

TAKING STOCK: HERITAGE INVENTORIES AND HERITAGE DECISION MAKING

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O'DONOGHUE**

(Jenna Lavin)

Significance informs Management

Values Based Heritage Management

Formal Protections

Pro-Active Conservation: Once identified

Formal legislated process

Clear boundaries and clarity on significance and protection

General Protections

Reactive Conservation: Facilitates identification

Formal permitting process

Universally implemented as a stop-gap to ensure conservation of significant resources

IDENTIFICATION

Guide to Implementation of the NHRA at Local Level

1. Grading (Sections 7 and 8)

The National Heritage Resources Act, 1999 (Act 25 of 1999) (the NHRA) requires that all heritage resources be graded in order to assign the appropriate level of management responsibility (i.e. Local, Provincial or National) to a heritage resource and to indicate its significance. Grading is the primary tool in defining significance and management.

2. Surveys (Section 30)

A heritage survey is a survey of the built-form, spatial disposition and cultivated vegetation (including trees, avenues, gardens and even agricultural lands) that comprise the 'built environment' and 'cultural landscape' of a demarcated geographical area and which are recognized to be heritage resources.



C.L. MARAIS LIBRARY / C.L. MARAIS BIBLIOTHEEK

OTHER NAMES:

UNIVERSITY BUILDING NUMBER: 20

PHYSICAL ADDRESS:	Crozier Street	ERF:	4140
ARCHITECT/S:	R. M. Robertson	DATE:	c.1900
ORIGINAL USE:	University library	CURRENT USE:	Postgraduate study spaces

APPLICABLE LEGISLATION

OLDER THAN 60 YEARS:	X	PREV. NATIONAL MONUMENT:	X
HERITAGE OVERLAY ZONE:	X	GAZETTE:	8421 (22/10/1982)
TITLE DEED RESTRICTIONS*:	S.27 X S.34	S.38.1	X


HERITAGE VALUES

RARITY:	X	ARCHITECTURAL:	High - work of accomplished architect
REPRESENTIVITY:	X	SOCIO-HISTORICAL:	High - associated with establishment of Univ.
EXCELLENCE:	X	ENVIRONMENTAL/CONTEXTUAL:	High - contributes to historic College Square
INTEGRITY:	X	SCIENTIFIC/TECHNOLOGICAL:	High - fine craftsmanship
AESTHETIC:	X	SLAVERY:	None
SYMBOLIC:	X	CULTURAL:	Excellent - first university library building
ASSOCIATIONAL:	X	INTRINSIC:	High - intact front portion of building
AGE:	X	ARCHAEOLOGICAL:	Unknown

HERITAGE ANALYSIS

SITE & STRUCTURE DESCRIPTION: This building was constructed as the Victoria College library and its pediment is dated 1899. It was designed by R. M. Robertson. The library is sited on the northern edge of the College Square. The structure is two stories with a mansard roof. The most intact section of the building is its veranda and three-arched portico, complete with original decorative floor tiles, pedimented window linings, original doors and windows, a pediment over the entrance with decorative plasterwork and a timber lantern on the roof.

MAJOR ALTERATION/S: J.B. Collins: internal alterations
UStel: internal alterations

DATE/S: 1970
2001

PHYSICAL CONDITION: While the condition of the library is good, alterations undertaken to it in the late 20th Century have resulted in the loss of some original fabric. The addition or extension of the upper mezzanine level has negatively impacted the character of the interior space. The roof tiles are newer and replaced copper roof sheets.

STATEMENT OF SIGNIFICANCE: The C. L. Marais library is an excellent and rare example of a Late Victorian library building. It contributes to the character of College Square, which is the historic heart of Stellenbosch University. It is strongly associated with the early establishment of the university, which is the second oldest in South Africa.

PROPOSED GRADING: Grade II, Provincial Heritage Site.

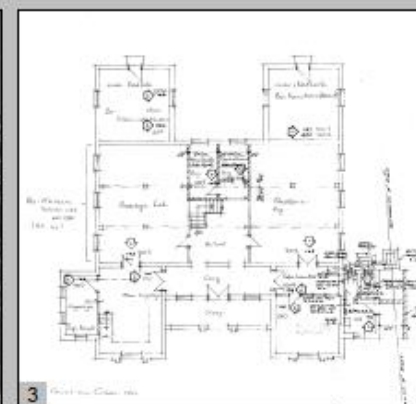
OPPORTUNITIES & THREATS: A maintenance plan should be formulated to preserve the historic fabric of the building. The accommodation of infrastructure for security and technology in the building should be carefully planned so as to limit further destruction of the building fabric.

RECOMMENDATION: The building should retain its Grade II, PHS status.
A more public use should be found for the structure so that it can become part of the active experience of students.
Restoration of the building should be considered.

REFERENCES: <http://library.sun.ac.za/English/aboutus/libraryprofile/Pages/history-central.aspx>.
Fransen, H. *The Old Buildings of the Cape*. Jonathan Ball: Cape Town, 2004.
Stellenbosch University plans archive.

* Compulsory confirmation of all Title Deed Restrictions required.

LEGEND: NHRA: National Heritage Resources Act (1999)



IMAGES:

1. Photograph of the library, 2013 (author, 2013).
2. Historic image of the library, 1930 (SU archive).
3. Alterations undertaken to the library, J.B. Collins, October 1970 (SU plans archive).

Guide to Implementation of the NHRA at Local Level

3. Heritage Registers (Section 30)

- The HWC Heritage Register is a Provincial document which lists of all of the grade II or III conservation-worthy heritage resources in the Western Cape.
- A heritage resource is entered into the HWC Heritage Register by notice in the Provincial Gazette
- The heritage resources included on the HWC Heritage Register must be listed by their significance (grading) and the relevant Local Authority
- Heritage Registers are informed by Heritage Inventories

4. Heritage Inventories

- Inventories are compiled by the Local Authority in terms of Section 30(5) or any other party in terms of Section 30(6) of the NHRA and must record all heritage resources in a defined jurisdiction and propose significance (grading).
- PHRA selects resources from inventories for placement on Heritage Register
- In terms of section 30(5), at the time of amending or compiling a town planning scheme or spatial development framework (SDF) a local authority **must** compile an inventory of heritage resources. This inventory must then be assessed by the relevant PHRA

Guide to Implementation of the NHRA at Local Level

4. Heritage Inventories (cont)

1. Digital Database of Heritage Inventory

- The use of Excel templates as the basis for the Heritage Inventory
- Online data capture using the mechanisms provided in SAHRIS (www.sahra.org.za/sahris)
- The use of Geographic Information Systems shapefiles with meta-data that can be exported into Excel (and therefore SAHRIS)
- The creation of a unique digital database that must be able to be used by HWC and the Local Authority, and that complies with the data required on the attached Excel templates including geospatial data.

2. Heritage Inventory Summary Document

- Demarcation of survey
- Methodology
- Details of team used
- Public Participation
- Summary maps of the areas surveyed with grading information.

[illegible]

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5. Heritage Areas (Section 31)

A Heritage Area is a mechanism in the NHRA used to protect any area of environmental or cultural interest, although many Local Authorities have included 'conservation area' controls in their zoning schemes for many decades. These areas of environmental or cultural interest are usually identified through a Heritage Survey and the submission and approval of a Heritage Inventory.

Heritage Areas may be identified for designation in two ways, either in the planning scheme of a Local Authority or by HWC through an approved Heritage Survey and resulting Heritage Inventory.



(Antonia Malan)

HWC Inventories Gradings & Interpretations Committee (IGIC)

Established in 2012. It considers and makes recommendations to the Council on grading of heritage resources; adoption of inventories of heritage resources submitted to Heritage Western Cape by municipalities and conservation bodies; formal protection of sites as provincial heritage sites or placement on the 'register' and texts for the interpretation of heritage sites. The committee meets quarterly.

Members (2013-2015)

- Stéfán de Kock
- Ignatius de Swardt
- Antonia Malan
- Laura Robinson
- Rowan Ruiters
- Quahnita Samie
- Stephen Townsend
- Maureen Wolters



Approved surveys

These deal primarily with built environment in an urban context and are not complete inventories of the municipalities concerned.

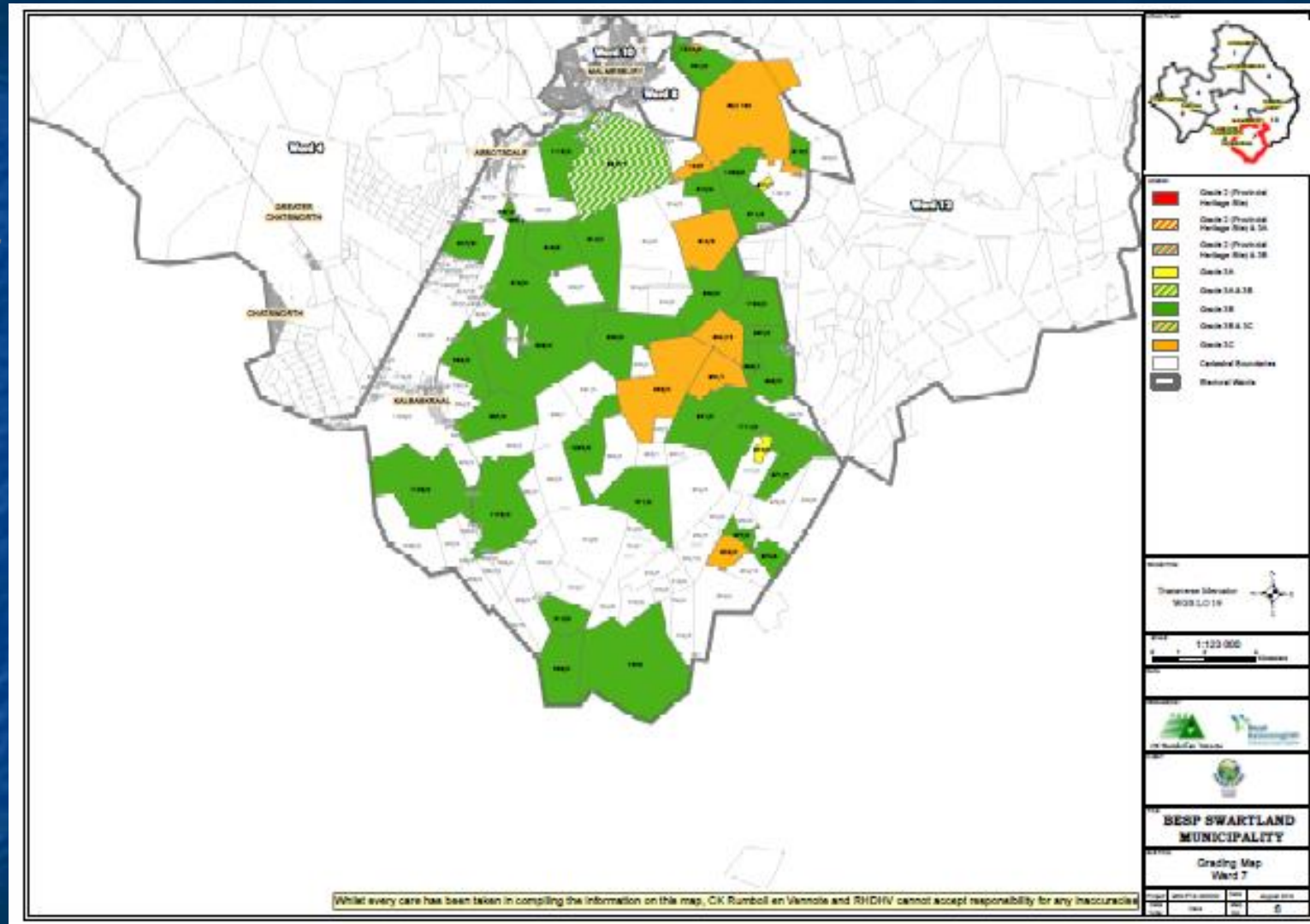
- Cape Town (Built environment of various suburbs)
- Drakenstein (Built and scenic environment of entire municipality)
- Knysna (Built environment of the town of Knysna)
- Overstrand (Built environment of entire municipality)
- Prince Albert (Built and scenic environment of the town of Prince Albert)
- Stellenbosch (1. Built environment of historic core of the town of Stellenbosch. 2. University of Stellenbosch Main Campus)
- Witzenberg (Church Street precinct, Tulbagh)

Approval pending

- George (Built environment of entire municipality)
- Swartland (Rural survey)

Not submitted for approval, but complete

- Swartland (Built environment of the entire municipality)



Discussion points, from IGIC's point of view

- Communication / expectations
- Capacity / professionalism
- Standards / consistency
- Gradings / approvals
- SDFs
- Public access / interaction



(Henry Aikman)

“The participation and the involvement of the residents are essential for the success of the conservation programme and should be encouraged. The conservation of historic towns and urban areas concerns their residents first of all”

(ICOMOS, 1987, The Washington Charter for the Conservation of Historic Towns and Urban Areas, Article 3)

MONTAGU
SIMONS TOWN
PAARL
WELLINGTON
HERMANUS
STANFORD

PROBLEMS

- Lack of expertise
 - Local politics
- Anti-development stance
- Appeals and tribunals

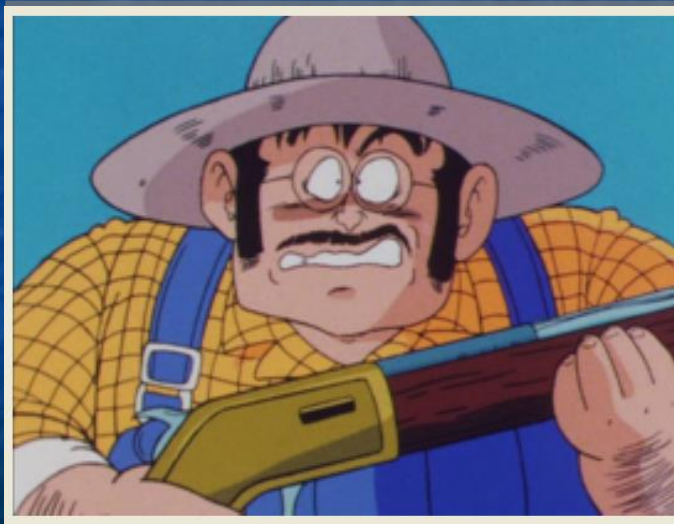
OPPORTUNITIES

- Pressure on local authority
 - Input into HWC decisions
- HWC to hold discussions with conservation bodies

(Andre Pentz)

RURAL HERITAGE SURVEYS : SOME DIFFICULTIES

ACCESS TO PROPERTIES/ THE “GATVOL” FACTOR
MANY MORE PRESSING ISSUES THAN HERITAGE
GRADING OF STRUCTURES (OR GROUPS THEREOF) ON LARGE LAND
UNITS, DEFINING BOUNDARIES ETC.
PACKAGING OF & USE OF SURVEYS,
IMPLEMENTATION OF CONTROLS I.R.O. GRADING OUTCOMES



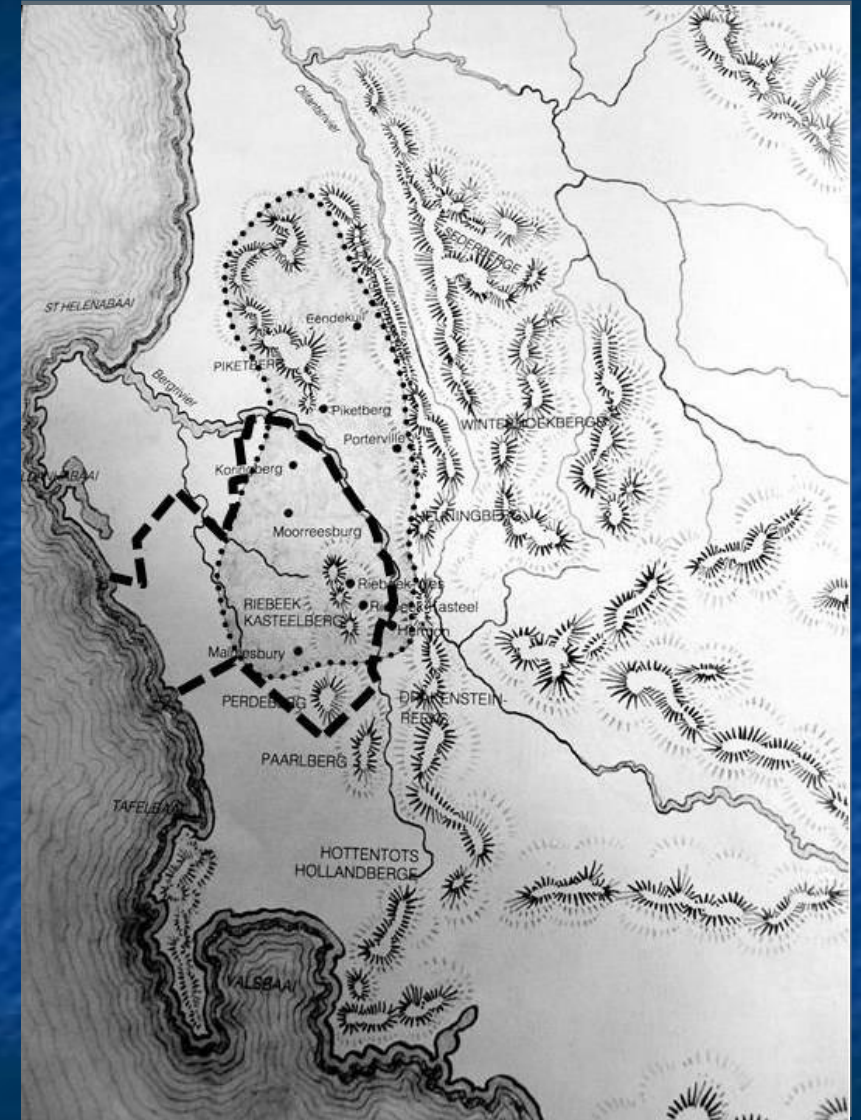
RURAL HERITAGE SURVEYS: SOME CULTURAL LANDSCAPE ISSUES

ADMINISTRATIVE VS. GEOGRAPHICAL
BOUNDARIES

DEMANDS INTER-DISCIPLINARY
APPROACH

INDUSTRIALISATION OF
AGRICULTURE & ITS IMPACT ON THE
LANDSCAPE AND VERNACULAR
ARCHITECTURE

“READING” RURAL LANDSCAPES,
STRUCTURES AND TYPOLOGIES
“ALL IS CULTURAL LANDSCAPE”



RURAL HERITAGE SURVEYS: METHOD

1. PREPARATION

- Research esp. old survey maps
- Background and historical patterns
- Survey template/s
- Planning itineraries

2. FIELDWORK

- Field maps, G.I.S. capability
- Photography and notebooks
- Teamwork
- Observing cultural

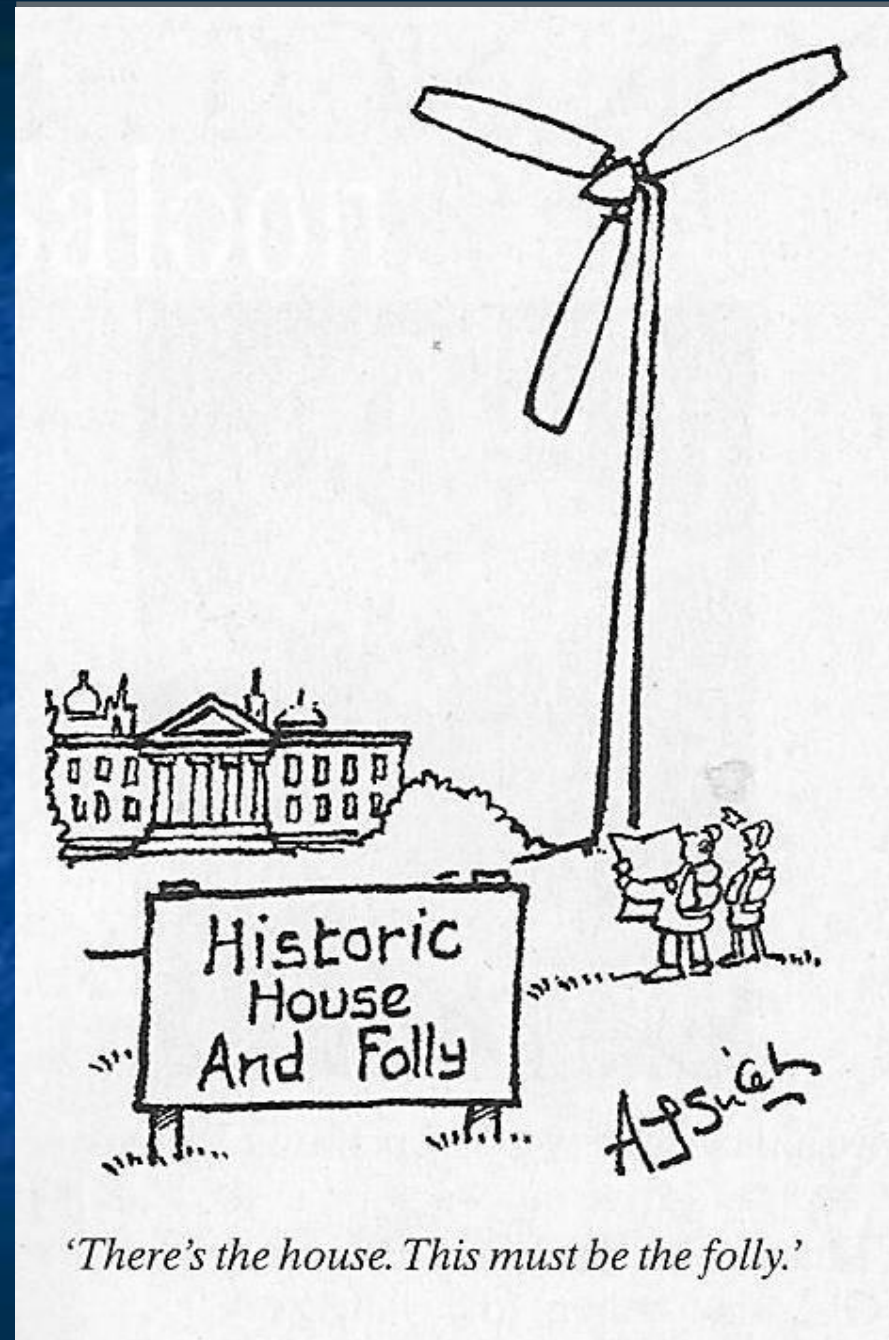
3. WORKING DOCUMENTS

- Mapping
- Registers
- Additional research
- Assembling and collating information
- Complexities of grading judgements

4. PACKAGING THE SURVEY

- Making useful /user-friendly documents

5. ADMINISTRATIVE BURDEN.



HERITAGE SURVEYS: NMC

(Graham Jacobs)



Rock paintings; the first protected heritage sites



Individually declared buildings, Dorp Street, Stellenbosch



Declaration of National Monuments for contextual reasons only.

National Monuments Commission/Council: Object-based Protection

COMPOSITE MAP

Buildings or sites that fall in any or all of the eight categories (54 percent)

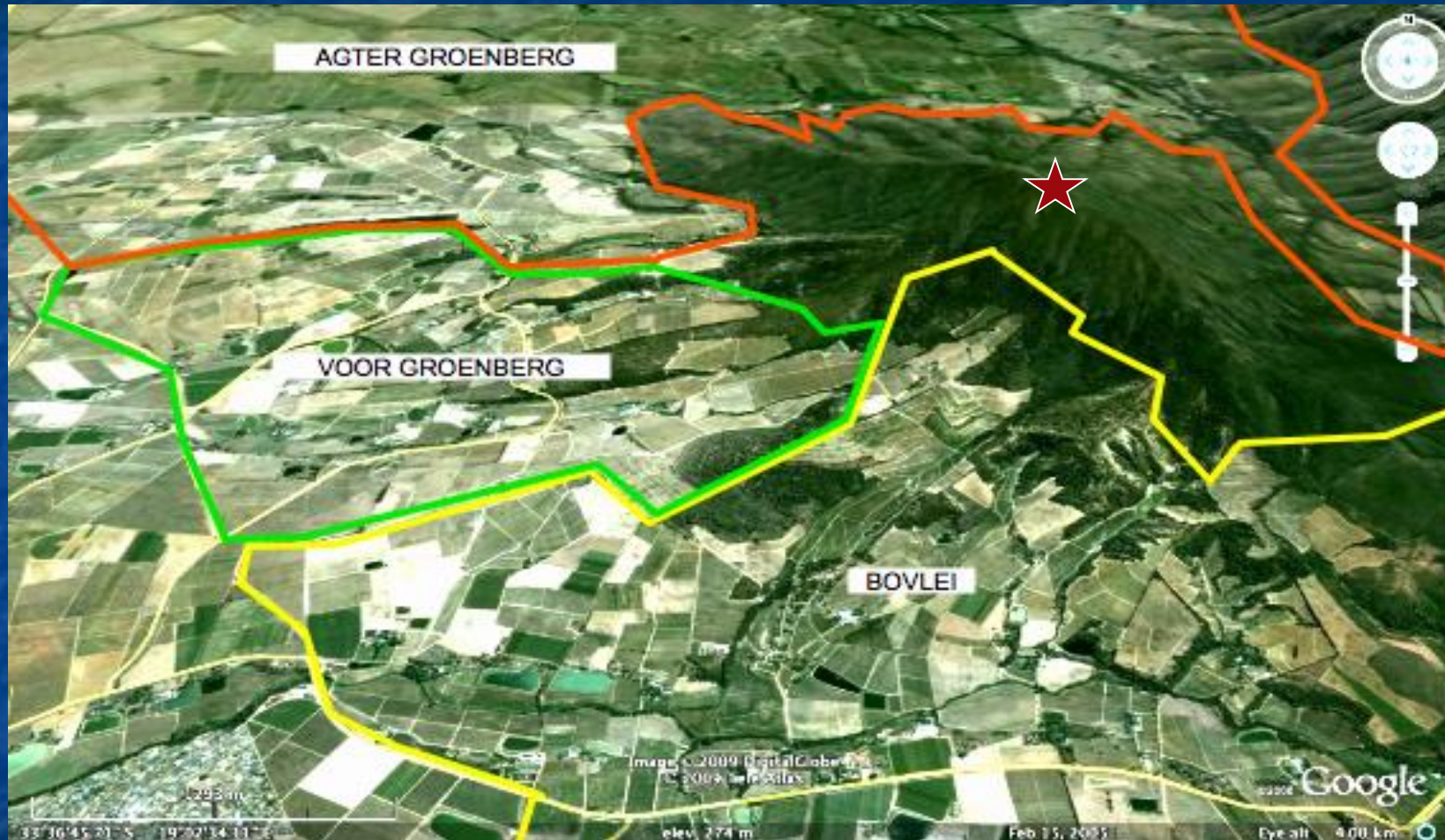
The Catalogue of the Buildings of Central Cape Town, 1978 (CPIA): Building-focused.

HERITAGE SURVEYS: CAPE TOWN SUBURBS



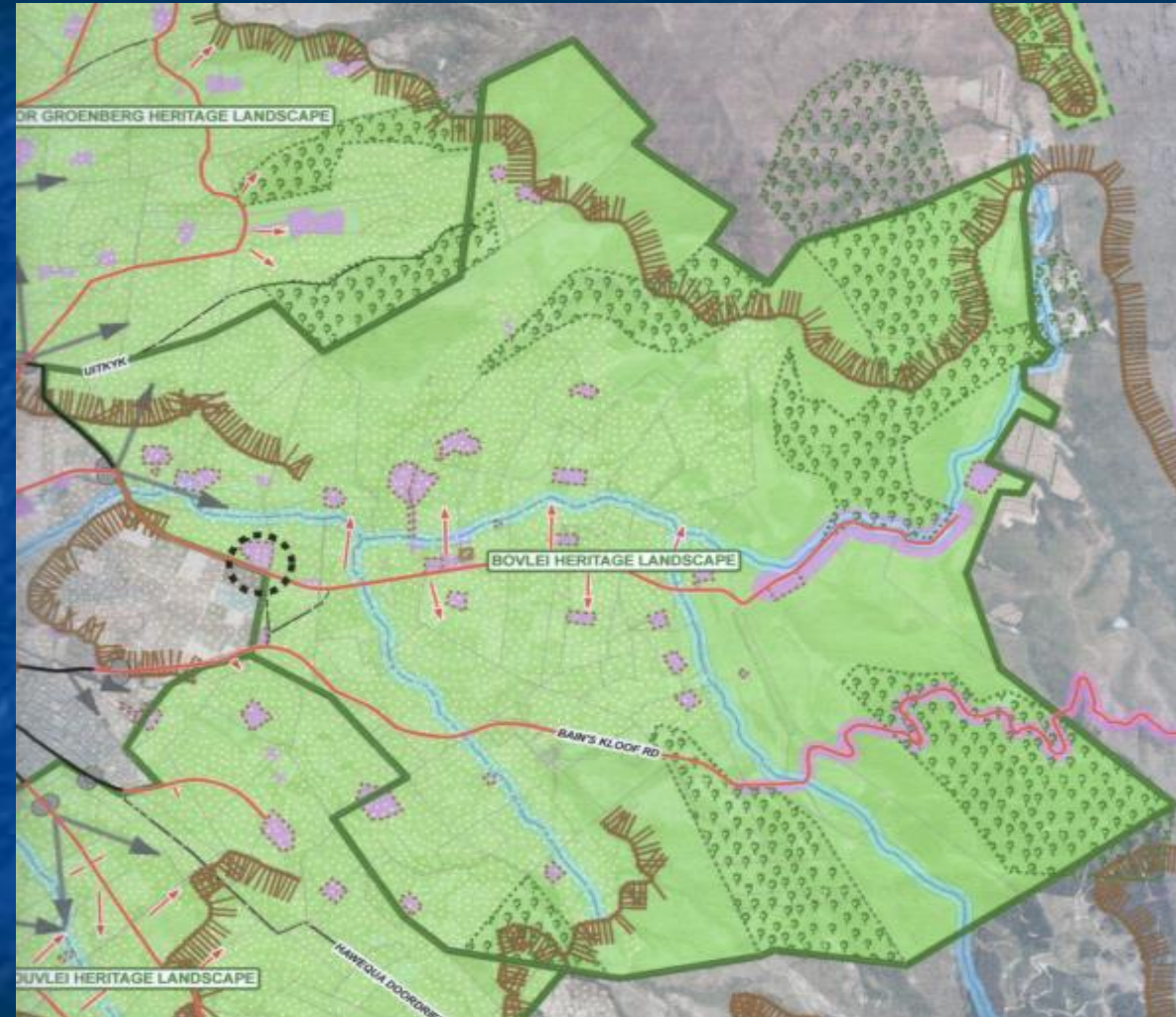
Portion of Green Point Survey (Todeschini & Japha), 1988: Aspects of streetscape examined.

THE SIGNIFICANCE OF CONTEXT: BOVLEI



Identifying spatial character zones: Bovlei, Voor Groenberg and Agter Groenberg, Wellington

THE SIGNIFICANCE OF CONTEXT




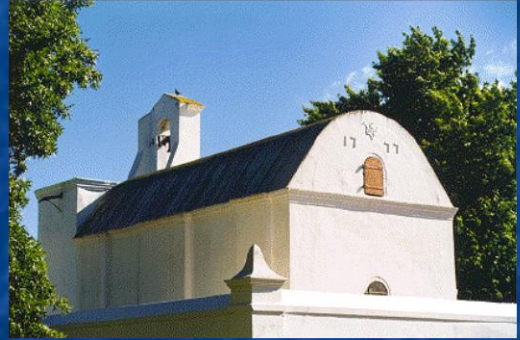
Identifying spatial character zones and understanding their broad spatial characteristics
The Bovlei, Wellington

RURAL SPATIAL CHARACTER ZONES: BOVLEI



The relationship between architectural significance and setting: Vrugbaar: Bovlei, Wellington

HERITAGE RESOURCE ASSESSMENTS: SITE INFORMATION RECORDED: HWC TEMPLATE

Erf number	Date built	Type of building			
6194	1777	Military			
Style	Architectural period	Present NHRA protection			
Early Cape	Early Cape Vernacular (Cape Dutch)	Previous National Monument (1970)			
Street address	Alterations	Use			
Market Square		Museum			
		Zoning			
Date of survey		Institutional			
24/03/2005					
Name of the building	General evaluation	Suggested grading			
Kruithuis	Very significant	II (2)			
Description	History	Social history	Date of photograph(s): 24/03/2005		
Small barrel-vaulted building with two storeys inside. Moulded cornice and pilasters beneath vault, and VOC monogram on one end. Pedimented bell-tower on north side. Surrounded by high capped wall with capped posts and arched gateway with vases.	The need for an arsenal for the storage of ammunition was urged by the Stellenbosch Burgerkrygsraad as early as 1686, but the tender was not awarded until 1776. The building was completed in only 182 days and handed over on 5 May 1777. The bell-tower was built at some time after 1779. It was used as a magazine for centuries.				
Significance in terms of NHRA					
	Very significant	Significant	Some significance	No significance	Not assessed
Historical					
Rarity					
Aesthetical					
Technological					
Cultural					
Social history					
Slave history					

(Bridget O'Donoghue)

INTANGIBLE HERITAGE

- Meanings generally relate to intangible aspects such as symbolic qualities and memories
- It could be to a minority or majority group of people
- NHRA list 'living heritage' meaning intangible aspects of inherited culture and may include: cultural traditions, oral history, performance, ritual, popular memory, festivals and events, knowledge and skills
- UNESCO lists intangible heritage to consist of:
 - Inherited traditions of the past but also contemporary urban and rural practices (Timescale)
 - Practices that have evolved in response to the environment (Contextual)
 - Contribute to give a sense of identity and continuity (Inclusive)
 - Communities based- the practices needs to be recognised as such by the communities/ groups/ individuals (Representative)

Langa

- Many sites of intangible heritage that relate to previous and current uses for example Male Initiation site which is currently used and managed by the Langa Initiation committee. The community has a very high value for this site and do not allow any other uses without their approval. However, it is city owned land and may be threatened due to the potential future development of the former power station site eg new access roads using land from the Initiation site
- Other sites of intangible heritage are situated on Washington road in the central historic area. These sites were used for traditional ceremonies between 1930 - 1960s. The use stopped when there was the rise of political activities - gatherings then became political instead of cultural

ANNEXURE 4:

Proposed CCT Grade

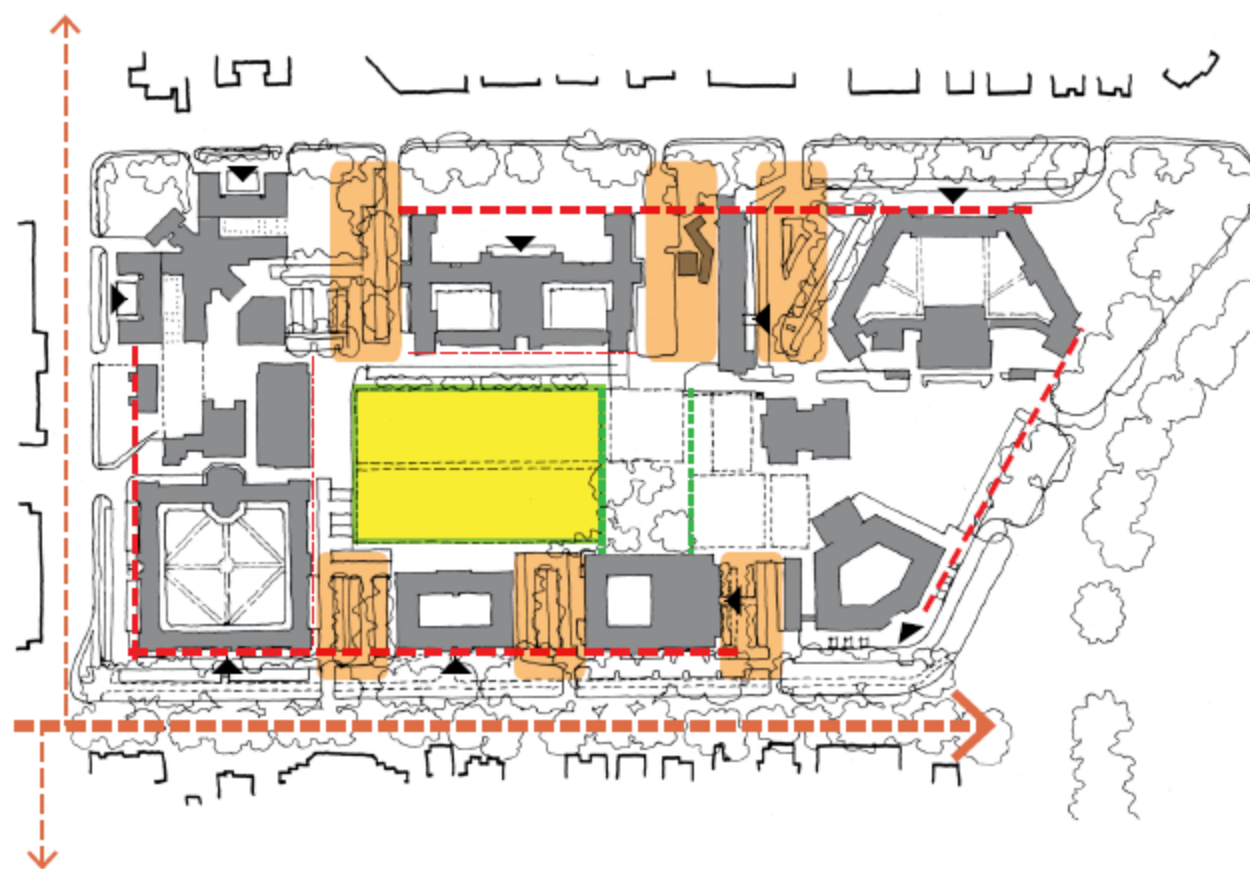
- 1
- 2
- 3A
- 3B
- 3C



KEY:

1. Main Barracks: Welcome Zenzile
2. Main Barracks: LTA Construction
3. Main Barracks: PSG: Peninsula Security Guards
4. Main Barracks: Beer Hall
5. North Barracks
6. Special Quarters (Married and Single quarters)
7. Migrant passage, site of former dipping hut
8. Migrant passage – Lerotholi Ave
9. Lange Hospital
10. Administration block
11. CCT Admin office
12. Formal official residences
13. Pass Office Museum
14. Post Office - Museum
15. Lange Market Hall – former Civic Hall
16. Makana
17. Makana Square
18. Bhunga Square
19. Mendi Square
20. Maragana Open Area
21. Portion of Bhunga Drive and historic entrance into Langa
22. Washington Drive
23. Gugu S'Thebe Cultural centre
24. Khuleni School site
25. Langa High School
26. St Cyprians site
27. St Louis school
28. Tembani school
29. Ethiopian Church
30. Presbyterian Church
31. Universal Congregational
32. St Francis Catholic Church
33. St Cyprians Anglican Church
34. Wesleyan Church
35. Baptist Union Church
36. SA Black Mission Field church
37. AME Church
38. Presbyterian Church
39. Dutch Reformed Church
40. Cemetery
41. Sports Stadium/Field
42. Initiation site
43. Robert Sobukwe Square
44. Old Flats
45. New Flats
46. The Zones

Site name	Erf number	CCT Proposed grading	Description and significance	Heritage Management Intention
			with building social networks	
Initiation site	35979	3A	Social and cultural significance associated with initiation rites.	Retain as initiation site
Robert Sobukwe Square	Traffic circle	1	Memorialising the gathering point for the 1960 Anti-Pass march and the role of Robert Sobukwe in the liberation struggle.	Retain as memorial square POS
Old Flats	1940, 1941, 1942, 1943	3A	Representative of the subsequent development and expansion of Langa. Socio-historical significance as a number of well-known personalities resided at these Flats. Nelson Mandela was sheltered here, moving within the complex to avoid detention by the Police.	Retain sample for adaptive reuse
New Flats	2731, 2732	3C	Component of the Langa Migrant hostel residential accommodation. Unique form and position within Langa.	Retain sample for adaptive re-use
The Zones	Various	3C	Not classified as heritage resources in terms of the NHRA, but significant in terms of the extension of Langa as a formal township and reflecting Apartheid town planning views.	Retain sample for adaptive reuse



KEY:

- HISTORIC BUILDING SETBACK LINES TO STREET
- HISTORIC VOID SPACES BETWEEN BUILDINGS
- HISTORIC INTERNAL GREEN SPACE (HOCKEY FIELD/TENNIS COURTS)
- KEY HISTORIC GREEN SETBACK LINES
- - - INTERNAL SETBACK LINES
- VICTORIA ROAD AS HISTORIC MOVEMENT SPINE
- BOSMAN STREET AS NORTH-SOUTH LINK
- ▶ FORMAL ENTRANCES TO BUILDINGS

19.0 Evolution

Certain historic patterns of campus-making have had an influence on the block. The block is edged to the south by Victoria Avenue, which forms a major structuring element of the core historic campus, as well as for the town as a whole. Bosman Street runs to the west of the block, dividing the residential area of the campus from the academic heart. Bosman also forms a major north-south link to Coetzenberg and the northern campus area, and its linking role will only be reinforced through the proposed location of a major shuttle stop for all bus routes in this part of the campus.

Other important campus-making elements include the setback lines along Victoria Street, Marais Avenue and opposite JS Marais Park, and the rhythm of solid and void created along these streets.

Within the block, the historic boundaries of the old hockey field to the east of Dagbreek residence persist into the current plan, although now filled with tennis courts. The historic garden area to the east of this area remains in the form of Sonop's northern garden area, with its 70 year old trees.



SUMMARY OF POINTS OF DISCUSSION

- Stellenbosch University Survey: excellent example of an inventory: geographical referencing; sufficient information to permit heritage assessment & management; heritage resources linked to context. Drakenstein and Overberg surveys also important for incorporation of context into assessment.
- Importance of using heritage resources for the purposes of management
- HWC attempting to encourage municipalities to prepare inventories that are useful for management (accepting that high costs on preparing inventories discourages budgeting for these exercises; HWC accepts that surveys can be undertaken in phases, provided this is motivated. NB of maintaining regular contact with HWC in preparation of a survey to confirm scope of work, methodology, team, etc)
- Debate regarding need for independence in the preparation of heritage inventories vs need to incorporate community values and ID of significance (especially NB in identification of intangible heritage)
- In rural surveys, economic issues of greater significance to the owners than heritage.
- If grading is attached to a cadastral unit (Farm or Erf number), is misleading if linked only to a structure. How to plot co-ordinates of each HR graded
- Agricultural landscape changes over time: how to grade? How to accommodate change?
- HWC templates not useful for rural surveys
- Incorporation of intangible heritage a significant gap: tendency for significant architectural bias. How to understand past and contemporary practices; importance of inclusivity; importance that community based knowledge is accepted and incorporated; how to value (eg: some intangible heritage only of value to some generations, others in perpetuity. Implications for management complex). Requires surveys to include far more lengthy participation and to be viewed as living documents that require on-going review. Oral historians and anthropologists should be included in survey teams.
- HWC have developed an initiation sites policy: Notice to be published shortly
- Methodology should be tailored to context: eg: what works in urban areas does not work in rural
- NB that practitioners have access to a GIS based systems
- Difficulty in developing a consistency of grading. Often differs depending on context and local attribution of value. NB for HWC to develop benchmarking to improve consistency. Pre-authorisation of methodology from HWC should aid consistency. HWC about to launch a website which could include the surveys (at the moment difficult for practitioners to access the surveys or obtain information on where surveys have been conducted and which approved)
- How to gauge how much research is necessary
- Suggest APHP hold a workshop to discuss HWC's Draft Guidelines, provides the opportunity for more discussion. APHP to arrange and communicate