultural landscape comprising terrestrial and marine areas of national and international importance. It represents a heritage resource of geological significance and also a living heritage resource to which a wide range of meanings and significances are attached, from botanical significance to historical, social and associational significance and to symbolic and spiritual significance. In this sense it encapsulates the range of criteria identified in the National Heritage Resources Act for sites of national heritage significance. It holds historical, aesthetic, scientific, social and spiritual value. It is a unique heritage resource and representative of a particular Southern African essence in terms of its enduring quality as a symbol of permanence through centuries of turbulence and transition.

The Act identifies the following categories of value:

2.4.1 Historical value

The Table Mountain National Park is of national and international value in reflecting the pattern of history of the country; it is a living reflection of the history of settlement in terms of occupation, exploration and settlement, from pre-historic to present times. In material terms the mountain reveals these layers of occupation, from earliest human presence, to later pastoral existence, the remnants of slave and colonial history, the earliest examples of industrial activity from the mid-nineteenth century; and the present day role as a tourist destination of international significance.

It is a cultural landscape with a strong and enduring relationship with groups of people reflecting the complex cultural diversity of the City of Cape Town and the people of South Africa. This expresses itself in many forms, ranging from appreciation for its unique botanical diversity to its more spatial qualities, but always expressed in terms of its enduring features based in part on its geological age.

2.4.2 Aesthetic Value

The mountain and the sea are places of extraordinary beauty. The physical proximity of the mountain to the sea, the dramatic topographical form and combination of vertical rock faces, indigenous forests and planted landscapes, rocky and sandy shorelines, and its central, pivotal position within metropolitan Cape Town establish it as a feature of national significance. Aesthetic and symbolic values are fused to create an emblem which is unique in international terms. The mountain establishes the identity of the city and provides its enduring point of reference.

2.4.3 Social Value

The mountain and the sea hold a strong and special relationship with the wide diversity of cultures that represent the people of Cape Town and South Africa. The mountain and the sea are unique in terms of being highly valued by the entire community by virtue of its social, biodiversity, cultural, spiritual, symbolic and associational value and its role in establishing a sense of place which has endured over centuries. The mountain has provided a point of reference, a place of refuge and of recreation for communities over time.

2.4.4 Scientific Value

The geological age of the mountain and its ability to demonstrate geological layering has enormous potential to yield information that will contribute to the understanding of natural heritage and the role it has played in the pattern of settlements over time. The significance of the scientific value is also evidenced by the declaration of parts of the TMNP as part of the serial Cape Floral Region Natural World Heritage Site and establishment of a Marine Protected Area conserving the unique marine biodiversity (see more detail below) of the Cape

Peninsula. The mountain and coastal areas also provides the habitat for an enormous range of archaeological sites which have the potential to provide valuable information regarding the relatively under-researched field of pre-colonial settlement. Shell middens, cave deposits and tidal fish-traps provide material evidence of the extent and endurance of pre-colonial settlement of the Cape.

2.4.5 Spiritual Value

It is primarily in terms of its spiritual value that the mountain is regarded as a heritage resource of international and national significance. Spiritual value in this sense represents a fusion of natural and social values and is embedded in its importance as a place of extraordinary geological and botanical wealth, the symbolic meeting place of the two oceans and also as a symbol of permanence in a city undergoing a process of fundamental transformation. Its massiveness fills the city, both visually and spatially, and yet provides a point of reference beyond and above the city, a living environment which provides a place of refuge and which inspires reverence and aspirations towards higher forms of being.

2.4.6 Heritage significance in terms of the NHRA criteria

The passages below seek to address heritage significance in terms of the criteria identified in the NHRA.

The mountain epitomises the nature and range of heritage resources identified in the National Heritage Resources Act (Act No. 25 of 1999). The following examples illustrate the different categories of heritage resources identified in the Act. Two interlinked themes are developed to establish the overall nature of heritage significance and its management implications: the mountain as defining the city and the mountain as remote from the city.

1. The mountain and the sea provides the context for a wide number of places, buildings, structures and equipment of cultural significance.

The sacred sites, paths, water systems, plantations and productive landscapes, ornamental landscapes, and surveillance and defence systems all bear witness to a layered history which holds meaning to different sectors of the city's people. Examples are Signal Hill kramat, Smuts path, Groote Schuur estate, East Fort 19th Century water reticulation and dam system on top of mountain and at Platteklip and associated remains of workers village.

2. The mountain and the sea contain places to which oral traditions are attached or which are associated with living heritage.

The water of the Platteklip stream has special powers for certain religious groupings; the trees of the afromontane forests are regarded as having healing powers; the kramats are visited on a regular basis and parts of the mountain are regarded as having high spiritual significance.

3. The mountain contains historical settlements.

The settlements at Paradijs and Papenboom, the remnants of the workers housing for the dam construction in the latter half of the nineteenth century and the wash houses at Platteklip all reflect the layered interaction of human activity and the mountain. Other examples include early settlements at Oudekraal and Buffelsbay.

4. The mountain and the sea contain landscapes and natural features of cultural significance.

The pristine qualities of wilderness areas, of mountain buttresses, ravines and ridges and the ocean have a particular experiential quality which is in contrast to other landscapes reflecting human interaction and intervention such as the ornamental designed landscapes associated with Rhodes Estate at the end of the nineteenth century or the iconic landscapes of Cape Point, Platteklip Gorge, the profile of western table of Table Mountain and Kloof Nek corner.

5. The mountain contains geological sites of cultural importance.

The range of quarries on the face of the mountain and the use of the stone for landmark buildings in Cape Town, traces of the search for gold, tin, and silver, the manganese mines and the geological contact zones between sandstone and granite (e.g. Chapman's Peak), demonstrate the enormous age of the mountain and the attempts to exploit its resources in relatively recent times.

6. The mountain contains a wide range of archaeological sites.

Peers Cave, Paradijs, the remnants of the slave route above Oranjezicht, and the vast number of archaeological sites around the Cape Point peninsula demonstrate the potential wealth of archaeological research opportunities relating to the history of the mountain.

7. The mountain is marked by graves and burial grounds.

Cemeteries (e.g. Mostert family, Red Hill), Kramats and graves (e.g. Signal Hill, Oudekraal, Simon's Town) and memorials (e.g. Rhodes Memorial, benches) to individuals and groups bear witness to the religious, social and spiritual meaning of the mountain in the lives of the people of Cape Town.

8. The mountain contains sites related to the history of slavery.

The role of slavery in the making of the city and surrounding farms and gardens is reflected in many physical forms but has not been made explicit. Perhaps the most visible physical artefacts relating to the history of slavery are the existence of the "slave walk" above Oranjezicht and the the washing pools and wash houses on the Platteklip stream, an area associated with slavery from the earliest period of colonial rule.

9. The mountain contains places important in the community or in the pattern of South African history.

The mountain as an entity has enormous significance to the people of Cape Town as a symbol of permanence and stability. Beyond this overarching symbolic significance the mountain contains traces of the pattern of South African history from pre-colonial times to the present.

Coastal shell middens and cave deposits, early defence systems such as Van Riebeeck's hedge and fortified posts to assert territorial authority over indigenous people, the defence system associated with the VOC and the later Dutch and English occupation, the slopes of Signal Hill to the freed slave and Muslim community, the farms of upper Table Valley to immigrant colonists, all reflect the broader sweeps of South African history.

10. The mountain and the sea embody the quality of a place possessing uncommon or rare or endangered aspects of South Africa's natural and cultural heritage.

The geology of the mountain, the flora and fauna, the traces of human intervention over time, and above all, the massive presence of the mountain over the city all contribute to a range of qualities which are unique in national and international terms. There are over 2 285 plant species of which at least 90 are endemic and 141 are endangered. There are 114 endemic animal species of which 23 are endangered. The TMNP forms part of the Cape Floral Kingdom which is considered the 'hottest hotspot' of plant biodiversity and endemism in the world. The public-owned portions of the TMNP are part of the recently declared Cape Floral Region Natural World Heritage Site¹³. The marine areas abutting the Park have been declared a Marine Protected Area. The Cape Peninsula is an area of exceptional marine and coastal biodiversity. It lies at the junction of two major oceanic systems and as such is home to the greatest number of species for an area of its size any where in South Africa. Approximately 43% of all marine species recorded in South Africa occur in this area.

¹³ The serial site - in Cape Province, South Africa - made up of eight protected areas, covering 553,000-ha. The Cape Floral Region is one of the richest areas for plants in the world. It represents less than 0.5% of the area of Africa but is home to nearly 20% of the continent's flora. The site displays outstanding ecological and biological processes associated with the Fynbos vegetation, which is unique to the Cape Floral Region. The outstanding diversity, density and endemism of the flora are among the highest worldwide. Unique plant reproductive strategies, adaptive to fire, patterns of seed dispersal by insects, as well as patterns of endemism and adaptive radiation found in the flora are of outstanding value to science.

11. The mountain is a place which demonstrates the principal characteristics of South Africa's natural or cultural places.

The richness and uniqueness of the Cape Floral Kingdom, the mountain as a place of early occupation from pre-colonial times and the enduring symbolic significance of the mountain as a place of permanence and continuity all reflect the principal characteristics of South Africa's natural and cultural heritage. This is evocatively reflected in the Khoekhoen name for Table Mountain – 'Hoerikwaggo' – Mountains in the Sea.

12. The mountain and the sea are significant in exhibiting particular aesthetic characteristics valued by community of cultural groups.

The mountain is a place of extraordinary beauty. Its proximity and relationship to the sea, its topographical form and centrality to the city, its combination of vertical rock faces, wooded slopes, plantations, gardens and vineyards, rocky coves and sandy shores and the relationship of geological and climatic factors from which has evolved a plant and animal life encountered nowhere else in the world. These establish its status as a place of great beauty and biodiversity of international significance.

13. The mountain contains elements which are important in demonstrating a high degree of creative technical achievement.

The traces of human intervention, evidenced, for example, in the early colonial signal system along the Peninsula mountain chain and particularly from the mid-nineteenth century and related to the need to provide a reliable water system for the growing urban settlement, reveal feats of technical and creative achievement. The early dams on the Platteklip stream dating from 1860 and later dams on the mountaintop dating from the later 1880's and the related water reticulation system, all bear witness to this technical and creative achievement.

Peer's Cave has provided evidence for the development of stone tool technology from about 400,000 to 10,000 years ago.

As an icon, the mountain has been expressed in a wide variety of artistic endeavours, as a fundamental component to the identity of the city from the mid-seventeenth century.

14. The mountain has strong and special associations with particular communities and cultural groups for social, cultural and spiritual reasons.

Active and robust public interest in management proposals and decisions reveals the depth of emotion regarding people's relationship to the mountain and the spectrum of social, cultural, religious, scientific, technical and spiritual interests which are brought to bear on the mountain. It is a place of recreation and of reflection, a source of material for traditional healing, reflecting indigenous knowledge systems, a place of enormous scientific interest, but, above all, a place of considerable symbolic and spiritual significance. By its massive presence, Table Mountain embodies a sense of resilience and tolerance in accommodating the range of pressures brought to bear on it.

15. The mountain and the sea have a strong and special association with the life or work of a person, group or organization.

There are a myriad number of individuals, groups and organizations for which the mountain has provided a definitive role. From pre-colonial times when the mountain and the sea provided rich resources for indigenous lifeways, to the early contact period when the mountain was a place of expropriation and a refuge for slaves seeking escape from colonial rule, to its iconic role in defining the contemporary city, the mountain as a heritage resource has had enormous associational significance. The speech delivered by General Smuts on the summit of the mountain in 1923 to mark the unveiling of the War Memorial at Maclear's Beacon is regarded as one of the most celebrated speeches in Africa in colonial times. Some of this statement of significance incorporates his words as they provide a comprehensive and moving statement of the associational value of the mountain for the multiplicity of different cultural groupings which make up the citizens of Cape Town (e.g., Khoekhoen groups. African Zionist Church) as well as other interest-based organised groupings such as the Mountain Club, Hikers Clubs and Friends groups.

2.4.7 Further aspects of heritage significance

While the paragraphs above are an attempt to encapsulate the way in which the mountain reflects the nature and range of heritage resources that are defined in the Act, there are more fundamental qualities of the mountain which relate to its enormous symbolic and spiritual significance. In a sense this symbolic and spiritual significance relates to two interlinked concepts of the mountain: the mountain as defining the city and the mountain as remote from the city.

As a symbol of permanence and changelessness, the massiveness of the mountain fills the city both spatially and visually. It is the city and all parts relate to it. The height of the mountain also has symbolic value in that moral and spiritual values are expressed in terms of height. The towering presence of the mountain above the city can thus be regarded as symbolic of the aspirations towards a higher form of intellectual and spiritual life.

In another sense the mountain is remote from the city. In colonial periods it was considered the wild backdrop to an ordered settlement, today it is valued as a place of refuge and reflection which is of enormous spiritual significance to the people of Cape Town.

As an entity beyond the city, the mountain provides a sense of release, of freedom and exhilaration and a means towards the restoration of the body and the spirit. Indeed, Table Mountain is associated with one of the greatest individual icons of South Africa, Nelson Mandela, who has written and commented on the significance of the landscape as a symbol of hope and freedom:

“Over centuries the mountain has stood as a symbol of human capacity for hope and freedom, whether for the Khoikhoi tribes fighting colonial domination, for Indonesian and Malaysian slaves who for generations buried their leaders and holy men on its slopes, or for twentieth century political prisoners. It is ...a sacred and precious place...To us on Robben Island, Table Mountain was a beacon of hope. It represented the mainland to which we knew we would one day return.” Nelson Rolihlala Mandela, 1998.

Rather than an inanimate object, the mountain in the context of the oceans is thus regarded as a living environment which inspires reverence and aspirations towards higher forms of being. It embodies notions of immortality. This belief in the spiritual qualities of the mountain has implications for interventions in nature which the TMNP's Heritage Resources Management Plan seeks to address.

SECTION THREE: THE TMNP HERITAGE RESOURCES INVENTORY

3.1 Introduction

3.1.1 Background and purpose

The NHRA¹⁴ requires that the TMNP develops and maintains a heritage resources inventory. Meeting this requirement will also be essential in the light of the proposed declaration of the TMNP as national heritage site and will be vital to the management of the resources.

Heritage resource datasets within the TMNP Environmental Information System (EIS) in 2002 were incomplete with respect to both features that had not been captured and to the lack of descriptive information about features that had been captured. In addition, considerable information exists in a wide range of formats, both digital and analogue (documents, images). The purpose of this work was to expand the existing database to accommodate additional data (additional features as well as additional descriptive fields) and incorporate procedures and protocols to manage information (capture, validate, maintain and update) in order to support Heritage Resource Management in the TMNP.

The Heritage Resources Inventory has been designed in a manner that will enable its compatibility with databases developed as part of the recording process for National Estate of heritage resources currently being undertaken by SAHRA as well as those being compiled by the City of Cape Town.

3.1.2 Scope

The following summarises the scope that has guided the establishment of the GIS-based inventory and will continue to guide its further development:

- The data to be managed will be utilitarian and follow existing standards and procedures developed for the TMNP EIS.
- As a general rule, data will consist of predefined codes and descriptions to facilitate data entry and avoid capture errors.
- Related documents will be referenced within the database and where digital versions of documents and images exist, these will be “hyperlinked” using web-based functionality.
- The existing EIS user interface will be modified to include additional datasets and users will be able to view data in juxtaposition with other datasets currently lodged in the TMNP database.
- A capture form is to be provided for adding and editing attribute data for heritage features.
- Access to the system will be limited to users with access rights to the SANParks WAN (wide area network).

3.1.3 Information management requirements

The following summarises the identified information management requirements:

- To manage an inventory of heritage resources;
- To record attributes which will:
 - facilitate organization of heritage sites in layers of historically linked resources
 - convey relative importance and significance of sites
 - convey types of usage and constraints on usage in such activities as tourism, interpretation, research etc;
- formulate procedures and protocols for data capture, management and sharing (copyright); and,
- capture and maintain metadata.

¹⁴ Act 25 of 1999

3.2 Description of the heritage resources inventory

3.2.1 Content and attributes of the database

The database has been structured to allow the recording of key attributes of the heritage resources (see Figure 3 and Table 3.1 below). These attributes are recorded within fields in the database and as an information base that can enable the protection and management of heritage resources. The nature and content of these fields is a product of the heritage specialist team's analysis corroborated by input received from the public participation process. At present the recording of the geographic location of the heritage sites is a manual process and is described in detail in Appendix 2: Populating the ASP Heritage Capture Form and provides additional detail about the descriptive data (attributes) assigned to each heritage feature.

The data captured thus far represents the range of heritage resources within the TMNP area. The methodology used is offered as a model for continued identification and description of heritage resources. In other words the GIS-based inventory and the tools (including procedure documents) now embodied within the EIS are designed to facilitate the management of heritage resources by:

- ❑ offering a mechanism for ongoing identification and description of resources; and,
- ❑ providing spatial representation of these resources which can be viewed in juxtaposition with other key data such as alien clearing areas and fire data to ensure that other operational/management activities do not inadvertently degrade or destroy vulnerable sites.

Up until now the EIS has focussed on the management of the natural environment and infrastructure but with the addition of the Heritage Management Module (a product of the development of the Heritage Resources Management Plan), users of the system have at their disposal additional tools to assist with heritage resource management in the park.

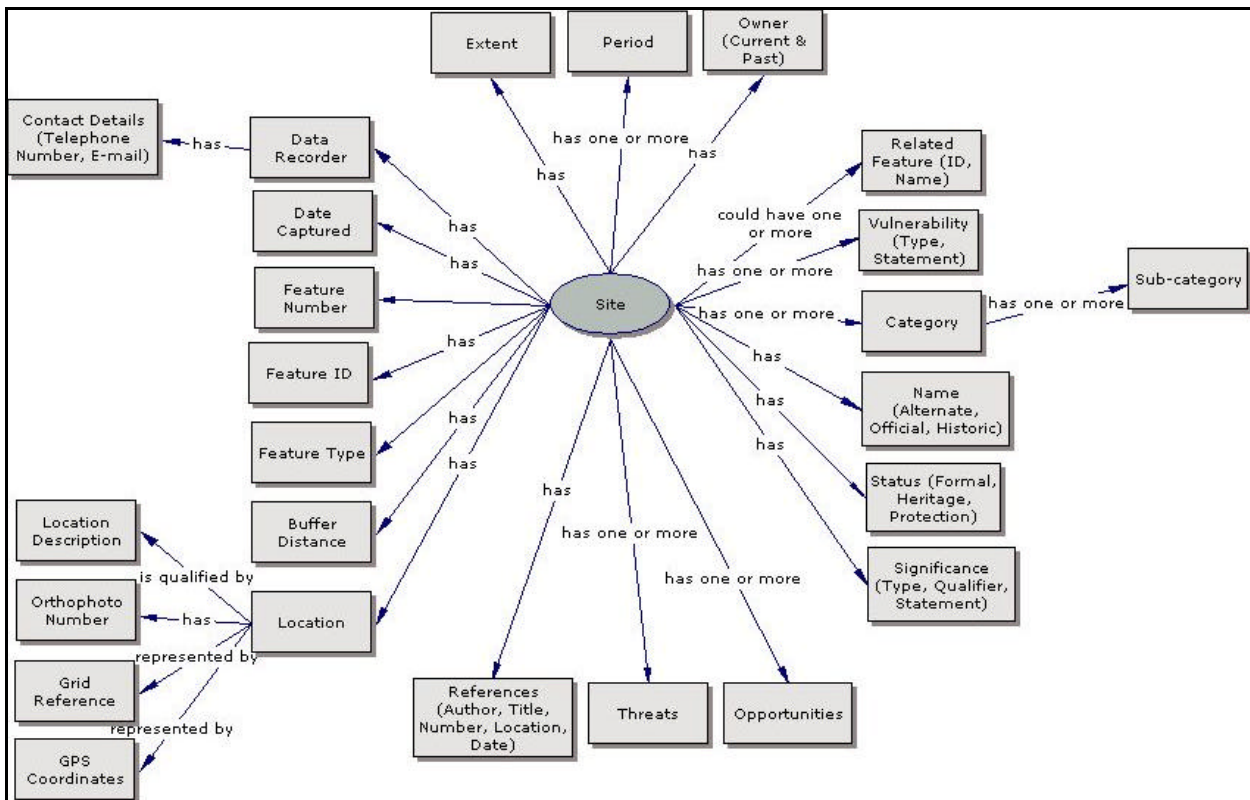


Figure 3: Attributes captured in the inventory for each heritage resource

Table 3.1 lists the fields currently available in the database. Please refer to the User Guide “Populating the ASP Heritage Capture Form”, included as Appendix 2, for additional detail about the descriptive data (attributes) assigned to each heritage feature. For further description of the attribute data such as heritage categories, types of significance etc. please refer to Annexure: Register of Terms used in the TMNP Heritage Register Database, Appendix 2.

Table 3.1: Fields currently available in the database

Entity	Description
Date	Date of data entry
Data Recorder	Data recorder's name
Recorder Phone Number	Data recorder's contact number
Recorder E-mail	Data recorder's e-mail address
Feature Number	a consecutive number assigned by Data Recorder
GPS coordinates	X and Y coordinates read from GPS
Orthophoto Number	Orthophoto Reference number
Feature Type	Point, line or polygon as represented in a GIS
Buffer Distance	Radius from feature defining sensitive space beyond the actual boundary of the feature
Category	Pre-defined list of categories; may have more than one category assigned per feature
Sub-Category	Each category has predefined list of sub-categories; may be multiple
Official Name	Official Name
Historic Name	Historic Name
Alternate Name	Alternate Name
Location	Text field for description of location; may include erf or farm number
Extent	Estimated or measured extent of feature
Current Owner	Current owner's name
Past Owner	Past owner's name
Contested Ownership	Yes / no option
Feature ID (Related)	List of related feature Ids
Feature Name (Related)	List of related feature names
Period	Pre-defined list of periods; may be multiple
Formal Status	Pre-defined list
Heritage Status	Pre-defined list
Protection Status	Pre-defined list
Significance Type	Pre-defined list
Significance Qualifier	Pre-defined list
Significance Statement	Text field to qualify choice from drop-down list
Vulnerability Type	Pre-defined list (high, medium, low)
Vulnerability Statement	Text field to qualify choice from drop-down list
Threats	Pre-defined list
Opportunities	Pre-defined list
Author	Author name/s of reference document
Title	Title of reference document
Reference Number	Unique number for reference document
Reference Date	Date of publication
Reference Location	Where reference is filed

Mapping the spatial component of the heritage resources inventory was accomplished by using 1:10 000 Orthophotos. Each heritage feature has been assigned a unique ID. This feature ID is the link between the spatial and attribute data held in the database. It should be noted that the system was set up specifically to capture, edit and manage heritage data. Future enhancements will address the editing of the spatial features as well as additional query and reporting tools.

As described in Section 2 above the heritage resources have been categorised according to major categories and sub-categories. The resulting heritage resources inventory is one which represents a highly complex and multi-layered set of features which are not best represented in static, two-dimensional maps. Figure 3 presents an example of a view of two categories of heritage resources of the inventory, military and industrial sites. The team has purposefully not included a map showing the distribution of all heritage resources, partly because the exact location of some resources needs to be protected and because such distribution maps often lead to assumptions of absolute presence or absence of resources. It must be noted: "absence of evidence is not evidence of absence".

Often heritage resources are hidden and the information databases represent chiefly where past research has been undertaken. The heritage inventory has been designed as an interactive management tool and while it can be used to generate static views and maps, this should be done with caution. The heritage inventory will never stop developing. It should grow together with our discovery, developing knowledge and changing interpretation over time.

3.2.2 Access, security and data sharing agreements

Due to the sensitive nature of heritage resources, information regarding the exact locality of most of the resources such as archaeological resources should not be disclosed in order to protect the resources from unscrupulous collectors or for safety reasons. Hence access to the heritage resources database will be controlled.

Many current and future contributors, e.g. the City of Cape Town and the Speleological Society of South Africa, which has mapped the caves on the Cape Peninsula, will enter into data sharing agreements with the Park. This will include issues of controlled access and security of the data.

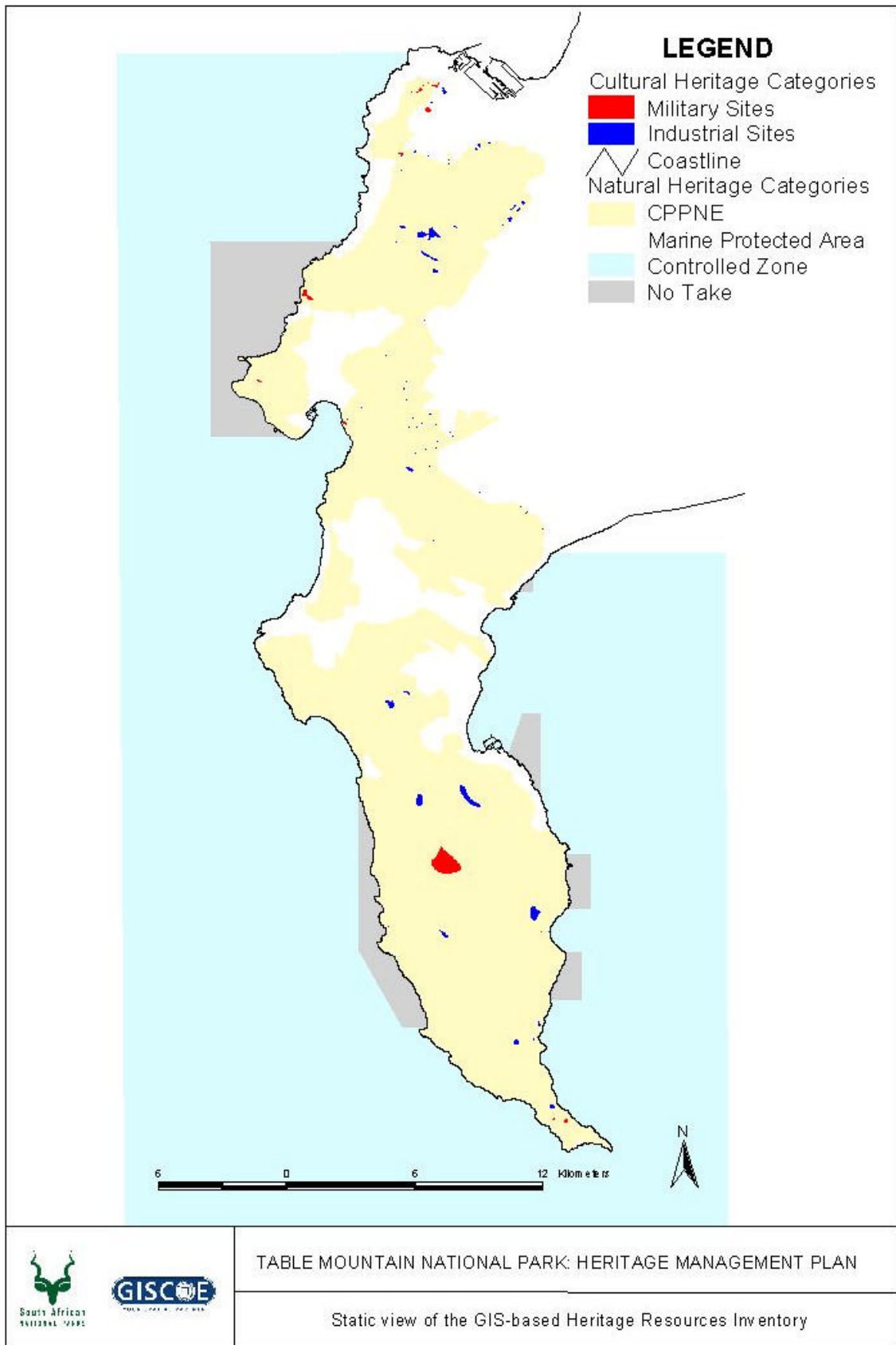


Figure 3: Static view of the GIS-based Heritage Resources Inventory showing military and industrial sites

3.3 Procedures

The procedure which documents the process for capturing spatial and attribute data is based on the experience gained during the formulation of the inventory. This procedure can be found in Section 5. The procedure should be read in conjunction with the user guide "Populating the ASP Heritage Capture Form" (Appendix 2).

3.4 Data management strategies

3.4.1 Legacy data

Information about heritage resources has been collected by various organizations and individuals and exists in various formats such as maps, documents and images (both analogue and digital). In some cases the information may not be complete and may not conform to any standard in terms of descriptive fields, significance rating, grading etc.

3.4.2 Standards and nomenclature

The implementation of the EIS included the adoption of data standards and naming conventions. These standards must be adopted for the heritage resource data. A full description of the standards and naming conventions is included as part of the EIS user manual.

3.4.3 Procedures and protocols

Procedures and protocols have been formulated for existing data within the EIS database. Additional procedures and protocols have also been developed for the heritage data although these procedures, following the same basic format. The procedures have specified naming conventions and formats to be used and include lookup tables of valid entries for descriptive fields.

3.4.4 Data flow

The procedures include data flow and task sequences required to maintain and update data and include individuals or organizations and their respective roles.

3.4.5 Backup and maintenance (AST)

The system design that has been implemented facilitates maintenance of the data and backup of the entire system. The GIS and IT consultants have unrestricted access to the data and applications server and thus can perform system and data maintenance as required.

SECTION FOUR: LEGAL REQUIREMENTS, CURRENT POLICIES AND PLANNING FOR HERITAGE RESOURCE MANAGEMENT IN THE TMNP

4.1 Introduction

Anticipating the proposed declaration of the TMNP as part of a NHS, the following summarises the key legal rights and responsibilities in terms of the NHRA. An overview of the management requirements in terms of WHS status is also presented, although, it is likely that the Department of Environmental Affairs and Tourism will be the responsible national agent for ensuring compliance with these requirements. The details as well as specific referencing to the legal provisions are provided in the Legal Review¹⁵ under separate cover.

An overview of existing TMNP policies and plans relating to heritage management are also presented. The legal requirements and management needs have informed the development of procedures (see section 5).

4.2 Key rights and obligations in terms the NHRA

The NHRA imposes general obligations upon SANParks which apply to all types of heritage resources, including to take cognisance of, and incorporate, principles that guide action relating to heritage resources, to maintain and conserve heritage resources within the TMNP, to assist heritage resources authorities in the performance of their functions, and to submit annual reports to the national heritage resources authority, SAHRA. It must be noted that the primary obligation to classify and manage heritage resources under the NHRA is imposed upon heritage resources authorities and not upon SANParks. The NHRA also imposes general obligations on SANParks in respect of specific heritage resources, for example SAHRA can issue a repair order for significant resources that are falling into disrepair.

Certain rights are conferred upon SANParks by the NHRA, including the right to apply for financial assistance for specific projects that are consistent with the principles laid down in the Act. SANParks must be aware of the offences and penalties for contraventions of provisions of the NHRA.

Rights and obligations for inclusion in the heritage resource management protocols

The provisions of the NHRA are applicable to all places and objects within the TMNP which are determined to be “heritage resources” as defined in the NHRA, including all places and objects that were protected under the now repealed National Monuments Act.

General obligations of SANParks under the NHRA which apply to all types of heritage resources:

- to take cognisance of and incorporate principles that guide action in respect of heritage resources;
- to assist heritage resources authorities in the performance of their functions in relation to the TMNP, including making available on request: any information in respect of heritage resources within the TMNP, an inventory of its heritage resources, or a management plan in respect of a specific heritage resource;
- to maintain and conserve the heritage resources within the TMNP in accordance with standards and procedures prescribed by SAHRA, which includes the obligation not to take any action that will adversely affect a heritage resource under its control unless no alternative exists and all measures to minimise the adverse effects are taken and SAHRA has been informed of the proposed action, and, where destroying a resource, to record such resource in accordance with SAHRA’s standards and undertake mitigating actions; and
- to submit a report to SAHRA annually on the maintenance and development of the heritage resources under its control.

¹⁵ Identification and description of the legal obligations of South African National Parks in respect of the management of heritage resources within the Cape Peninsula National Park Legal Review, EnAct International, March 2003.

Rights and obligations for inclusion in the heritage resource management protocols continued...

General obligations of SANParks under the NHRA which apply to specific heritage resources:

- to be aware of the classification by heritage resources authorities of heritage resources within the TMNP (the classification of heritage resources by heritage resources authorities prevail over any other classification), and
 - in relation to heritage objects:*
 - to inform SAHRA of dealings in respect of such objects;
 - to obtain a permit from SAHRA before carrying out restoration work or repair on a heritage object listed in Part 2 of the heritage register; and
 - to obtain a permit before destroying, damaging, disfiguring or altering any heritage object;
 - in relation to heritage sites:*
 - to maintain them according to a minimum standard and procedure prescribed by the heritage resources authorities; and
 - to obtain a permit for any alteration to, damage, destruction, relocation, subdivision or changing of planning status of such a site;
 - in relation to protected areas or heritage areas:*
 - to consult the relevant heritage resources authority before damaging, disfiguring, altering or in any way developing any part of a protected area; and
 - to obtain the consent of the relevant local authority for any alteration or development affecting a heritage area;
 - in relation to provisionally protected places or objects:*
 - to obtain a permit from the relevant heritage resources authority or local authority before damaging, disfiguring, altering or in any way developing any part of a provisionally protected place or object; and
 - to obtain the consent of the relevant local authority for altering or developing or affecting a place listed on a provincial heritage register;
 - In relation to graves or burial grounds:*
 - to obtain a permit from the relevant heritage resources authority before destroying, damaging, altering, exhuming or removing from its original position or otherwise disturbing, the grave of a victim of conflict or any burial ground which contains graves of victims of conflict; and
 - to obtain a permit before destroying, damaging, altering, exhuming, or removing from its original position or otherwise disturbing any grave or burial ground that is older than 60 and which is situated outside a formal cemetery;
 - and otherwise:*
 - to notify the heritage resources authority before undertaking a development of the kind named in SAHRA, and in certain circumstances submit an impact assessment report to the heritage resources authority;
 - to obtain a permit before destroying, damaging, excavating, altering, defacing or otherwise disturbing or removing from its original position or dealing with any archaeological or palaeontological site or meteorite or using any excavating equipment at an archaeological or palaeontological site;
 - to obtain a permit from the provincial resources authority before altering or demolishing any structure or part of a structure that is older than 60 years; and
 - to report the finding of any archaeological or palaeontological object or material or meteorite to the relevant heritage resources authority.

Rights of SANParks under the NHRA:

- to obtain financial assistance from SAHRA for projects consistent with the principles laid down in the NHRA and which contribute to the purposes of the NHRA.

4.3 Obligations in terms of WHS Status

4.3.1 Convention Concerning the Protection of the World Cultural and Natural Heritage

As a portion of the TPNP has been declared a World Heritage Site, the principles and rules contained in the Convention will have to be adhered to by SANParks. These are in addition to the obligations imposed upon SANParks by the World Heritage Convention Act discussed in the Legal Review, in so far as the Convention obligations differ from those of the Act.

Once a World Heritage Site has been declared, the Convention imposes a primary obligation on the state in whose territory the Site is situated, to ensure the identification, protection, conservation, presentation and transmission to future generations of the Site.¹⁶

This obligation would be imposed upon SANParks, as an organ of State. It is not clear from international law precisely how far the obligation to preserve a World Heritage Site extends, but it is clear that a state may not knowingly allow a Site to be degraded.

Operational Guidelines developed by the World Heritage Committee which was established under the Convention, prescribe certain control measures over declared World Heritage Sites. For example, there is a requirement that a listed natural site should have a management plan.¹⁷ A declared Natural Heritage Site should have adequate long-term legislative, regulatory, institutional or traditional protection. The boundaries of a Natural Heritage Site should include sufficient areas immediately adjacent in order to provide a buffer zone and thereby protect the Site's heritage values from the effects of human encroachment and the impacts of resource use outside of the site.¹⁸

The Operational Guidelines also specify that State parties to the Convention may notify the World Heritage Committee of an intention to undertake or authorise restorations or new constructions in areas protected by the Convention, where those activities may affect the world heritage value of the property. Notice must be given to the Committee as soon as possible and before any decisions that would be "difficult to reverse" are made.¹⁹ The Committee cannot veto the development, but it is required to assist in seeking appropriate solutions to ensure that the world heritage value of the Site is fully preserved.

It is therefore important for SANParks to bear in mind the provisions of the Convention and of the Operational Guidelines developed in terms of it, as well as to other recommendations and rules of conduct that may arise out of the Convention, if a portion of the TMNP is declared a World Heritage Site.

4.3.2 World Heritage Convention Act

The World Heritage Convention Act²⁰ incorporates the World Heritage Convention ("the Convention") into South African domestic law and regulates a number of matters related to the Convention, including the recognition, establishment and management of World Heritage Sites.²¹

A South African world heritage site may be declared in one of two ways.²² It may be proclaimed by the Minister of Environmental Affairs and Tourism ("the Minister") to be a world heritage site after being declared as such under the Convention. Alternatively, it may be proclaimed by the Minister, after consultation with various parties, to be a 'special heritage site', which is to be managed in accordance with the provisions of the Act relating to world heritage sites.²³

Among other things, the Act imposes obligations on authorities in respect of the protection, promotion and sustainable development of world heritage sites.

16 Article 4.

17 Guideline 44(b)(v).

18 Guideline 44(b)(vi).

19 Guideline 56.

20 49 of 1999.

21 Long title to the Act.

22 Definition of "World Heritage Site" in the Act.

23 All references in the Act to World Heritage Sites, should therefore, to the extent applicable, be read to include a reference to special heritage sites.

Obligations for inclusion in the heritage resource management protocols

The Act applies to any World Heritage Site or a Special Heritage Site that is declared within the TMNP.

General obligations of SANParks:

- to be aware of the objects of the Act and to adhere to the principles laid down in the Act in relation to action in respect of World Heritage Sites and Special Heritage Sites; and
- to comply with the guidelines for financial management in the Act;

Obligations which may or may not be imposed on SANParks depending on whether SANParks is declared to be an "Authority" under the Act or whether SANParks is given additional powers and duties under the Act:

- to develop measures for the cultural and environmental protection and sustainable development of declared sites;
- to ensure that the values of the World Heritage Convention are adhered to;
- to promote, manage, oversee, market and facilitate tourism and related development in connection with declared sites;
- to identify cultural and natural heritage that must be transmitted to future generations;
- to take measures to protect, conserve and present cultural or natural heritage, and to encourage investment, innovation and job creation;
- to establish and implement an integrated management plan in respect of each declared site; and
- to be sensitive to the needs of communities living in or near any declared site.

4.4 Compatibility of TMNP management policy and strategic management plan with existing legal obligations

The TMNP Management Policy and Strategic Management Plan were considered with reference to the applicable heritage resources legislation, and were found to be compatible with it. To the extent the practice within the TMNP conforms to the Management Policy and Strategic Management Plan, it too will be consistent with legislation.

4.5 Potentially conflicting legal obligations

There is potential for conflict between the Conservation of Agricultural Resources Act ("CARA") (and in particular, regulations made under it) and the National Environmental Management: Biodiversity Act ("the Biodiversity Act"), the National Forest Act, National Forest Fire Act, and municipal fire by-laws and the relevant heritage resources legislation.

CARA, for example, requires the combating of what is defined as 'invader plant species', into which category a plant protected under heritage legislation may fall. SANParks is advised to compile an inventory of all plants that may be plants controlled both under CARA or the Biodiversity Act and heritage resources legislation, and approach the relevant authorities for a directive on how the conflict should be dealt with.

4.6 Identified inconsistencies, overlap and gaps in legislative framework

A number of inconsistencies, overlaps and gaps in the legislative framework are identified and discussed in the legal review. Within the NHRA, there exist a number of confusing provisions, and there is some internal inconsistency. The NHRA also appears to contain provisions, which create gaps in the law.

There are overlaps between the provisions of the NHRA and the Commonwealth War Graves Act, and between the World Heritage Convention Act and the NHRA.

A significant legal vacuum exists because of the failure to date, of any province formally to declare a provincial heritage resources authority.

4.7 The Integrated Environmental Management System (IEMS)

The TMNP's IEMS has been developed to comply with ISO14001, which includes the need to meet relevant legislative requirements. The system comprehensively addresses these requirements accommodating proactive strategic and annual planning as well as operational impact management (including the continual updating of an impacts register), training, monitoring, audit and review. The Heritage Management Procedures developed through the HRMP process presented in (Section 5) will be incorporated into the IEMS.

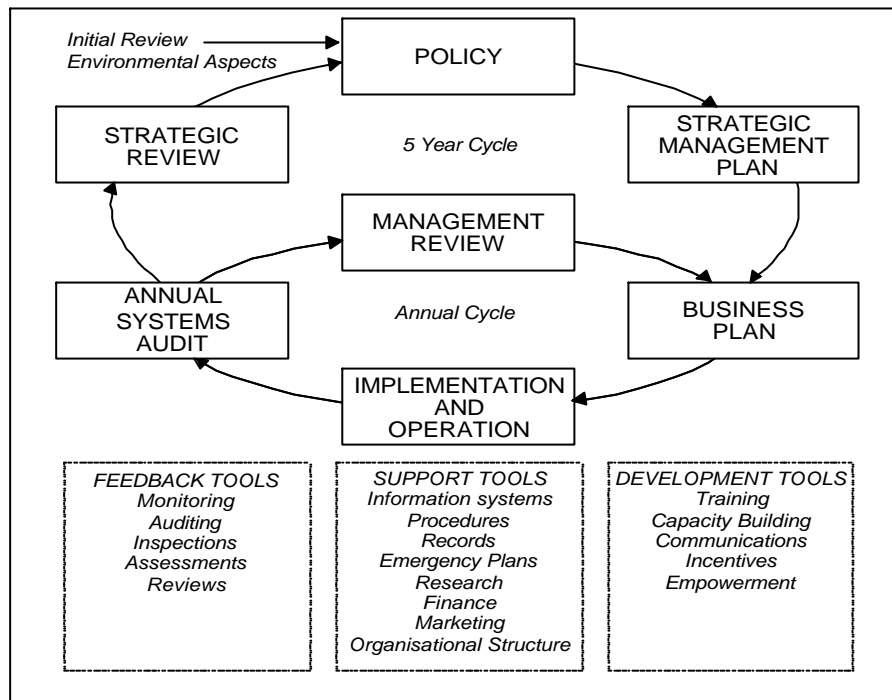


Figure 4: Structure of the Integrated Environmental Management System (IEMS)

4.8 TMNP Management Policy

The Management Policy²⁴ complies with the legal requirements identified in the Legal Review and is also seen as reflecting international best practice. The objectives of heritage management are integrated throughout the policy document within relevant themes. Theme 4 deals specifically with cultural heritage.

Theme 4: Cultural heritage

“Cultural Heritage Resources include the tangible and intangible elements of both the built and natural environment e.g., archaeological sites and historical artefacts, buildings, landscapes, music, spiritual beliefs and folklore.

Goal 4: To facilitate the conservation of cultural heritage through the expression of diverse cultural identities in the Park.

Objective 4a): To rediscover, rehabilitate and nurture cultural heritage resources, especially where these have been suppressed and neglected.

- i) *Park Management shall, in collaboration with stakeholders, identify, research, evaluate and document information on tangible cultural heritage resources associated with the Park.*
- ii) *Park Management shall, together with other government institutions and stakeholders, ensure the protection and effective management of existing tangible and intangible cultural heritage resources.*

²⁴ Cape Peninsula National Park Integrated Environmental Management System: Management Policy, 2000.

- iii) *Park Management shall, in collaboration with other government institutions and stakeholders, strive to restore and rehabilitate tangible cultural heritage resources.*
- iv) *Park Management shall strive to include areas of cultural heritage significance within the CPPNE in the Park.*
- v) *Park Management shall seek and take account of expert and academic, as well as traditional and ordinary, knowledge to guide the specific conservation strategies required for cultural heritage resources.*

Objective 4b): *To encourage the expression and celebration of the diverse cultures and spiritual significance associated with the Park and to facilitate the recognition of the cultural linkages of the Park with surrounding communities.*

- i) *Park Management shall seek to identify and make accessible to surrounding communities, benefits arising from the conservation of the cultural heritage related to the Park.*
- ii) *Park Management shall explore mechanisms to link cultural heritage resources of the Park with those related to the Cape Peninsula and its context.*
- iii) *Park Management shall facilitate the development of interpretative materials, methods and facilities that effectively communicate and develop an appreciation and respect for the range of diverse cultures and spiritual significance associated within the Park.*
- iv) *Park Management shall integrate cultural heritage management into the biodiversity management, visitor management, awareness raising, research and monitoring aspects of its management of the Park.*

Objective 4c): *To conserve and restore natural and cultural landscapes and scenic resources of the Park.*

- i) *Park Management shall, in collaboration with relevant authorities and stakeholders, strive to prevent developments and the erection of structures that detract from the scenic integrity of the Park.*
- ii) *Park Management shall, in collaboration with relevant authorities and stakeholders, strive to restore natural and cultural landscapes and scenic views.*
- iii) *Park Management shall, in collaboration with relevant authorities and stakeholders, seek to mitigate impacts on scenic and cultural landscapes.*

Two critical areas of potential conflict, namely alien plant clearing and physical development in the context of cultural heritage resources are dealt with directly in themes 2 (Biodiversity), and 5 (Conservation planning and development) respectively. The following are extracts from relevant sections of the Management Policy:

Theme 2: Biodiversity²⁵ (species, ecosystems, ecosystem processes and landforms)

Goal 2: *To ensure the long-term conservation and rehabilitation of the biodiversity of the Park*

Objective 2d) *To manage invasive plants and alien non-invasive plants.*

- v) *Park Management shall, together with relevant stakeholders, develop a strategy for managing non-invasive alien plants, particularly in the context of historical landscapes and recreational areas.*

Theme 5: Conservation Planning and Development

Goal 5: *To ensure that physical conservation planning and development of the Park maintains and enhances the integrity of ecological, cultural and scenic resources, enables financial sustainability of the Park, and is integrated and co-ordinated with the development and planning of the surrounding Cape Metropolitan Area.*

Objective 5a): *To plan proactively and strategically, in collaboration with relevant local, provincial and national authorities and stakeholders, for any potential development within, or affecting, the Park.*

- vii) *Park Management shall, in collaboration with local, provincial and national authorities and stakeholders, take proactive steps to conserve cultural heritage resources.*

²⁵ Biodiversity is defined in the Management Policy as: "the number and variety of species and animals, the genetic variability within species, and the diversity of habitats and ecosystems, including landforms".

4.9 TMNP Strategic Management Plan 2000 - 2004²⁶

The TMNP Strategic Management Plan includes the following specific strategies and actions for managing cultural heritage resources for implementation between 2000 and 2004, many of which have been initiated or developed through the development of the HRMP.

Strategies	Actions
1. Identify, research and document information on tangible and intangible cultural heritage resources associated with the Park	a) Form a cultural heritage working group b) Audit tangible and intangible heritage resources c) Collect and document oral information d) Develop a framework for interpretation e) Facilitate research programmes f) Compile a comprehensive spatial and non-spatial database on cultural heritage resources
2. Manage tangible and intangible cultural resources	a) Audit tangible and intangible heritage resources b) Take steps to manage impacts on tangible cultural resources c) Identify priorities for restoration, stabilisation and rehabilitation, and integrate with CDF and local area plans d) Restore priority sites
3. Develop materials, methods and facilities that develop an appreciation and respect for the diverse cultures and spiritual significance associated with the Park	a) Identify and prioritise the development of education facilities and materials b) Develop educational materials and facilities

4.10 Physical planning in the Park

The Status Report presented a review of the integration of heritage resource management in the physical planning practice within the Park. As the Conservation Development Framework²⁷ is the strategic level planning guideline for conservation, development and recreational activities in the Park, this was dealt with in some detail. Furthermore, the CDF was compiled in a context where there was no comprehensive heritage resources inventory. This has resulted in a level of caution being applied in the precinct-level planning for the Park and the consideration of the location, nature and scale of potential development. Consequently, a procedure for integrating heritage considerations into physical planning processes (see section 5) has been developed.

²⁶ Cape Peninsula National Park Integrated Environmental Management System: Strategic Management Plan, 2000 - 2004

²⁷ The CDF (2001), prepared for SANParks by Settlement Planning Services, was the culmination of a process of engaging Park stakeholders in planning for the conservation and development needs of the Park. It was approved by the SANParks Board on 27 June 2001 and has been endorsed by the City of Cape Town and provides the basis for all the Park's physical planning actions over a five-year period (2001 – 2006).

SECTION FIVE: PROCEDURES AND GUIDELINES FOR HERITAGE RESOURCE MANAGEMENT

5.1 Introduction

The following set of procedures and guidelines have been developed to assist the Park in fulfilling their legal obligations as identified through the legal review. It is also the intention that these procedures will be compliant with ISO14001 requirements and be easily integrated into the Park's revived document management system. The procedures are set out as follows:

General procedures and guidelines for heritage management:

- a) Procedure for identification and recording of newly discovered heritage resources.
- b) Procedure for capturing Heritage Resources on the TMNP Heritage Register Database
- c) Guideline for Annual Reporting to the South African Heritage Resources Agency on Heritage Resource Management in the TMNP.

Procedures for physical planning and development

- a) Developing management plans for heritage areas or sites;
- b) Integration of heritage resource assessment into local development planning;
- c) Heritage impact assessments (including for example archaeological impact assessments as components of environmental impact assessments required in terms of the Environmental Conservation Act;
- d) Heritage impact assessment procedure where required as a stand-alone study.

Procedures and guidelines for management of specific types of heritage resources defined by the NHRA

- a) Procedure for obtaining consent from relevant authorities for alteration or development affecting heritage objects;
- b) Guidelines and procedures for managing:
 - (i) Archaeological impact assessments;
 - (ii) Archaeological resources;
 - (iii) Rock art;
 - (iv) Graves/burial sites;
 - (v) Palaeontological resources and meteorites.
- c) Guideline for developing an inventory of structures or remnants of structures that are more than 60 years old.

Procedures and guidelines for identified management needs:

- a) Managing heritage landscapes
- b) Managing exotic and invasive alien plants in the context of heritage landscapes; in process
- c) Notes on interpreting heritage resources.

5.2 General procedures for heritage management

a) Procedure for identification and recording of newly discovered heritage resources

1. Introduction

While most of the heritage resources of the TMNP have been captured on the database and ongoing research will be constantly adding to it, it is inevitable that new resources will come to light. This may be when alien vegetation is being cleared, for example, or when some construction activity is undertaken, such as the excavation of a trench. Heritage resources could include archaeological, palaeontological material and meteorites or heritage objects including objects recovered from the soil or waters, objects to which oral traditions are attached or which are associated with living heritage, ethnographic art and objects, military objects, objects of decorative or fine art, numismatic objects e.g. coins, objects of scientific or technological interest e.g. a piece of old machinery, or structural remnants or ruins.

Procedures for the discovery of human remains or graves are provided for separately as are procedures for archaeological, palaeontological material and meteorites and heritage objects.

The following notes and guidelines explain the procedures that should be followed on discovering something. Most importantly no further activity where the find has been made should be undertaken until it has been established that there is clearly nothing of importance there or nothing requiring archaeological investigation.

2 Database

Check the database. This should give you an indication of how to proceed. The database could record for example that the area where the activity that has led to the discovery has been taking place was an area where an old homestead once existed. There may be reference to further information that could assist in decision-making.

3. Informing SAHRA

Should the find not be on the database, SAHRA must be informed immediately. They would investigate and would probably request that an archaeologist be appointed to carry out an investigation into the find. (The procedures for archaeology are provided for separately).

4. Updating the Database

Once the significance of the find has been established, the accredited recorder must complete the data capture form. (See procedures for data capture).

5. Consultation

The database lists I&AP's who can be consulted. These include conservation bodies and special interest groups. If, for example, military artefacts dating back to the 18th century are found and identified as being of heritage significance, the SANDF should be informed. They should be brought into the decision making process at the earliest opportunity to comment on the management of the heritage resource and to provide support for the permit application if necessary. The I&AP's often have detailed knowledge of particular heritage resources which can be valuable.

b) Procedure for capturing heritage data on the TMNP heritage inventory database

1. Objectives and scope

The objective of this procedure is to outline the method that should be followed when updating Heritage Resource Data

2. References

- See document "Populating the ASP Heritage Data Capture Form" (Appendix 2 to the HRMP)
- See Register of Terms Register annexed to the document "Populating the ASP Heritage Data Capture Form".

3. Definitions

- ASP: Active Server Pages, a web-based programming language
- EIS: Environmental Information System
- URL: Universal Reference Locator
- Metadata: information about data e.g. projection, accuracy, source.

4. Responsibilities

- Manager responsible for heritage resources /EIS Database Administrator
- Assistant Section Rangers
- Contractors or consultants appointed by the Park

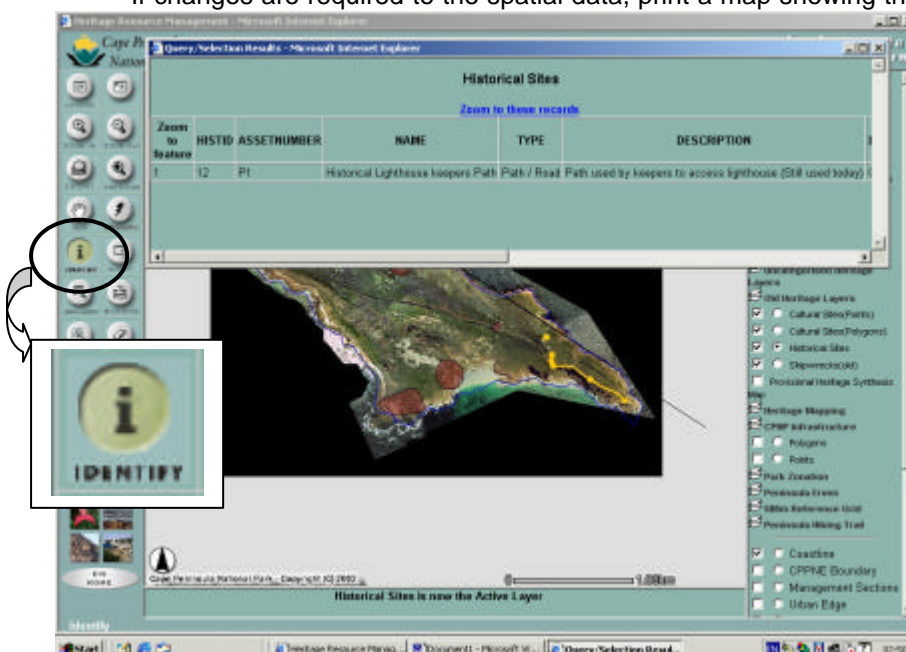
5. Procedure

5.1 Editing existing attribute data

The procedure for capturing and editing attribute data is described in the User Manual "Populating the ASP Heritage Resource Capture Form".

5.2 Editing spatial data

- The system is not set up to allow adding and editing of spatial features at this stage. Until this enhancement has been implemented the following procedure should be followed:
- Existing Heritage data can be viewed and queried via the Heritage Resource Management map service within the EIS.
- The Identify icon on the Toolbar (see below) can be used to query data.
- If changes are required to the spatial data, print a map showing the appropriate feature.



- Ensure that the resultant map has a scale of 1:10 000 or better so that the feature can be clearly seen.
- Annotate changes required on the map you have just printed and send to the GIS Coordinator, who will forward to the GIS service provider to make changes.
- GPS coordinates can also be used to locate the features. Please ensure that the existing feature ID is supplied with new positional information. GPS positions should preferably be supplied in LO19

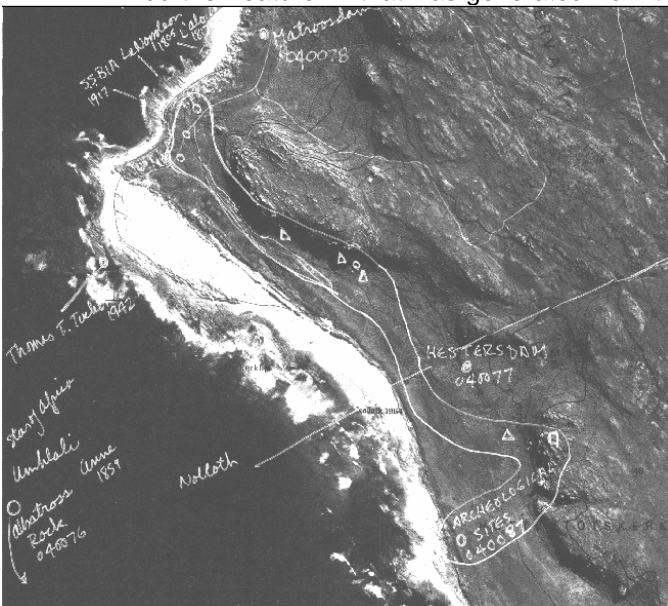
(WGS84) coordinates. Geographic coordinates (latitude and longitude) may be supplied. Details of coordinate system must be supplied.

- If the features being mapped are lines or polygons, please provide waypoints in digital format e.g. MS Excel spreadsheet. Clearly indicate which are X and which are Y coordinates.

5.3 Capturing new Heritage Features

- Add the new feature Data (attributes) via the ASP Heritage Capture Form.

- To get the a map from the EIS, Switch on the Orthophoto Reference Map under the Heritage Mapping tab on the right side of the screen. This will give you a grid of available orthophotos.
- Zooming in will display the aerial photos, this is used as a backdrop only, print your study area.
- Print an Orthophoto28 of your study area, clearly mark and annotate your new feature.
- Add the Feature ID that was generated from the ASP Data Capture form to the mapped feature.



- This will be handed over to the GIS service provider to capture using ArcView;
- GPS coordinates for points, lines and polygons may also be supplied following the procedure outlined in 5.2 above.

28 This is in Tiff Format and doesn't need specific software.

c) Guideline for annual reporting to the South African Heritage Resources Agency on heritage resource management in the TMNP

1. Objectives and scope

The objective of this guideline is to assist the TMNP in meeting their reporting obligations in terms of the NHRA. The NHRA imposes general obligations upon SANParks which apply to all types of heritage resources. These are:

- to take cognisance of and incorporate principles that guide action relating to heritage resources;
- to maintain and conserve heritage resources within the TMNP;
- to assist heritage resources authorities in the performance of their functions; and
- to submit annual reports to the national heritage resources authority, SAHRA.

As yet, there are no clear guidelines provided by SAHRA for annual reporting and hence this guideline is designed in terms of the structure of the TMNP's HR Management Plan.

2. References

- National Heritage Resources Act, 25 of 1999.
- Legal Review: Identification and description of the legal obligations of South African National Parks in respect of the management of heritage resources within the Cape Peninsula National Park, EnAct, 2002.
- Cape Peninsula National Park Heritage Resources Management Plan: Status Report, 2003.
- TMNP Heritage Resources Management Plan, 2004.

4. Responsibilities

- Manager: Conservation Planning
- Manager responsible for Heritage Resources

5. Guideline

On an annual basis and within a timeframe to be agreed with SAHRA the TMNP will submit a report to SAHRA on the maintenance and development of the heritage resources under its control. The following provides an overall suggested structure for the report.

1. **Introduction:** this should present an overview of the report and the key challenges being faced by the TMNP in heritage resource management and highlight the key successes.
2. **TMNP heritage management Policy/procedure amendments.**
3. **Summary of applications for permits** in terms of sections 28, 29, 34, 35 and 38 of the NHRA and resultant management action: this should be presented in a tabularised format per application:
 - application submitted;
 - statement of the proposed intervention;
 - application outcome; and,
 - progress made in implementing permit conditions/conservation actions.
4. **Development and maintenance of the Heritage Inventory:** this should summarise the progress being made on the development and maintenance of the register, e.g. the inclusion of completed research (shipwrecks) or newly discovered/mapped resources.
5. **Legal and institutional issues** this should present a summary of the:
 - Park's efforts to ensure effective cooperative governance with the relevant heritage authorities;
 - Park/SANParks's efforts to address issues of heritage resource management capacity, including training and clarifying individual's roles and job descriptions to accommodate responsibilities.
 - Legal issues, including legal conflicts between different legislation or any other legal matter that should be formally brought to the attention of SAHRA.
6. **Stakeholder/constituency engagement:** this should summarise the efforts of the TMNP in engaging stakeholders in the management of heritage resources.
7. **Action on Heritage Management Priorities:** this should summarise in a tabular format the TMNP's annual achievement against the management priorities identified in the HRMP and the Strategic Management Plan, developed in accordance with an agreement reached between SAHRA and SANParks under section 25(f) of the NHRA.

5.3 Guidelines for physical planning and development

a) Developing management plans for heritage areas or sites

1. Purpose

The guideline establishes the need and overall procedure to be followed in the TMNP for planning the management of heritage areas or sites.

There are two main levels of planning for the management of heritage resources: a **Conservation Plan / Heritage Statement** and a more detailed **Conservation Management Plan**. The Conservation Plan / Heritage Statement can be the first stage of the management plan but never vice versa. The purpose is to be proactive and to identify sensitivities and vulnerabilities attached to heritage sites prior to further planning or any other form of development.

2. Definitions

The **Conservation Plan** establishes why a place is significant and how this significance will be maintained in any fabric use, alteration, development or management. Most of this information has already been formulated in the Heritage Register, where a preliminary Heritage Statement is found. A Conservation Plan can be an integral component (alongside a statement on biodiversity, etc.) of a Phase One Site Assessment for local areas. Policies or guidelines that will be needed to retain and enhance significance have yet to be formulated and are the principal purpose of the Conservation Plan.

Heritage Statements are an outline version of a Conservation Plan, based on the same principles. Such a statement uses readily available existing information to establish:

- a chronology for the site;
- an overview of significant surviving elements;
- a statement of significance;
- the identification of major conservation issues; and,
- a set of outline policies.

It should also identify key gaps in the knowledge of the site and issues affecting it. If the gaps are significant, the Heritage Statement may be used as the basis for a brief for a full Conservation Plan. A Heritage Statement is not as comprehensive as a full Conservation Plan and is unlikely to be the subject of the same degree of consultation. It is unlikely to contain enough information to support the preparation of a proposal involving major physical intervention into a complex, controversial or highly significant site.

It is thus useful to produce a Heritage Statement:

- As early as possible in any project.
- To provide a rapid overview.
- Where there are likely to be conservation constraints and opportunities which need to be understood early on.
- As a way of bringing together key management staff (especially those who are not conservation specialists) at the outset to encourage them to engage with heritage issues.
- To facilitate stakeholder participation.

Once a Conservation Plan and Heritage Statement is in place, specific strategies or actions can follow in accordance with overall TMNP policy and the CDF – this is a Conservation Management Plan. The **Conservation Management Plan** is necessary to ensure that any development envisaged will not detrimentally impact on the heritage resources of the Park. It is about stewardship and sustainability and the management of change.

The Conservation Management Plan might include management strategies, option appraisals, feasibility studies, work plans, development opportunities and financial arrangement. This should be the responsibility of the TMNP or their consultants.

3. Key Responsibilities

The TMNP:

- Manager: Conservation Planning
- Manager responsible for heritage resources

Heritage Management Authorities:

- SAHRA is responsible for all National Heritage Sites,

However, Heritage Western Cape and the City of Cape Town will be consulted where relevant in the spirit of cooperative governance.

4. Guidelines

The TMNP shall formulate Conservation Management Plans prior to the release of any land for the purposes of development as defined by the NHRA.

Heritage Statement, which should be informed by the heritage register being compiled by the TMNP. It should be emphasized that the Heritage Statement relates to the significance of a site. It does not deal with visitor projections, project feasibility and the proposed management regime. It does not debate the desirability of a particular development proposal.

Conservation Plan. Based on the register, the following broad phases should be followed in preparing the Heritage Statement:

- Understanding the resource.
 - Scrutiny of available documentation
 - Description of fabric
 - Survey
- Assessing significance.
 - Using criteria contained in the NHRA
- Assessing vulnerability and defining issues.
- Formulating broad heritage policy and recommendations for the subsequent Conservation Management Plan:
 - Vision, policy, objectives
 - Long and short term programme for conservation and management of change, including monitoring, cyclical maintenance and environmental control.
 - Informed judgements about level of change without unacceptable damage. Sets objectives, including the thresholds and limits of acceptable range.
- Establishing an appropriate forum for dialogue.

Heritage Statements are the principal vehicle for this dialogue. A general principle is that heritage management should be based on understanding derived not only from research and survey, but also from consultation and a wider dialogue. The Park itself and places within its embrace cover a wide range of meanings and values, scientific and technical, aesthetic and spiritual, and reflect the interests of a wide range of communities and individuals who have an interest in the place.

Conservation Management Plan. The following broad phases can be identified:

- Strategy
 - Proposals for restoration of historic character and features.
 - Outline proposals for development proposal.
 - Archaeological evaluation to be conducted in advance of specific scheme.
- Management proposals
 - Projects, tasks, responsibilities.
 - Determination of priorities.

-
- Business Plan
 - Financial plan.
 - Budgets and action, cost proposal
 - Feasibility study
 - Monitoring and Review
 - For review and revision of plan on annual and long term basis.

Except for sites and areas of obvious major heritage significance and precincts identified as visitor sites in the CDF - and likely to be subject to upgrade or development procedures – not all heritage sites and areas should be subject to Conservation Management Plans.

Both the Conservation Plan and the Heritage Statements should be informed by the agreement reached between SAHRA and SANParks under section 25(f) of the NHRA.

b) Integration of heritage assessment into local development planning

1. Purpose

To ensure that heritage resources are fully understood before any development planning takes place on precinct level (visitor sites identified in the CDF or other). At a macro level the Conservation Development Framework establishes a general set of principles and guides the management of development, conservation and recreational activities. At a micro level, the heritage inventory identifies specific heritage resources across the Park, the nature of their significance and their vulnerability (a preliminary heritage assessment).

Heritage analysis (a Heritage Statement) is required to inform planning: the equivalent of a baseline assessment. The purpose is to define the heritage significance of the identified sites and to inform appropriate policies for conservation and enhancement.

The Heritage Statement can be an integral part of local area planning, as in a preliminary site assessment. While this guideline only focuses on heritage aspects, it is assumed that precinct planning would be based on a “status quo assessment” detailing the significance of the natural and cultural heritage components and understanding how the significance of these resources should inform planning.

2. Key Responsibilities

The TMNP:

- Manager: Conservation Planning
- Manager responsible for heritage resources

Heritage Management Authorities:

- SAHRA is responsible for all National Heritage Sites.

However, Heritage Western Cape and the City of Cape Town will be consulted where relevant in the spirit of cooperative governance.

3. Guidelines

The phases identified in guideline 2a) above indicate the steps to be undertaken prior to the commencement of precinct planning. Heritage opportunities and constraints, and the mechanisms for their retention and enhancement need to be established prior to the formulation of specific development proposals.

Except for sites and areas of obvious major significance and precincts identified as visitor sites in the CDF - and likely to be subject to development or upgrading procedures – not all heritage sites and areas should be subject to Conservation Management Plans.

Heritage Statements are an outline version of a Conservation Plan, based on the same principles. Such a statement uses readily available existing information to establish:

- a chronology for the site;
- an overview of significant surviving elements;
- a statement of significance;
- the identification of major conservation issues; and,
- a set of outline policies.

It should also identify key gaps in the knowledge of the site and issues affecting it. If the gaps are significant, the Heritage Statement may be used as the basis for a brief for a full Conservation Plan. A Heritage Statement is not as comprehensive as a full Conservation Plan and is unlikely to be the subject of the same degree of consultation. It is unlikely to contain enough information to support the preparation of a proposal involving major physical intervention into a complex, controversial or highly significant site.

It is thus useful to produce a Heritage Statement:

- As early as possible in any project.
- To provide a rapid overview.
- Where there are likely to be conservation constraints and opportunities which need to be understood early on.
- As a way of bringing together key management staff (especially those who are not conservation specialists) at the outset to encourage them to engage with heritage issues.
- To facilitate stakeholder participation.

c) Heritage Impact Assessments for proposals as part of Environmental Impact Assessments required in terms of the Environmental Conservation Act (ECA).

1. Purpose

To ensure the effective integration of heritage issues into Environmental Impact Assessments (EIA) required in terms of the ECA. As new EIA regulations are being promulgated under section 24 of NEMA. This procedure will require review at the point at which the new regulations become effective.

2. Key responsibilities

- Manager: Conservation Planning or his/her agent is responsible for a heritage impact assessment being incorporated into the EIA. The process will run as part of the EIA process and heritage issues will be discussed at a single public meeting. Issues of potential overlap such as visual impact studies will be discussed and resolved between the EIA and HIA specialists at the planning stage of the studies
- The plan of study of the HIA component of the EIA will be endorsed by SAHRA: Western Cape and the Archaeology, Palaeontology and Meteorite Unit, unless demolition is involved, in which case a permit is needed from HWC /HRS.
- SAHRA will be responsible for commenting on the HIA in the form of a record of decision (ROD) to be submitted to the relevant environmental authority (ordinarily DEAT unless it has been agreed that it will be DEADP) which is the final approval authority and who will be responsible for issuing the formal ROD.

3. Guidelines

The HIA will follow the same steps as the stand-alone assessments required by Section 38 of the NHRA (dealt with in d, below), namely:

- The identification and mapping of all heritage resources in the area affected.
- An assessment of the significance of such resources in terms of the assessment criteria set out in Section 6(2) of the Act or prescribed in Section 7.
- An assessment of the impact of the development on such heritage resources.
- An evaluation of the impact of the development on such heritage resources relative to the sustainable social and economic benefits to be derived from the development.
- The results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources.
- If heritage resources will be affected by the proposed development, the consideration of alternatives; and
- Plans for mitigation of any adverse effects during and after the completion of the proposed development.

The responsible heritage resources agency SAHRA must, after consultation with the TMNP, and then decide:

- Whether or not the development may proceed.
- Any limitations or conditions to be applied to the development.
- What general conditions in terms of the NHRA apply and what formal protections may be applied to such heritage resources.
- Whether compensatory action is required in respect of any heritage resources, damaged or destroyed as a result of the development; and
- Whether the appointment of specialists (e.g. archaeologists) is required as a condition of approval of the proposal.

The above would be submitted to DEAT (or DEADP) for final decision-making in the form of ROD. SANParks may appeal against a decision of DEAT or DEADP. The appeal must in writing and must be lodged within 30 days of the date of issue of the ROD.

4. References

- NHRA, 25 of 1999, section 38(8)
- The Environment Conservation Act, 73 of 1989, together with notices GNR 1182 and 1183 of 5 September 1997, as amended. The former list the activities that may not be carried out without permission, which cannot be given without the undertaking of an ROD and the latter explains how the EIA must be carried out.

d) Heritage Impact Assessment procedure where required as a stand alone study

1. Purpose

To ensure the heritage impact procedure follows the legal requirements for such assessments as set out in Section 38 of the NHRA.

2. Key Responsibilities

- Manager: Conservation Planning (or his/her agent) is required to:
- Notify SAHRA, at the very earliest stage of initiating the proposed activity of the location, nature and extent of the proposed development; and
- Present the to required application documentation to SAHRA.

3. Guidelines

The HIA will follow the same steps as all assessments required by Section 38 of the NHRA, namely:

- The identification and mapping of all heritage resources in the area affected;
- An assessment of the significance of such resources in terms of the assessment criteria set out in Section 6(2) of the Act or prescribed in Section 7;
- An assessment of the impact of the development on such heritage resources;
- An evaluation of the impact of the development on such heritage resources relative to the sustainable social and economic benefits to be derived from the development;
- The results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources;
- If heritage resources will be affected by the proposed development, the consideration of alternatives; and,
- Plans for mitigation of any adverse effects during and after the completion of the proposed development.

The responsible heritage resources agency, SAHRA must, after consultation with the TMNP, and then decide:

- Whether or not the development may proceed;
- Any limitations or conditions to be applied to the development;
- What general conditions in terms of the NHRA apply and what formal protections may be applied to such heritage resources;
- Whether compensatory action is required in respect of any heritage resources, damaged or destroyed as a result of the development; and,
- Whether the appointment of specialists (e.g. archaeologists) is required as a condition of approval of the proposal.

The applicant (TMNP) may appeal against the decision of SAHRA, in writing within 30 days, to the National Minister of Arts and Culture, who:

- a) must consider the views of both parties; and
- b) may at his/her discretion:
 - appoint a committee to undertake an independent review of the impact assessment report and the decision of the responsible heritage authority, and
 - consult with SAHRA, and
- c) must uphold, amend and or overturn such decision.

4. References

- NHRA, 25 of 1999, sections 38 (1), (3) and (4).

5.4 Guidelines and procedures for management of specific types of heritage resources defined by the NHRA

a) Procedure for obtaining consent from SAHRA for action affecting heritage objects

1. Objectives and scope

No person may destroy, damage, alter, excavate, remove from its original site any object without a permit from the relevant heritage authority.

An 'object' means any movable property of cultural significance, including archaeological artefacts, palaeontological or rare geological specimens, meteorites, and other objects. Archaeological and palaeontological objects and meteorites which belong to the state and which are generally managed as part of the site from which they came (section 35 of the NHRA) are generally handled separately from other heritage objects which may be privately owned and which are therefore not only associated with the site of origin. In terms of the permit process they are managed by approved repositories and should not be moved or altered without consultation with SAHRA. Permission for permanent or temporary export or loan of archaeological and palaeontological material and meteorites is given to qualified researchers and institutions with established collections. The sections below apply chiefly to all other categories of heritage objects, which may be privately owned and bought or sold 'Movable objects' include objects recovered from the soil or waters of SA, objects to which oral traditions are attached or which are associated with living heritage, ethnographic art and objects, military objects, objects of decorative or fine art, numismatic objects e.g. coins, objects of scientific or technological interest e.g. a piece of old machinery used in quarrying, books, records, documents, photos, film and sound recordings (excluding public records defined in terms of the National Archives of SA Act, no.43 of 1996).

In terms of the NHRA, a 'heritage object' is an object that has been given formal protection in terms of Part 2: Section 32 of the Act. Heritage objects may be protected in two ways. They may be Gazetted as 'type of Heritage Object', in which case they may not be exported without a permit. They may be specifically declared as a 'specific' heritage object or 'collection'. There are procedures for declaring an object a heritage object, and there are also provisions for dealing with claims for restitution of heritage objects (NHRA Section 41).

Declaration as a heritage object may be advisable if a movable object requires special protection, and/or its export needs to be controlled, or if the TMNP wishes to claim objects back. For instance, the wheel and Captain's chair of Thomas T Tucker are in a private home; the Hare family has collected artefacts over the years; there are shipwreck artefacts at Simon's Town Museum; and the TMNP's own museum collections should probably be assessed.

A permit for physical work on a specifically declared heritage object will be issued only if the person responsible is suitably qualified.

The following notes and guidelines explain the procedures that should be followed for any contemplated work on an object or intervention related to a heritage object. 'Interventions' are any actions affecting the appearance or physical properties of an object and would include maintenance, restoration, alteration, excavation, landscaping or removal from its original or current position. In making application, the following steps should be followed:

2. Procedure

2.1. Database

Check the database. Basic information is available, including the preliminary Statement of Significance. This should give you an indication of how to proceed. Should the object not be on the database, the accredited recorder must complete the data capture form and the object's significance must be established before proceeding further.

2.2. Consultation

The database will list I&AP's to be consulted. These include conservation bodies and special interest groups. They should be brought into the decision making process at the earliest opportunity to comment on the proposed action and to provide support for the permit application. The I&AP's often have detailed knowledge of particular heritage resources which can be valuable.

Preliminary consultation with the relevant heritage authority and local authority officials may also be required before formal submission of an application. The outcome of this consultation should be recorded for inclusion in the application.

The database will provide an indication of whether specialist expertise is required to advise on the intervention i.e. archaeologist, palaeontologist, heritage consultant, architect, landscape architect, etc.

2.3. Description of the Proposed Action

A detailed description of the proposed action is required in the application. The following broad definitions will assist in providing the framework for the description to be submitted:

- *Conservation*
This means all the processes of looking after an object so as to retain its cultural significance. It includes maintenance and may according to circumstance include preservation, restoration, reconstruction and adaptation and is commonly a combination of more than one of these.
- *Maintenance*
A check should be made to establish whether there is an approved planned maintenance programme for the object. Maintenance means the continuous protective care of the fabric, contents and setting and should be distinguished from repair. Repair involves restoration or reconstruction and should be treated accordingly.
- *Preservation*
This means maintaining the fabric in its existing state and retarding deterioration.
- *Restoration*
This means returning the existing fabric of the object to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- *Reconstruction*
This means returning the object as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the fabric.
- *Adaptation*
This means modifying the object to suit proposed compatible uses.
- *Compatible Use*
This means a use, which involves no change to the culturally significant fabric of the object, or changes that are reversible, or changes, which require minimal impact.

4. Motivation

A detailed motivation is also required in making application for a permit. This would describe the intended effect of the contemplated action. The action may form part of an approved strategy for the area in which the structure is sited and the relevant references should be provided. A Local Development Framework may have been prepared and this may set out preliminary ideas in respect of the object involved.

5. References

NHRA 25 of 1999: Part 2: Sections 32, 36(3), & 41.

See also SAHRA website 'Conservation Principles': www.sahra.org.za/principles.htm

**b) Guidelines and procedures for managing:
archaeological impact assessments, archaeological resources, rock art, graves & burial sites, palaeontology & meteorites and rock art**

(i) Procedure for archaeological impact assessments

1. Purpose

The archaeological record is one of many informants for cultural heritage management. Archaeology has a role within the preliminary thinking, choosing and planning process because it can often provide knowledge of sites. It is therefore a potentially useful tool or resource rather than just a bureaucratic obligation. It should be considered when planning maintenance, redevelopment, research, creating public access for visitors, and providing ideas for interpretation and display. Archaeological Sites are now relatively well protected by heritage legislation, but once destroyed or removed without an adequate record, archaeological evidence is gone forever.

Archaeology is based on a systematic process of revealing, recording, analysing and interpreting evidence from 'material culture' – remains resulting from human activities. It also considers 'intangible' evidence, such as beliefs, traditions and stories, which provide a context in which to understand the material clues. Evidence thus includes artefacts, landscapes, food debris, documents, photographs, stories, and much more.

2. Procedures

The main problem with planning research (either in the archives or in the ground) is that you cannot predict what you'll find. For this reason, each stage or phase is best designed as a unit of work that informs decisions about the next stage. The three phases are outlined below.

Archival

Phase One

Secondary sources, site record databases
Deeds Office – basic ownership, survey diagrams
Archives – basic maps, plans, photos, pictures

Fieldwork

Surface foot / aerial photo survey
Shovel test excavation
Spatial analysis

Phase Two

Primary sources
Deeds Office – full property ownership
Archives – database search, genealogies
Published journals, diaries, reports

Test excavations
Structure analysis
Artefact analysis

Phase Three

Contextual sources, oral history
Journals, diaries, reports, unpublished sources
Significance analysis

Partial or full excavations
Structure/Artefact analysis
Interpretation

General principles for taking decisions:

- Structures over 60 years old (whether intact or ruined, above or below-ground, visible or incorporated in new fabric), places defined as archaeological or palaeontological sites, and human burials, are protected by the National Heritage Resources Act (no.25 1999) and require permission for intervention.
- No person may destroy, damage, alter, excavate, remove from its original site any archaeological material without a permit from the relevant heritage authority. The permit holder must be a professionally trained archaeologist or must be supervised by such a person (NHRA no.25 1999, section 35(4)).
- Similarly, permission is required for the destruction or alteration of graves of victims of conflict or which are older than 60 years.

No person may, without a permit issued by SAHRA or a provincial heritage resources authority-(a)destroy, damage, alter, exhume or remove from its original position or otherwise disturb the grave of a victim of conflict, or any burial ground or part thereof which contains such graves;(b)destroy, damage, alter, exhume, 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 bring onto or use at a burial ground or grave referred to in paragraph (a) or (b) any excavation equipment, or any equipment which assists in the detection or recovery of metals. (NHRA section 36(3)).

The general principle should be to identify, assess and grade sites/places so that a sense of relative significance, vulnerability and priorities is established. HWC Regulations cover requirements for non-destructive sampling (ie "half of site or objects" should be left undisturbed).

There are general principles that apply to all impacts on the area, but some places will be selected as more significant than others and some may require special treatment. The following pre-disturbance (preferably pre-planning) Archaeological Impact Assessment procedures should be applied to all projects associated with the redevelopment of the area or alterations to existing sites. This requirement should be embedded in the Local Development Framework.

- Find out what was and is on the site (Archaeology Phase One);
- Make an assessment of archaeological significance(s);
- Correlate this assessment with other heritage indicators, ie vested in the NHRA and Regulations, and vested in community values;
- Decide if:
 - the site should not be touched at all, or
 - there is or may be something important enough to merit further pre-disturbance examination or excavation, partial or total, or
 - any or all clearing or construction should be monitored, or
 - there is clearly nothing there or worthy of archaeological investigation,

3. Mitigation

If it has been agreed that the project can proceed in principle (i.e. the site will be impacted in one way or another), assess what preparations or interventions would be appropriate to deal with the archaeological record:

- Further archival research;
- Test excavation;
- Partial excavation;
- Full excavation;
- Monitoring of works at all times;
- Occasional monitoring of works (daily, weekly, monthly);
- Notification if something found, at discretion of project manager.

4. Potential

What can archaeology contribute towards the site enhancement or redevelopment process? There is an opportunity to include an archaeological research project in most precincts. The site itself, and/or its interpretation in the form of a display, then becomes a core feature integrated into interpretive material or the design of public space in the precinct.

- Tangible artefacts;
- Physical remnants of past lives and living memories;
- Historical background;
- Education / training opportunities;
- Community participation opportunities;
- Local knowledge archive.

5. Notification

Archaeological reports are the basis of the **National Inventory of Archaeology**. They include Permit Reports, Archaeological Impact Assessments (AIAs or Phase 1 surveys) and Archaeological Mitigation Reports (AMs or Phase 2 surveys), which may stand-alone or form the archaeological components of EIAs or of HIAs and of CMPs. The Archaeology Department at SA Museum (Iziko Museums) registers the location of archaeological sites that have received a permit. There are standard site record sheets. This database is being integrated into the provincial and national inventories.

SAHRA should be notified of sites open to the public so that they may be listed on a national database. Note that a permit is required for any disturbance at an archaeological site and this includes erecting notice boards, boardwalks, fences, etc. Liaison with the local publicity officer and regional services council is recommended by SAHRA.

6. Consultation, public participation and official approval

Apart from the TMNP, who commissions and pays for archaeological research, and the authorities who give their stamp of approval to a proposal for intervention, there are a number of people who contribute to and comment on the results of the research work for impact assessments. These 'interested and affected parties' may be local interest groups, neighbours, professionals or amateurs interested in the history, architecture or archaeology of the place, inhabitants or previous inhabitants and their descendants, people who consider the place important to them, or wish to lay symbolic or actual claim to a place, and so on. 'Consultation' takes place at public meetings and the research documents are displayed for comment in public places. The participants are self-motivated.

Public participation in the process of research, however, is a somewhat different process, though the people concerned are often I&APs. Participation could entail recording oral histories, one-on-one interviews, workshops, forums for debate, etc. The results of these conversations (local knowledge) become part of the archaeologist's analysis and interpretation, particularly when establishing the 'significance' of the place, both material and intangible. These participants sometimes volunteer information, or emerge during the public meetings, but often they need to be actively sought out.

In the case of graves or burial grounds, the public participation process is central to any approvals (SAHRA draft Guidelines 2000). It starts well before anything is planned for the site, as **at least 60 days of notification is required**. If the site is not well documented or the graves are not marked or otherwise identified, there may be a lengthy and protracted search for individual descendants or communities who may lay claim to the deceased.

7. Summary

- In general, preliminary decisions should be made about identifying and assessing relative significance of heritage sites, and priorities agreed for commissioning AIAs – the archaeological components of HIAs.
- Set up a system of ongoing monitoring and reassessment of priorities and needs.
- Once impact is authorised in principle, decisions should be made about:
 - Level of archaeological potential;
 - Whether pre-development archaeology is required;
 - Whether clearing and construction is to be monitored;
 - Terms of Reference;
 - Time frame.
- If so agreed, commission archaeological work timeously - availability of archaeologists at short notice is seriously limited.
-

8. References

NHRA, 25 of 1999, sections 35 and 36.
Acts Online: www.acts.co.za.

SAHRA. 2000. Guidelines: What to do about graves and burial grounds.
SAHRA. 2002. General introduction to surveys, impact assessments and management plans.
SAHRA. 2002. Minimum standards for archaeological site museums and rock art sites open to the public.
SAHRA. 2002. Guidelines for basic Management Plan format for rock art and other archaeological sites to be opened to the public.
SAHRA. 2003. The implications of owning a national heritage site.
See GLOSSARY OF TERMS for definitions and further information.

(ii) Procedures for management of archaeological resources

1. Purpose

Procedures for dealing with known and unknown archaeological sites:

- either for the purpose of their proactive protection and management (recording and assessing significance and vulnerability),
- or to fulfill requirements for assessing possible impacts before intervention happens,
- or to find out what was associated with a particular place / feature but is now difficult to see or is buried underground,
- or to survey an unexplored area for possible sites,
- or for other research purposes.

2. Procedures

SAHRA is responsible for issuing permits for archaeological work on all National Heritage (Grade I) Sites, underwater heritage, graves and burial grounds, or the export of heritage objects. While there are no Grade I archaeological sites in the TMNP, the expected declaration of the Park as a National Heritage Site means that SAHRA regulations and permitting requirements would apply.

Note that all burial grounds and graves are still the responsibility of national SAHRA even though they may logically be regarded as 'special' archaeological sites with only local or provincial significance, i.e. may not fulfill Grade I status.

SAHRA and HWC should be notified of sites open to the public so that they may be listed on a national database. Note that a permit is required for any disturbance at an archaeological site and this includes erecting notice boards, boardwalks, fences, etc. Liaison with "the local publicity officer and regional services council" is recommended by SAHRA.

3. Key responsibilities

The TMNP (as registered owner) is responsible for appointing an approved archaeologist and implementing recommendations (if necessary ratified by the relevant heritage authority). The archaeologist is responsible for assessing whether the level of investigation agreed upon requires a permit to be sought. If so, the archaeologist makes application for such permit on behalf of the TMNP (SAHRA Regulations, Permit Application Form) and is responsible for adhering to any conditions in that permit. The permit holder is responsible for excavation and the collection and the curation of objects recovered, and must submit interim and final reports to the heritage agency.

4. Guidelines

Any invasive interventions (even cleaning, fixing, etc.) on a known or possible archaeological site, or intention to destroy, damage, excavate, alter, deface remove from its original position, collect or own, or otherwise disturb (including using equipment to detect metal) any archaeological or palaeontological site or any meteorite, that is protected in terms of Section 35 of the NHRA or HWC, requires a professional assessment and possibly a permit. Some Phase One Archaeology surveys do not require a permit, unless test excavations are to be carried out in which case most archaeologists prefer to apply for one.

5. Related documentation

SAHRA. 2002. Provincial heritage resources authorities and the management of archaeological heritage resources.

SAHRA .2002. Guidelines to archaeological permitting policy.

(iii) Procedures for management of rock art

All rock paintings and engravings done by indigenous people in South Africa are protected by the NHRA and may not be destroyed, damaged, altered, excavated, removed from their original site or exported without a permit from SAHRA. Though commonly regarded as 'Khoisan' material culture, the definition in the Act refers to 'rock art' older than 100 years old, which could therefore include 'graffiti', paintings and engravings dating up to the early 20th century – e.g. the engravings at Bordjesrif that may be associated with early European voyagers, or wagon drivers' names near Jonker's Dam.

Permits are required for the removal of graffiti from sites that have rock art. Note that the decision to clean Peer's name from Peer's Cave a few years ago would probably not have happened today. 'Graffiti' of relatively recent date, but strongly associated with a place or well known persons, may be of heritage significance. There could well be 'graffiti' associated with military installations, and its significance should be assessed in the context of the time and place concerned.

(iv) Procedures for management of graves & burial sites

1. Purpose

To address the situations in which disturbance of human skeletal remains or burials occurs, and to outline the appropriate requirements and procedures for the treatment of such material.

2. Procedures

Graves over 60 years old may be disturbed or disinterred by an archaeologist or under the supervision of an archaeologist, provided that a permit has been issued and SAHRA is satisfied that consultation has taken place, and the remains will be housed or reburied in a satisfactory manner.

Prehistoric and early colonial-period burials are found all over the Peninsula, often along the shoreline and in the dunes. All burials have some potential historic and social significance. In the past the wider community was infrequently consulted with questions about the dead or about the appropriate treatment of human remains and burial sites. Especially those with strong religious or spiritual beliefs regarding the dead may have widely varying views and strong emotional reactions. Under the NHRA there is a legal obligation to consult.

As custodian of graves and burials that are often highly sensitive sites, the TMNP should ensure that collaborative policies and management decisions are made in conjunction with special focus groups. If claimants to graves and burial sites can be identified, then they must be included in the whole process from the outset, and make decisions regarding the future of the sites and their contents. Different categories of such sites require special management guidelines, e.g. prehistoric and more recent sites, Christian and Moslem cultural practices differ, some sites hold stronger significance than others, some are family secrets.

It is strongly recommended that known graves and burial sites in the TMNP are systematically identified, recorded and categorized as a matter of high priority. The purpose of sorting them into categories would be to develop policies appropriate for each group, e.g. family or community cemeteries, isolated graves, vaults, memorials, etc. Many sites are only known through association with living people (e.g. completely unmarked Muslim graves), most have lost their individual markers or historical association (e.g. at Newlands Forest Station), some are threatened by demolition and redevelopment (e.g. old farmstead graveyards), and some mark the site of removals and claims for restitution (e.g. Waylands).

3. Key responsibilities

Best practice is to leave known burials and graves strictly undisturbed, but many are accidentally discovered during trenching, etc. SAHRA is currently the responsible heritage authority. The Archaeology Department at the SA Museum (Iziko Museums) has the appropriate staff and expertise, as do a number of heritage practitioners. If disturbance is unavoidable, and the exhumation option and plans for reinterment have been agreed upon by all claimants associated with the site and ratified by SAHRA, then an archaeologist must be appointed to apply for a permit to disinter. Note that there is a mandatory 60-day public notification period before any decisions are made.

4. Guidelines

Unknown, inadvertently or accidentally discovered graves and burial sites are covered by a subsection of the Act. The interpretation of the Act and Regulations is currently under review. The immediate result of such a discovery is that all work stops instantly. DO NOT move anything, especially the skull, as this destroys crucial evidence.

As soon as remains are found work must stop and the remains must be confirmed as being human or not. Notify SAHRA and ask for a suitable assessor. The antiquity of the remains should also be established, i.e. whether they are older than 60 years, if not they are possibly of forensic interest (in which case notify the police). However, if identified as such, the grave of a 'victim of conflict' is also protected by the NHRA.

5. References

NHRA no. 25, 1999, Section 36(3)(5) & (6), Provincial Notice: Regulations June 2000: Chapters IX, XI and XII.

SAHRA draft Guidelines: What to do about graves and burial grounds, April 2000.

SAHRA website: www.sahra.org.za/burial.

6. Related documentation

NSW Heritage Office. 1998. *Skeletal Remains: Guidelines for the Management of Human Skeletal Remains under the Heritage Act 1977*. NSW Heritage Office, Australia.

(v) Procedures for management of palaeontology & meteorites

The procedures for dealing with palaeontology (the study of fossils) and meteorites are essentially the same as those for archaeology: permits are required from SAHRA/HWC if any disturbance or intervention is planned. The difference between palaeontology and archaeology is that archaeology is the study of the human past, whereas palaeontology covers a much wider range of fossils. The management of palaeontology differs from archaeology because rock strata with fossils in them often cut across local and even provincial boundaries. The Palaeontological Society of SA should be consulted for guidelines appropriate for the TMNP. A meteorite is 'any naturally occurring object of extra-terrestrial origin'. There are no known significant palaeontological sites or meteorites on the Peninsula.

c) Guideline for developing an inventory of structures or remnants of structures older than 60 years

1. Purpose

Most of the structures within the TMNP have been captured on the database. Some of these have been classified as heritage resources and a preliminary assessment has been made in respect of the structure's vulnerability. Some remnants of structures or ruins may still be discovered and these will be captured in due course. They too will be assessed for vulnerability.

It will be necessary to amplify this initial assessment with a more detailed analysis. The terms of reference for this work are set out below.

2. Guideline

2.1 Assessment of condition

An acknowledged expert/experts in the conservation of structures (architect/ engineer/ quantity surveyor/ archaeologist) should be commissioned to undertake a survey of the condition of all the structures on the database and make recommendations for maintenance. This survey would focus on structures located outside areas where planned interventions are to take place as it is assumed that surveys of condition would be undertaken as part of the planning process, e.g. The Hoerikwaggo Trail

('Interventions' are any actions affecting the appearance or physical properties of a structure, and would include maintenance, total or partial demolition, to additions to existing structures, the construction of new buildings related to an existing structure, restoration, alteration, excavation, landscaping or removal from its original or current position.)

2.2 Assessment of the survey findings

A consultative process with SAHRA and CCT should be undertaken to assess the findings of the survey to determine priorities. At this assessment stage, for example, it could be decided that certain structures are of such little significance that no maintenance at all should be considered. It might be recommended that the structure is made safe so that visitors entering it are not injured. This could be by means of partial or complete demolition, or even a decision that the structure or ruin is covered up for protection and future investigation.

2.3 Maintenance programme

The assessment should inform an annual programme for the ongoing maintenance of the structures. (Maintenance means the continuous protective care of the fabric, contents and setting and should be distinguished from repair. Repair involves restoration or reconstruction and should be treated accordingly).

The maintenance programme should be submitted to SAHRA for approval and thereafter an annual report should be submitted on progress.

5.5. Procedures and guidelines for identified management needs

a) Managing cultural/heritage landscapes

1. Objectives and scope

Almost every part of the Park has been modified to some degree by human beings in the past. Some of these modifications have been quite small, and some have covered large areas. These larger areas of modification are referred to as cultural landscapes. It is just as important to conserve significant components of cultural landscapes as it is to protect a rare plant or an individual structure. Cultural landscapes are vital pieces of the historical record, linking us to the past and showing us how our ancestors lived on the Peninsula.

Any activity therefore must ensure that the record remains intact for future generations.

The following cultural landscapes have been listed in the inventory of Heritage Resources. An example of each type is provided:

- Natural (Amazon Forest, Kalk Bay)
- Planted (Tokai Arboretum)
- Pre-colonial (Buffels Bay)
- Productive (Cecilia Plantation)
- Scenic (Boyes Drive, St James)
- Townscape and historical settlement. (Red Hill, Simon's Town)

Any activity within one of these landscapes will require careful planning and liaison with SAHRA. The procedures set out below provide a basis for maintenance and development within the landscape.

2. References

- NHRA(25 of 1999); Section 34 (60 year Clause), Section 38 (HIA)

3. Definitions

Cultural landscapes:

The importance of context. There are hundreds of individual heritage sites within the Park. These are usually embedded within specific contexts, which need to be understood and appropriately managed. This relates to issues of scale and how heritage resources at one scale are impacted by actions at larger or smaller scales. The erosion or destruction of heritage sites at the smaller scale negatively affects the larger landscapes; conversely the erosion of the larger landscape negatively affects the individual heritage resource at the smaller scale. In the Park context, this is particularly relevant for the pre-colonial heritage, which is embedded in the landscape rather than in built structures. The legacy of shell middens, Khoekhoen fish traps and the caves where escapees from early colonial rule sought refuge, indicate the importance of these broader landscape concerns.

Exotic plant material is often the key element in the cultural landscape although it can also be an important but subsidiary element. A group of oaks next to an old farmhouse is a good example.

4. Responsibilities

- Manager Conservation Planning and IEMS Coordinator
- Area Managers, Section and Assistant Section Rangers

5. Procedure

Over time Conservation Plans will be prepared for all the significant cultural landscapes. The objective of the plan is to guide the care and development of the landscape. When contemplating any intervention within an identified cultural landscape, the following steps should be taken:

- Consult the Heritage Register and establish what sites are located in the area under consideration.

-
- Establish whether a Conservation Plan has been completed for the landscape and whether the action is consistent with the policies set out.
 - Establish what formal or informal interested and affected parties should be involved in any decision-making.
 - Notify SAHRA.
 - Provide a detailed record of the intervention.

Management procedures are the same as those for Guidelines for Physical Planning & Development: 2 a) Heritage Areas or Sites.

6. Related documentation

Guideline on the management of invasive alien plant in the context of heritage landscapes.

Procedure and requirements for Conservation Plans and Conservation Management Plans.

b) Guideline for managing exotic and invasive alien plants in the context of heritage landscapes

1. Objectives and scope

This guideline explains how exotic and invasive alien plants should be managed in the context of heritage landscapes in the Table Mountain National Park, and in areas outside of the Park where the TMNP may be involved in managing alien plants. This guideline should be used at two levels:

- i) planning for the Park-wide management of invasive alien plants and should therefore inform the development and revision of the Management Unit Clearing Plan (MUCP); and,
- ii) in the process of site or area based/landscape level planning and implementation of invasive alien clearing.

As the TMNP has also has obligations to clear invading alien plants in terms of biodiversity conservation, water resource management and fire management imperatives, this guideline assists in presenting principles to be used in planning and implementing invasive alien clearing.

2. References

- Guidelines for managing cultural landscapes;
- Regulations of the Conservation of Agricultural Resources Act (No. 43 of 1983)(CARA Regulations 15 & 16);
- TMNP invasive alien plant clearing procedures (as updated by the Managers responsible for invasive alien management);
- Cultural and historical trees: a holding action, January 2003
- Photochronology of historical plantings on the Cape Peninsula
- Fire Risk Model for the TMNP
- TMNP EIS: various layers.

3. Definitions and background

Almost every part of the Park has been modified to some degree by human beings in the past. Some of these modifications have been quite small or have covered large areas. Some of these areas of deliberate modification are referred to as cultural landscapes. It may be as important to conserve these, as it is to protect a rare plant or an individual structure, as significant cultural landscapes are vital pieces of the historical record and links to the past, showing us how our ancestors lived here on the Peninsula. Furthermore, these landscapes contribute to the identity of the Peninsula, both contemporary and historical.

Exotic plant material is often the key element in the cultural landscape although it can also be an important although subsidiary element. A group of historic trees next to an historic homestead are good examples (e.g. Orange Kloof). Many of these exotic species are not listed as invasive alien plants in the CARA Regulations and could be retained to conserve the identity and characteristics of the landscape or the amenity or recreational value of a landscape. The clearing of any vegetation should therefore ensure that significant or important elements of the record remain intact for future generations.

Invading and exotic plants can also destroy ruins or remnants of old structures or cultural heritage elements and this should therefore be a further consideration. They also significantly impact sensitive ecological areas such as Afromontane forests, wetlands, riverine corridors and areas of high species richness.

Clearing activity within one of these heritage landscapes will require careful planning and liaison with SAHRA. Liaison with SAHRA is especially important in the context of the proposal to declare the whole of the Park as a National/Grade I Heritage Area. The guidelines set out below provide a basis for planning the activities.

4. Responsibilities

- Managers responsible for invasive alien management, including Area Managers, Section Rangers and Assistant Section Rangers, alien clearing project managers and assistant managers. It is also the responsibility of the above staff to convey the importance of the retention of planted elements of cultural landscapes when managing alien clearing contractors.

5. Guideline

It is not possible or desirable to simply apply one set of rules to all landscapes, as within any one area the vegetation will have varying natural and cultural significance. The Park should aim to balance the conservation of cultural and natural heritage on a landscape level. Ideally, integrated landscape-level plans (Conservation Plan or Conservation Management Plan – see relevant procedures) should be developed to guide the management of vegetation (and other elements of the heritage landscape) with the purpose of balancing cultural heritage management and recreational and amenity value with the management of fire risk and biodiversity. The following broad principles need to be balanced at the Park and landscape levels:

Exotic plants should be considered for removal when/where they are:

- declared weeds or invader plants (see Regulation 15 and Table 3, , CARA Regs);
- disturbing or damaging a cultural heritage resource such as an archaeological site or the foundations or remnants of an historically significant built heritage resource;
- impacting negatively on an area of high ecological sensitivity (i.e. in a wetland, Afromontane forest or in an identified biodiversity “hotspot” such as the known location of rare, endangered or threatened communities or species;
- impacting on a wetland or river (see CARA regulations – 30 m from a 1:50 year flood line of a river, stream, spring or natural channel (in which water flows regularly or intermittently) or a lake, dam or wetland. water course); or,
- posing a danger to users, safety (senescent trees or branches) or fire risk (as per Fire Risk Model²⁹).

Exotic plants should be considered for retention where/when they:

- form part an historical planting (as identified by the Photochronology of plantings);
- are an established element of the cultural landscape (see heritage register and moratorium);
- have specific cultural or spiritual or recreational significance to users and TMNP stakeholders;
- and,
- have been declared to be protected under the National Forests Act 84 of 1998.

This guideline is divided into the two levels of planning and implementation for invasive alien clearing.

i) The development and revision of the Management Unit Clearing Plan/s (MUCP/s)

The Parks MUCP/s will prioritise areas for clearing and cost and schedule the clearing within the capacity of the clearing budget. In developing or revising the MUCP/s for the TMNP the following guidelines should be applied:

- a) Consult the TMNP EIS to identify priority areas for clearing and follow-up clearing. This should prioritise areas:
 - of “spreader” invading species (listed weeds and invaders with the highest invading potential and based on mapping of alien species distribution and density);
 - of highest fire risk (Fire Risk Model);
 - that have had initial and follow up treatments where follow-up is needed to sustain the previous investment (vegetation management EIS layer); and,
 - which are biodiversity “hotspots” or ecological sensitive, e.g. wetlands (EIS layer).
- b) Cross check the areas prioritised for clearing above with the:
 - Heritage Resources Inventory (EIS Heritage Layer) to see where the areas prioritised for clearing are superimposed with landscapes of identified cultural heritage, historical plantings etc.;
 - The holding action that is in place for trees and plantings of cultural or historic value;
 - Historical plantings identified in the Photochronological assessment;
 - Knowledge of the local areas of the area managers, section rangers, ASRs and social ecology and tourism officers.

²⁹ It is important to note that the Fire Risk Model has also considered the danger that fire risk may pose to the built elements of the cultural landscape. Hence in some instances, some of the trees that form a significant component of the heritage landscape themselves pose a danger to the built elements, e.g. trees surrounding an historic homestead and gum belts.

Where the clearing priorities are superimposed on areas identified above, these areas should be prioritised for further detailed, clearing plans and excluded from immediate clearing contracts. In other words, the Park should:

- Prioritise areas for clearing where there are no potential culturally significant plantings;
- Prioritise identified cultural landscapes for further detailed clearing plans based on Conservation Plans.

ii) Area-based/landscape-level planning and implementation of invasive alien clearing.

When contemplating any invasive alien vegetation clearing within an identified cultural landscape, the following steps should be taken:

- a) Consult the Heritage Register and establish what sites are located in the area under consideration and whether any trees or groups of trees and shrubs have been identified in the Statement of Significance as an important component of the landscape.
- b) If a Conservation Plan or Conservation Management Plan has been completed for the landscape, ensure that the clearing plans or action is consistent with the policies set out.
- c) Where no Conservation Plan or Conservation Management Plan exists engage a suitably qualified heritage practitioner to assist in developing a Conservation Plan or Heritage Statement for the landscape (refer to procedure). In some instances, a specialist heritage practitioner will be needed, e.g. in cases where clearing is taking place at a known archaeological site, an archaeologist should inform clearing methods to limit disturbance of the heritage resources.
- d) Establish what formal or informal interested and affected parties should be involved in or informed of the plans to undertake clearing. For example, should clearing be planned for areas of spiritual significance to local Muslim interest groups, they should be involved in the detailed clearing plan as trees often mark graves or have spiritual significance in the context of burial grounds. Inform and/or involve the relevant parties regarding the intended clearing prior to drawing up the detailed clearing plan or clearing contract. Should the Park wish to replace exotic plantings (which are not declared weeds and invader plants) with locally indigenous trees/plantings over time. It is recommended that this intention be included in the discussion and a further landscaping plan is developed for this purpose.
- e) Draw up site-based clearing plan identifying trees/plantings that are to be retained and those that are to be cleared based on the Conservation Plan.
- f) Submit the clearing plan to SAHRA and inform the body of the intention to clear invasive alien plants in the specified area. In the case where historical trees are to be felled due to safety reasons, SAHRA should also be notified.
- g) Ensure that all trees or plantings that are to be protected are identified within the contract set for alien clearing and where possible make this part of the performance parameters.
- h) Prior to commencement with clearing operations, a meeting must be held on site with the contractor to indicate which trees/plantings are to be retained. These trees should also be marked in a way that enables their easy identification on site.

If for any reason, the Park should consider retaining trees/plantings that are listed weeds or invaders, the relevant authorisation will need to be obtained from the Department of Agriculture (in terms of the CARA Regulations) in which the Park would need to furnish adequate proof of the relevant controlled conditions that would prevent further invasion being applied.

c) Notes on interpreting heritage resources

1. Purpose

More than simply the provision of information on a particular area or site, interpretation can provide a deeper awareness, engender caring and responsibility for the resource so that visitors utilise it properly, and promote public support for the continued conservation of the Park's assets.

Interpretation explains why a place is significant, what a place means now and meant in the past; and how SANParks is caring for it. It is site-specific, but also linked to opportunities for environmental education, research and understanding, and revelation.

During the process of populating the Heritage Register for this study, it became apparent that the 'opportunity' least realised for the Park's heritage resources was that of interpretation.

2. Definitions

The cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and enjoyment, and be culturally appropriate (Article 25 Burra Charter 1999).

- *Soft visitor management:* the specialness of the place, to enhance enjoyment and appreciation of the attraction and influence attitudes and values towards the thoughtful and appropriate use of the resources there.
- *Hard visitor management:* includes trails and other facilities that are carefully positioned and designed to physically limit human impact.
- *Propaganda:* opportunities through which the public image of an organisation can be promoted along with an understanding of the rationale behind its actions and management decisions.
- *Value-added product of the tourism industry:* enhancing existing tourist attractions, identifying and promoting new destinations, developing employment and revenue-generating activities.

3. Responsibilities

- Area Managers
- Manager: Conservation Planning
- Managers responsible for heritage resource management and communication.

4. References

- Burra Charter. 1999. Australia ICOMOS.
- Hallinan, J.J. 1992. A heritage interpretation plan for the Cape of Good Hope Nature Reserve. MA thesis, Department of Environmental & Geographical Sciences, University of Cape Town.
- Hallinan, J.J. 2003. 'Environmental Interpretation.' Paper presented to Cultural Sites & Resources Forum, University of Cape Town.
- Kerr, J. S. 2000. Conservation Plan: The fifth edition. National Trust of Australia (NSW).

5. Guidelines

The major act of interpretation for any place is the preparation of a Conservation Plan / Heritage Statement (Kerr 2000). This identifies appropriate ways of making the significance of the place understood consistent with the retention of that significance. It may be a combination of the treatment of the fabric, the use of the place and the use of introduced interpretive material. In some instances the cultural significance and other constraints may preclude the introduction of such uses and material (Burra Charter 1999).

- *Effective communication:* to capture intended audiences; to sustain their interest, to present information in such a way that it stays in the audience's memory.
- *Medium of communication:* a Chinese savant wrote – *Tell me I'll forget; Show me I'll remember; Involve me and I will understand.*

-
- *The power of the place itself:* any interpretation that does not somehow relate to what is being displayed or described to something within the personality of experience of the visitor will be sterile; experiencing is the essence of interpretation.
 - *Multiple interpretations:* places open to the public where significance is obscure or contested or intangible may need general policies to control interpretation and presentation; need to involve people in the decision-making process, particularly those with strong associations with a place.
 - *Provocation:* the chief aim of interpretation is not instruction but stimulation.

SECTION SIX: PRIORITIES FOR HERITAGE RESOURCES MANAGEMENT OVER THE NEXT FIVE YEARS

6.1 Introduction

This section presents the priorities for heritage resources management over the next five years. These priorities have been informed by Park management and the intent is to include a summary of these proposed management actions in the Strategic Management Plan that will be developed for the next five-year planning horizon in terms of the TMNP's IEMS.

Over the next few months the Park will be reviewing their Strategic Management Plan and budget for the next five years plus one (i.e. to 2010). The feedback received from stakeholders and projected budget availability will inform the finalisation of the heritage component of the SMP.

The management priorities are categorised into non-spatial and spatial priorities. The non-spatial priorities include developing institutional capacity for managing heritage resources, stakeholder engagement, research and the continued development of the heritage resources inventory.

6.2 Non-spatial priorities management priorities

6.2.1 Resolving institutional issues with relevant heritage authorities

As the TMNP has been declared a National Heritage Site, SAHRA is the decision-making authority with respect to heritage resources management. The TMNP in its entirety (terrestrial area and Marine Protected Area) is included within the NHS (Grade I).

While one could argue that within this area there would be Grade II and III resources, it is the combination of all of these resources (the whole being more than the sum of the parts) that contribute to the significance of the TMNP and hence its NHS status and there should therefore be a single, national permitting authority - SAHRA.

It is important to note that regardless of status or relevant authority of the heritage resources of the TMNP, it is Park Management's stated intention to facilitate co-operative governance between all three spheres of government and civil society, however the mechanisms through which this will be achieved need urgent attention. See proposal for heritage authorities' reference group below.

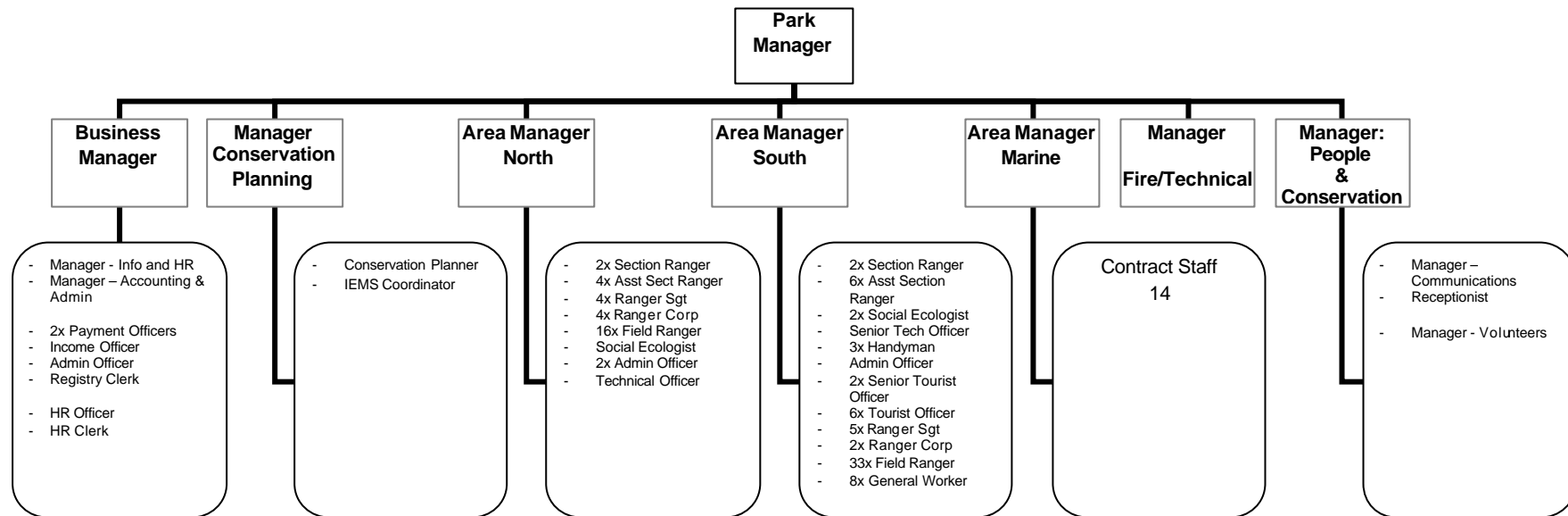
Further, in order to enable more efficient management approach it is recommended that SAHRA and SANParks consider the drafting and finalising of a management agreement provided for in Section 25 of the NHRA.

6.2.2 Developing internal heritage resource management capacity

a) Current staffing

Restructuring over the past four years has embraced a regionalised management approach. This new approach has sought to ensure that each section of the Park has in-house capacity to undertake the core functions of environmental management, tourism management and social ecology.

Figure 5: TMNP Management Structure (Note: that this structure is being reviewed)



Over the past year, new positions have been created such as the Manager: People and Conservation and Volunteer Co-ordinator have significantly added to the capacity of the Park to deal with heritage interest groupings (see figure 5.1). Furthermore, the two planners and one contract planner within the TMNP provide the Park with significant capacity with respect to physical planning for heritage areas and management of the EIS. Notwithstanding this capacity, dedicated heritage resource management capacity has not yet been secured for the TMNP or for the Cape Cluster of SANParks. An essential strategy for the TMNP must be an improved staffing capacity to manage heritage resources and internal champions that drive the process of integrating heritage resource management into strategic and annual planning and operations.

b) Training requirements

While a detailed training needs assessment has not been undertaken as part of this study, there are key aspects of training that will be required for the effective implementation of the heritage management plan. These training aspects have been identified as follows:

- Introduction to heritage resources and heritage resource management, (specifically aimed at Area Managers, Section Rangers and Assistant Section Rangers);
- Introduction to the legal requirements for heritage management (all levels of Park Management);
- Introduction to using the Heritage Resource Inventory (all EIS users);
- Implementing the heritage management procedures (all levels of Park Management involved in physical development or management actions on the ground);
- Managing and updating the heritage resources inventory (IEMS Co-ordinator, Conservation Planners).

c) Institutionalising heritage resource management

The integration of natural and cultural heritage resource management remains a challenge for most conservation agencies. Most people working within nature conservation are passionate about biodiversity conservation and have not necessarily been equipped to deal with the challenging demands of heritage resource management and the required stakeholder engagement, or worse, see cultural heritage as something that stand in the way of discharging their 'real' responsibilities. This is not surprising in the context of the highly charged and often competing interests at play. However, cultural heritage has a significant role to play in building stakeholder support. While elements of the natural heritage, and certainly biodiversity, often need to be explained, most stakeholders identify immediately, and without interpretation, to the heritage importance of the TMNP. This immediate connection is the single and most powerful interest that will protect and ensure the sustainable management of the Park in the long-term.

Institutionalising heritage management in the TMNP is not only about staffing and training; it is about making it an integral part of the work. The key mechanisms proposed for this are as follows:

- Park Management's further development of the heritage management strategies and actions within Key Result Area for the Strategic Management Plan for the next five-year planning period 2005 – 2009.
- Park Management's integration of heritage resource management actions within annual planning and budgeting processes, i.e., in the development of the Annual Plan/s of Operations.
- Ensure that relevant job descriptions of the Management Team include key performance indicators related to heritage resource management.

6.2.3 Stakeholder engagement

a) Ongoing stakeholder engagement and communication in prioritisation, planning and implementation

It is very clear from the stakeholder involvement process run as part of the HRMP Study that heritage stakeholders have an expectation that they will be engaged beyond the development of this plan. Indeed, it is the opinion of the consultant team that HRMP process has only initiated the debates, interactions and co-management approach that will be required to manage heritage resources in the long-term. It is recommended that the Table Mountain National Park focus on establishing strengthening the stakeholder engagement in Heritage Resource Management and this not be limited to development proposals but be focussed on proactive co-management approaches, especially where interest groups have the capacity to assist the Park.

There are many ways in which stakeholders can be engaged in heritage resource management planning within the Table Mountain National Park, ranging from providing information, representation on committees and consultation through participation, to full engagement through partnerships and co-management agreements. Please see the Status Report for a detailed Stakeholder Analysis.

Whichever approach is adopted for heritage stakeholder engagement, it should:

- Demonstrate that involvement with the broader community and relevant stakeholders will be coordinated to maximise efficiency and consistency, and demonstrate a willingness to adopt a collaborative approach on heritage resource management;
- Clearly describe the principles for engagement to be adopted by the Park, including principles of fairness, equity of opportunity for involvement, inclusiveness, cultural sensitivity, relevance, and early and ongoing involvement in planning and implementation of heritage resource activities and projects;
- Indicate an understanding the current profile of the range of stakeholders, community groups and sectors with interest in heritage resource management throughout the Cape Peninsula (including their roles, responsibilities and capacity to engage and implement);
- Outline the range of proposed or possible engagement activities;
- Design appropriate activities and context/situation specific processes of engagement; and,
- Outline the Park's organisational support for effective practice (such as external and internal capacity building/training on heritage resource management, community engagement, dispute resolution and updating of the heritage resource management plan).

Key principles for heritage resource engagement:

- The need to act within the spirit of the law not just the letter – i.e. moving beyond mere compliance.
- The relationships between the Park and stakeholders need to be long-term and sustainable for all concerned with heritage resource management.
- The need to understand cultural and religious differences, especially around key management areas within the Park.
- Establishment of sincerity and trustworthiness in community consultation, negotiation processes and partnership agreements.
- Skilling of stakeholders and heritage engagement practitioners and training of the Park's staff in heritage resource management.
- The management of stakeholders should be a crucial part of the Parks core business and the Park should report on it accordingly.

b) Stakeholder structures heritage resource management

The following structures could enable a role-focussed engagement of stakeholders. It is however, essential that each structure has a clearly defined role and that the Park provides support to and is actively involved in the structures:

Park Forum: This forum has a dedicated portfolio dealing with heritage resource management, which could become the vehicle for regular stakeholder exchange and engagement on heritage issues. It is proposed that a working group be established to work collaboratively with Park Management in planning continued stakeholder engagement in heritage resource management.

Heritage Research Forum: Institutions such as universities, research institutions, museums and specialist interest groupings could assist the Park significantly in the further development of the Heritage Resource Inventory and in enabling interpretation of heritage resources. Priorities for research could be defined collaboratively to address the priorities that have been identified for further development of the inventory. See section 6.3 below.

Heritage Authorities' Reference Group: While the TMNP intends relating directly to SAHRA for heritage resource permitting and decision-making, it is the stated intention of the Park, SAHRA, HWC and the City of Cape Town to work co-operatively in heritage resource management. Hence, an authorities' reference group is proposed to specifically address this challenge.

c) Dispute Resolution

Heritage resources, their significance, interpretation and management are likely to be the subjects of dispute and contestation. It is therefore important that Park Management anticipates such potential disputes in its planned approaches to stakeholder engagement in heritage resource management.

At present a number of disputes have already manifested within the Park and on its urban edge. There is no clear quick fix solution, however the Park and its stakeholders are compelled to seek and develop mechanisms in which mutually beneficial resolutions can be reached.

The Park should therefore consider:

- Training and equipping Park staff in dispute resolution, community engagement and Partnership-Relationship Building;
- Analysing conflicts relating to heritage resource management (proactive approach); and,
- The use of a panel of independent third party facilitators, mediators and heritage specialists with experience in stakeholder and heritage resource management disputes.

6.2.4 Research and continued development of the heritage resources inventory

In the process of engaging stakeholders in the development of the heritage resources inventory, the team identified a number of databases that are being developed on an ongoing basis that will need to be further integrated into the TMNP in the future. These include:

a) Developing sustainable relationships and data-sharing agreements with data suppliers.

This may include universities, research institutes and interest groups. The following databases will need to be included and updated on the TMNP database over time:

- Mines, quarries and further geological features (Council for Geoscience),
- Shipwrecks (SAHRA)
- Caves (Spelaeological Society of South Africa)
- Photochronology of plantings on the Cape Peninsula

b) Identifying “orphan” databases and ensuring that this information is not lost to society:

There are cases where an individual/group may gather valuable information about a particular resource. As interest rather than legislation or mandate drives such processes, it is essential that these are identified and recorded before being lost. A useful example may be a private collection of stories or oral histories.

c) Integrating with other heritage resource inventories. It is essential that the TMNP continues to engage the City, Heritage Western Cape, SAHRA and other management bodies developing heritage resource inventories on the issue of compatibility and integration. In the future it is possible that SAHRA would specify and formalise heritage inventory standards.

d) Filling the identified gaps in the TMNP heritage resources inventory

Beyond the integration of existing and developing databases, the team has also identified key gaps in known information. A suggested approach will be to engage the relevant interest group and jointly implement a project to research and gather the information. The following are priorities have been identified:

i) Khoekhoen and pre-colonial history. An area of the TMNP's human history that is least researched and documented and hence, under represented in the heritage inventory is that of pre-colonial history. A project that aims to rediscover and document this aspect of the Park's history is strongly recommended by the consultant team. Furthermore, interest groups have shown great enthusiasm at the potential of working in partnership with the TMNP.

ii) Spiritual sites. There are a range of sites that have spiritual significance to specific groupings. Much of this information is unrecorded and hence, it is proposed that a special project is supported to engage these groupings to identify and understand the significance of such sites.

iii) Indigenous knowledge systems and natural resource harvesting. Currently, the Park is used extensively for the harvesting of plant materials for use by traditional healers. While the uncontrolled exploitation of such resources will in the long-term negatively impact biodiversity, the Park's mostly open access system and difficulty preventing illegal harvesting begs a different approach to managing a set of complex and potentially conflictual set of relationships. The team proposes that a project is developed that would engage local sangomas in developing a sustainable approach to harvesting resources. Such a project would aim to integrate indigenous knowledge systems and sustainable harvesting practices.

iv) Audit of structures older than 60 years old. There are a number of structures in the Park that are older than 60 years old some of which have significance and others that do not. The rehabilitation and restoration or maintenance of buildings requires significant resources. It is recommended that the procedure presented in section 5 should be used in an audit process. This will provide the Park with information on whether a building required urgent repair, whether it should be demolished or whether it should be left to benign neglect while ensuring that it does not cause a risk to public health and safety. The results of such an audit should be captured on the heritage inventory and used to inform operational management.

v) Cultural landscapes. Cultural landscapes are receiving more attention in heritage management in South Africa and are particularly pertinent in the TMNP. While cultural landscapes cannot be reduced to historical plantings only, the recent photochronological study of plantings commissioned by the Park needs to be further interrogated. The key debate that this informs is the issue of managing invasive alien and exotic plants in the context of cultural landscapes. One set of rules cannot be universally applied across the Park and hence a landscape level approach is needed. In other words, each identified landscape should be assessed individually to identify the important cultural elements to be balanced with biodiversity management imperatives. The results of these landscape-level plans should be incorporated into the database.

vi) *Archaeological sites*. When looking at the distribution of archaeological sites in the TMNP one is led to believe that they are only present in the Cape Point area. This may well not be the true reflection of archaeological resources of the TMNP. Further archaeological research must be undertaken in partnership with research institutions as is imperative in a highly populated area such as the TMNP to identify sites so as to enable adequate conservation management before they are negatively impacted.

6.3 Spatial priorities

The consultant team recommends that over the next five years, a systematic approach be undertaken to identify spatial priorities on an ongoing basis as further information is provided through research. The following set of criteria could be used to prioritise areas in the Park. Identify areas that:

- Represent a range and spread of interests (e.g. colonial, natural heritage and Khoekhoen sites);
- Are seen as highly significant resources;
- Are vulnerable due to the nature of proposed activities or intensity of visitor use;
- Are not receiving attention through other physical development or upgrading processes (although these areas would all be subject to NHRA requirements for HIA);
- Have potential for active interpretation;
- Would interest potential funders; and,
- Would enable Park staff and stakeholders to work together on a constructive process of discovery, interpretation and celebration of heritage resources.

a) Developing interpretative materials for the Hoerikwagga Trail

The Hoerikwagga Trail development presents an opportunity for the development of an interpretative guide specifically focussed on the heritage resources associated with the alignment of the trail or resources that are visible from the trail. Furthermore, it presented a great opportunity for an integrated approach to interpreting both cultural and natural elements of heritage resources.

b) Researching, rediscovering and celebrating pre-colonial heritage

As discussed above, pre-colonial human history has not received sufficient attention and requires focussed research to enable more prominent representation, both within the inventory but more importantly in representation and interpretation on the ground. It is therefore proposed that a partnership research project be developed not only to identify and map these resources for inclusion in the heritage inventory, but to enable a prioritisation of sites for the development and implementation Conservation Management Plans and interpretation.

c) Prioritisation of areas of known heritage resources for the development of Conservation Management Plans

The team for has also identified the following areas (see Box 2 below) as requiring the development and implementation of Conservation Management Plans over the next five years (see procedure in Section 5). It is likely that the availability of funding will significantly impact the Parks further prioritisation of these spatial priorities that can feasibly be addressed over the next five years and hence this list is presented for further prioritisation through the revision of the Park's Strategic Management Plan (SMP).

BOX 2: SPATIAL PRIORITIES FOR THE DEVELOPMENT AND IMPLEMENTATION OF CONSERVATION MANAGEMENT PLANS

<ol style="list-style-type: none">1. Devils Peak.<ul style="list-style-type: none">• Blockhouses• Forestry Station• Plumpudding Hill• Quarries• Woodstock Cave2. Newlands<ul style="list-style-type: none">• Paradijs• Cemetery• Forestry infrastructure• Contour path3. Table Mountain Dams<ul style="list-style-type: none">• Woodhead, etc• Woodhead tunnel• Disa Gorge• Pipe Track4. Orange Kloof Forestry Station<ul style="list-style-type: none">• Waterworks• Structures• Agricultural landscape5. Hout Bay<ul style="list-style-type: none">• East Fort• Manganese mining• Jetty• Lookout points6. Tokai<ul style="list-style-type: none">• Manor house• Arboretum• Prinskasteel river• Forestry infrastructure• Elephants Eye Cave7. Silvermine Valley<ul style="list-style-type: none">• Mines• Structures• River• Agricultural landscape• Graves	<ol style="list-style-type: none">8. Fish Hoek Caves<ul style="list-style-type: none">• Tunnel Cave• Peers Cave• Skildersgatkop9. Else River Valley<ul style="list-style-type: none">• Welcome farm water mill• Oaklands Farm• Brooklands Farm• Dams10. Schusterskraal<ul style="list-style-type: none">• Picnic site• Vlei and river11. Klawersvlei<ul style="list-style-type: none">• Structures• Reservoirs• Graves12. Olifantsbos<ul style="list-style-type: none">• Wrecks• Military• Farmstead• Graves13. Perdekloof<ul style="list-style-type: none">• Picnic site• Military infrastructure• Graves• Waterworks• Springs14. Smitswinkels Bay Forestry Station<ul style="list-style-type: none">• Spring• Structures15. Buffels Bay<ul style="list-style-type: none">• Picnic site• River and vlei• Milkwood forest• Archaeological sites16. Cape Point<ul style="list-style-type: none">• Military infrastructure• Lighthouses
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Note: the above table numbering does not represent prioritisation. The sites are represented in sequence from north to south.

The following sites have been excluded from the above list as they are already receiving attention in planning and upgrading processes: Signal Hill-Kloof Nek-Tafelberg Road; Wash House precinct; the Glen; Koeel Bay; Groote Schuur Estate; Constantia Nek; Bordjiesrif; Buffels Bay Oukraal picnic site; Silvermine homestead; Buffelsfontein homestead; East Fort; Apostle Battery; Cape Point; and the Silvermine picnic area.

6.4 The way forward

Over the next few months the TMNP management will be finalising the Park's SMP which will prioritise management strategies and actions up until the end of 2010. One of the sections of this integrated plan will include all of the intended management actions for heritage resource management presented in an integrated way together with all of the Park's priorities for the next five years. This together with the GIS-based heritage resources inventory and the HRMP management procedures provide a robust platform for the continued evolution of integrated management of heritage resources in the TMNP.

ANNEXURE 1:

GLOSSARY OF TERMS

- Adaptation / adaptive reuse:** modifying a place to suit proposed compatible uses and structures.
- Alter:** 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 any other decoration or any other means.
- Archaeological:** material remains, resulting from human activity, which are in a state of disuse and are in or on land and sea and which are older than 100 years, including artefacts, human and hominid remains and artificial features, and including rock art and wrecks.
- Archaeological Impact Assessment:** specialist assessment of impact of certain categories of development on cultural heritage resources before development takes place. They consist of Scoping and Phase 1 Archaeology— heritage resources are identified and their significance is assessed. Specialist Assessment or Phase 2 Archaeology – once significant heritage resources are identified, a statement of significance is formulated and the impact of development is assessed and mitigations recommended – ie the basis of a management plan.
- Archaeological Permitting:** permits are required for any disturbance or intervention in archaeological material; to keep a record of excavation and collection of archaeological material; to ensure proper scientific standards are maintained.
- Archaeological Register:** SAHRA's archival dataset for archaeological sites; linked to Archaeological Data Recording Centres, eg at Iziko Museums' Archaeology Department; destined for SAHRA Database for the National Inventory.
- Archaeological site:** any place where material remains resulting from human activity have been abandoned and have been in a state of disuse for more than 100 years, including hominid remains, artefacts and refuse, rock art, human remains outside of areas formally declared as cemeteries in the past, artificial features and structures that are no longer standing; and any place where features, structures and artefacts associated with military history have been abandoned and in a state of disuse for more than 75 years.
- Archaeologist:** a trained accredited professional who uses scientific methods to excavate, record and study archaeological sites and deposits.
- Associational significance:** association or links with past events, activities, persons or social groupings for which there may not be physical evidence, ie significance does not reside in the physical fabric itself but in terms of its associations.
- Authenticity:** genuineness, or original as opposed to copy, real as opposed to pretended. It relates to the design, material, workmanship and setting of the site concerned. These references can be understood to cover the aesthetic and historical aspects of the site, as well as its physical, social and historical context, including use and function.
- Collaborating institution:** a South African museum, or South African public institution, approved by SAHRA/Heritage Western Cape.
- Collaboration:** - supervision and advice by that collaborating institution on any aspects pertaining to the recovery of objects, and the acceptance of any objects as part of its collections and the undertaking of their curation and conservation;
- Compatible use:** a use that involves no change to the culturally significant fabric, changes that are substantially reversible, or changes that require minimal impact.
- Consultation:** (a) opinions (b) advice (c) information. There are a variety of groupings and occasions for soliciting opinions and information or presenting research and proposed plans: e.g. members of the client organization, the local planning authority, neighbouring landowners/stakeholders, statutory bodies, advisory bodies, community groups, local societies, specialist groups or individuals, etc.
- Conservation:** all the processes of looking after a place so as to retain its cultural significance. It includes maintenance and may, according to circumstance, include preservation, restoration, reconstruction and adaptation, and will commonly be a combination of more than one of these.
- Conservation Plan:** provides a framework to establish policies that will guide the future care and development of a place - a strategy for managing change. Major elements are the need to retain or reveal significance, identify feasible and compatible uses; meet statutory requirements; work within procurable resources and to anticipate opportunities and threats. It integrates, among others, archaeological, architectural, historical, landscape, art historical, countryside, museum, collections, and technological and ecological issues. A CP would include: purpose, background to site and context for plan; objectives; content; further work; procedures; products.
- Contextual or Experiential significance:** qualities that give a place historical character, mostly how such a place is experienced through the senses.

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- CPPNE boundary:** in heritage terms this line is blurred; many of the heritage areas are significant because of direct spatial relationship or association with land outside the CPPNE (some of which may later be included within the TMNP).
- Cultural Landscape:** the term embraces a diversity of manifestations of the interaction between humankind and its natural environments. Landscape designed, improved, or at least affected by human activity – whether deliberate or incidental. The traditional European image is of ‘improvement’ of nature, but for instance in Australia and Africa it is believed that ancestral beings created patterns and features of the country and creatures. It thus comprises a combined social and natural history, plus modifications from management practices, eg burning. When a landscape is invested with cultural meanings for its inhabitants the consequence can be strong and positive – they ‘belong to’ the place, they do not ‘own’ it. See ‘Sense of Place’.
- Cultural Significance:** the historical, social, scientific, linguistic, architectural, political, aesthetic, technological or spiritual value for past, present and future generations. It is embodied in the place itself, its fabric and setting, its use, associations, meanings, records and associated places.
- Development:** any physical intervention, excavation, or action, other than those caused by natural forces, which may in the opinion of a heritage authority in any way result in a change to the nature, appearance or physical nature of a place, or influence its stability and future well-being. It includes construction, alteration, demolition, removal or change of use; carrying out any works on or over or under a place; subdivision or consolidation of land; constructing or putting up for display signs or hoardings; change to natural or existing condition or topography of land; removal or destruction of trees, removal of vegetation or topsoil. Development means the continued, evolutionary growth of a place to meet changing needs; redevelopment is when a site is cleared to make way for new construction.
- Displaced Communities:** Issues of dispossession and access to areas of cultural and natural heritage by people who may now live far from the TMNP but still strongly identify with the place and wish to be included in management decisions.
- Energetics:** refers to the science of energy, and is closely related, in this study, to ley lines, feng shui and geomancy. In general the term relates to certain powerful currents and invisible lines of magnetism which run through the landscape. It is claimed that such energy lines can be detected and traced through dowsing. Ley lines can thus be mapped on the surface of the landscape reflecting lines of energy coursing through the earth. The presence of prehistoric sites (megalithic tombs, stone circles and standing stones) along ley lines indicate the these energy currents were known in prehistoric times and that the sites did not merely mark routes but somehow tapped into energy sources. Frequently important prehistoric monuments occupy sites where two or more lines intersect. Originally related to the work of Alfred Watkins (1855-1955) who referred to straight lines evident in the landscape as “ley lines” and which he surmised were the remnants of prehistoric trading routes. The notion of ley lines as “lines of power” linking prehistoric sites developed in 1930s (Fortune, D, *The Goat Foot God*, 1936).
- Excavation:** the scientific excavation, recording and retrieval of archaeological deposits and objects through the use of accepted archaeological procedures and methods. ‘Excavate’ has a corresponding meaning.
- Excavation permits:** permits are generally issued to qualified archaeologists. They may include research permits; permits for mitigation, which are given where sites are threatened by development; site testing permits, which may be issued for a short period to test the depth or potential of a site during a Phase 1 Archaeological Assessment or in research situations. Permits for destruction will be issued only after a survey has been done and the site has been sampled. Permits for sampling and analysis are given for research purposes; permits are needed for removing graffiti from rock art sites; and, permits are given for the excavation of disturbed burials or burials threatened by development.
- Experiential significance:** see Contextual significance.
- Fabric:** in building conservation, fabric means all the physical material of a place that is the product of human activity.
- Gardens, trees and designed landscapes** require understanding and progressive renewal. Significance resides in a place’s botanical content, characteristics of a particular or series of styles or periods, whether it illustrates the approach of a respected creator, or has unusual form or association with an institution. ‘Landscape Gardening’ is the art of laying out grounds so as to produce the effect of a picturesque landscape.
- Grave:** means a place of interment, including contents, headstone or other marker, and other structures on or associated with such place.
- Heritage Areas:** protected places of environmental or ecological and/or cultural interest.
- Heritage Impact Assessment:** undertaken before any changes made to natural or cultural environment, particularly within zones of high sensitivity.

Heritage Impact Statement: comments on proposals for change. Identifies and assesses parts or aspects of a place that will be affected, plus statutory and non-statutory requirements; ways in which heritage values of place affected by proposal; recommendations for acceptance, conditions, rejection of proposal. Allows developments to proceed without uncertainty about whether work will have to be stopped if a heritage resource is discovered.

Heritage Site: a place to be declared a national heritage site by SAHRA or a provincial heritage site by a PHRA.

Heritage Registers: an inventory of heritage resources with statements and levels of significance.

Heritage Resource: a place or object of cultural significance.

Historic Environment: All the physical evidence for past human activity, and its associations, that people can see, understand and feel in the present world. It is the habitat that the human race has created through conflict and co-operation over thousands of years, the product of human interaction with nature; it is all around us as part of everyday experience and life, and is therefore dynamic and subject to change. At one level it is made up entirely of places such as towns or villages, coast or mountains, and things such as buildings, buried sites and deposits, fields and fences; at another level it is something we inhabit, both physically and imaginatively. It is many-faceted, relying on an engagement with physical remains but also on emotional and aesthetic responses and on the power of memory, history and association.

Historical Layering: helps gain a sense of chronological depth and continuity/change through time; identifies areas of rich/complex history and levels of significance.

Indigenous Knowledge Systems refer to the combination of knowledge systems and philosophical learning, or educational, legal and governance systems. It is knowledge relating to the technological, social, institutional, scientific and developmental, including those used in liberation struggles. IKS represents both a national heritage and a national resource that should be protected, promoted, developed, and conserved. It is also a resource that should be put at the service of the present and succeeding generations.

Interpretation: where there is public access and the significance of a place is not apparent, it may be appropriate to give visitors some understanding of what they see. Interpretation should not detract from the character and atmosphere of the place; it can be concentrated and separate near entry point, or original in character, or low key and unobtrusive – or all three in combination.

Landscape: the appearance of that portion of land which the eye can view at once, the aspect of a country or a picture representing it; the painting of such pictures.

Living heritage: the intangible aspects of inherited culture, including cultural tradition, oral history, performance, ritual and popular memory.

Management: in relation to heritage resources, includes conservation, presentation and improvement.

Meteorite: any naturally-occurring object of extraterrestrial origin.

Movable objects: include archaeological and palaeontological objects, objects recovered from the soil or waters of SA, objects to which oral traditions are attached or which are associated with living heritage, ethnographic art and objects, military objects, objects of decorative or fine art, numismatic objects, objects of scientific or technological interest, and books, records, documents, photos, film and sound recordings (excluding public records defined in terms of the National Archives of SA Act, no.43 of 1996).

Museum: a permanent public institution in the service and development of society which is open to the public and which acquires, conserves, researches, communicates and exhibits, for purposes of study, education and enjoyment, material evidence of people and their environment.

National Estate: in terms of the NHRA - heritage resources of cultural significance for the present community and for future generations must be considered part of the national estate and fall within the sphere of operations of the heritage resources authorities.

Object: any moveable property of cultural significance which may be protected in terms of The Act, including archaeological artefacts, palaeontological and rare geological specimens, meteorites and other objects referred to in section 3.

Oral History: summary or narrative based on spoken evidence or memory.

Oral Testimony: signed and dated transcriptions or notes from an interview/video/meeting, etc.

Palaeontological: any fossilized remains or fossil trace of animals or plants which lived in the geological past, other than fossil fuels or fossiliferous rock intended for industrial use, and any site which contains such fossilised remains or trace.

Permit holder: a person who applied to SAHRA/Heritage Western Cape for authorisation, in terms of the Act and to whom a permit has been issued by SAHRA/Heritage Western Cape.

Place: includes a site, area or region; a building or other structure and associated furniture and fittings; a group of buildings or structures; an open space such as an urban square, street or park; and with respect to management includes the immediate surroundings.

Practitioner: a person qualified to undertake the work described in a permit issued by SAHRA/Heritage Western Cape.

Presentation: the exhibition or display of, the provision of access and guidance to, the provision, publication and display of information in relation to, performances or oral presentations related to, heritage resources protected in terms of The Act.

Preservation: maintaining the fabric of a place in its existing state and retarding deterioration.

Public monuments & memorials: all monuments and memorials erected on land belonging to central, provincial or local government, or an organisation funded by or established by government, or which were paid for by public subscription, government funds or public-spirited or military organisation, and are on land belonging to any private individual.

Publication: a document produced and which is generally available in multiple copies or locations to any member of the public, whether through purchase, hire, loan, subscription, license or free distribution or to members of an association or a society, the membership of which is open to any qualifying member of the public.

Reconstruction: returning a place as nearly as possible to a known earlier state, and is distinguished by the introduction of materials (new or old) into the fabric.

Recycling: the creative process of reusing fabric without necessarily having regard to its significance. Similar to adaptive reuse, and tendency to keep what is 'best' as well as what is convenient.

Repair: involves restoration or reconstruction and it should be treated accordingly.

Reproduction for profit: the making and use of an image of a provincial heritage site or part of a provincial heritage site, in graphic, visual, audiovisual or other intelligible format through any medium and any version or edition of such image, either in two or three dimensions, for the purposes of sale or lease, or advertising, promoting or decorating any product or service offered for sale or lease, or any activity for which a fee will be charged,

Restoration: returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

Rock art: any form of painting, engraving or other graphic representation on a fixed rock surface or loose rock or stone, which was executed by human agency and which is older than 100 years, including any area within 10m of such representation.

Scenic routes: many are based on historic routes; they have contemporary significance as places for people to visit and for tourism, as well as rich historical layering.

Sense of place: important to recognize sense of place when considering the creation of, continued development and conservation of cultural landscapes. Categories such as places evocative of an event or association, places with a dominant function, attitude/belief or feature, places with sensory quality, places with local traditional or social value (often intensified by physical isolation from major centres).

Sensitivity: judgement allied to significance, but includes vulnerability.

Setting: an area surrounding a place whose limits may be determined by sensory criteria: eg visual (enclosing ridge lines, roofscapes, and plantations), auditory (adjacent waterfalls), and olifactory (sea spray).

Sight line: the landscape of the mountain and its vantage points are significant heritage areas. 'Views' are how people have seen and continue to experience Cape Town and the Peninsula.

Significance: a complex notion that can be multi-layered according to assessors and criteria used. Making value judgements about the degree of various types of significance. Cultural significance means historical, archaeological, architectural, aesthetic, environmental, social or technological/scientific value (NHRA 1999).

Site: any area of land, including land covered by water, and including any structures or objects thereon.

Special Habitat: an area of 'natural' environmental significance; environmental heritage area.

Structure: 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.

The Act: the National Heritage Resources Act, 1999 (Act 25 of 1999) and Regulations.

Urban Conservation Area: an area where zoning scheme regulations have been modified to protect cultural heritage.

Urban Edge: a policy of the Metropolitan Development Framework to contain and consolidate urban development and prevent encroachment.

Vulnerability: pressures and actions that may injure the significance of a place. Policy should include provision for continuity of aware management and conservation advice; agreement on decision making process; continuity of funding; correction of unreal expectations; programmes for mitigation of natural disasters; reduction of vandalism, theft and overuse; planning against intrusive new development and facilities; prevention of alienation of land significant to the place; avoidance of incompatible uses and interpretations.