

CAPE PENINSULA NATIONAL PARK

HERITAGE RESOURCE MANAGEMENT PLAN

SUMMARY OF STATUS REPORT

March 2003

1. Introduction

Established in 1998, the Cape Peninsula National Park represents a unique combination of natural and cultural heritage. Nominated as a World Heritage Site, the Cape Peninsula is an integral part of Cape Town's identity. It embodies the histories and memories of the diverse cultures of Cape Town, both past and present. It represents both tangible and intangible evidence of this diversity, and reflects both shared and conflicting meanings and interpretations.

In order that heritage associated with the CPNP is managed effectively and according to legal requirements and international best practice, the Cape Peninsula National Park (CPNP) is developing a Heritage Resource Management Plan. The Heritage Resource Management Plan (HRMP) will enable the Park to identify and map all heritage resources, assess the significance of such heritage resources, and set out procedures for the effective and sustainable management of the identified cultural resources within the CPNP.

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. This has been underscored by the promulgation of the National Heritage Resources Act¹ (NHRA), which regulates all South African places and objects of cultural significance or of other special value as part of the "national estate".

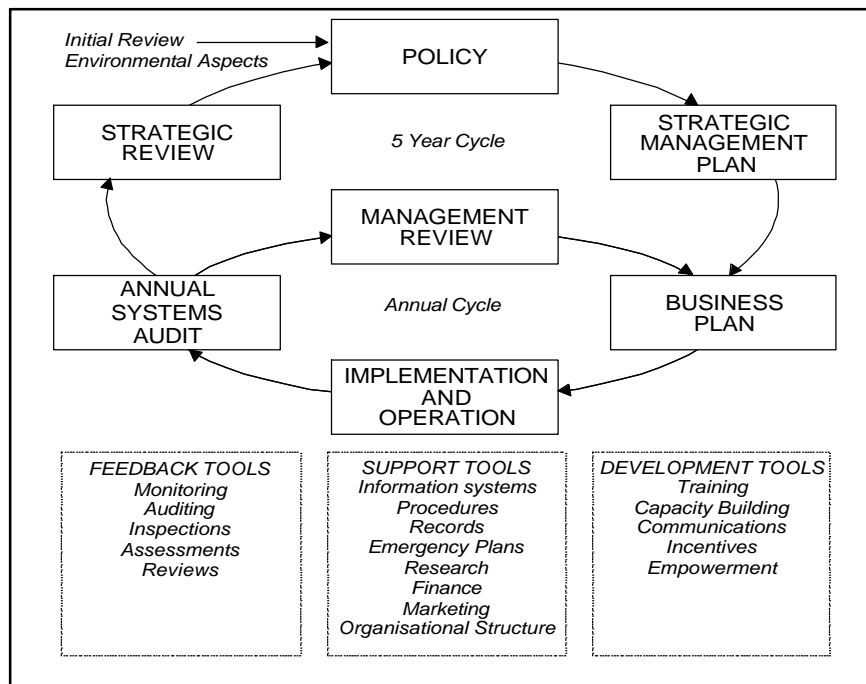
In 1999, the CPNP management commissioned the development of an Integrated Environmental Management System (IEMS)². The development of the management system included the development of a Management Policy and a Strategic Management Plan (see figure 1 below). In tandem with the development of the IEMS, an Environmental Information System (EIS)³ was developed. The EIS consists of a number of Geographical Information System (GIS) layers and tools that organise and present information for management. One of the key strategies of the five-year Strategic Management Plan is to compile and implement a heritage resources management plan (HRMP).

¹ Act 25 of 1999

² The CPNP IEMS, funded by the Global Environment Facility (GEF), was developed by Common Ground Consulting in association with ZIZO Systems International.

³ The CPNP EIS, funded by the GEF, was developed by the GTI Consortium.

Figure 1: Structure of the CPNP Integrated Environmental Management System



The CPNP Heritage Landscape Group was commissioned by SANParks in 2000 to prepare a Provisional Heritage Resources Synthesis Map and Report to the CPNP as input to the Conservation Development Framework (CDF). The CDF represents a Park-wide strategic spatial plan for physical development within the Park.

In January 2002, the CPNP 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). The CPNP called for proposals and entered a formal tender process to adjudicate the proposals. 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).

3. What is the purpose of the project?

The purpose of the project is to compile a Heritage Management Plan for the Cape Peninsula 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.

4. How is the Heritage Resources Management Plan being developed?

The following is an overview of the phasing and associated products of the HRMP process as set out in the terms of reference for the study. See Figure 2: CPNP Heritage Resources 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 heritage register; and,
- maps and diagrams representing heritage resources. These will also be available via interactive web pages.

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

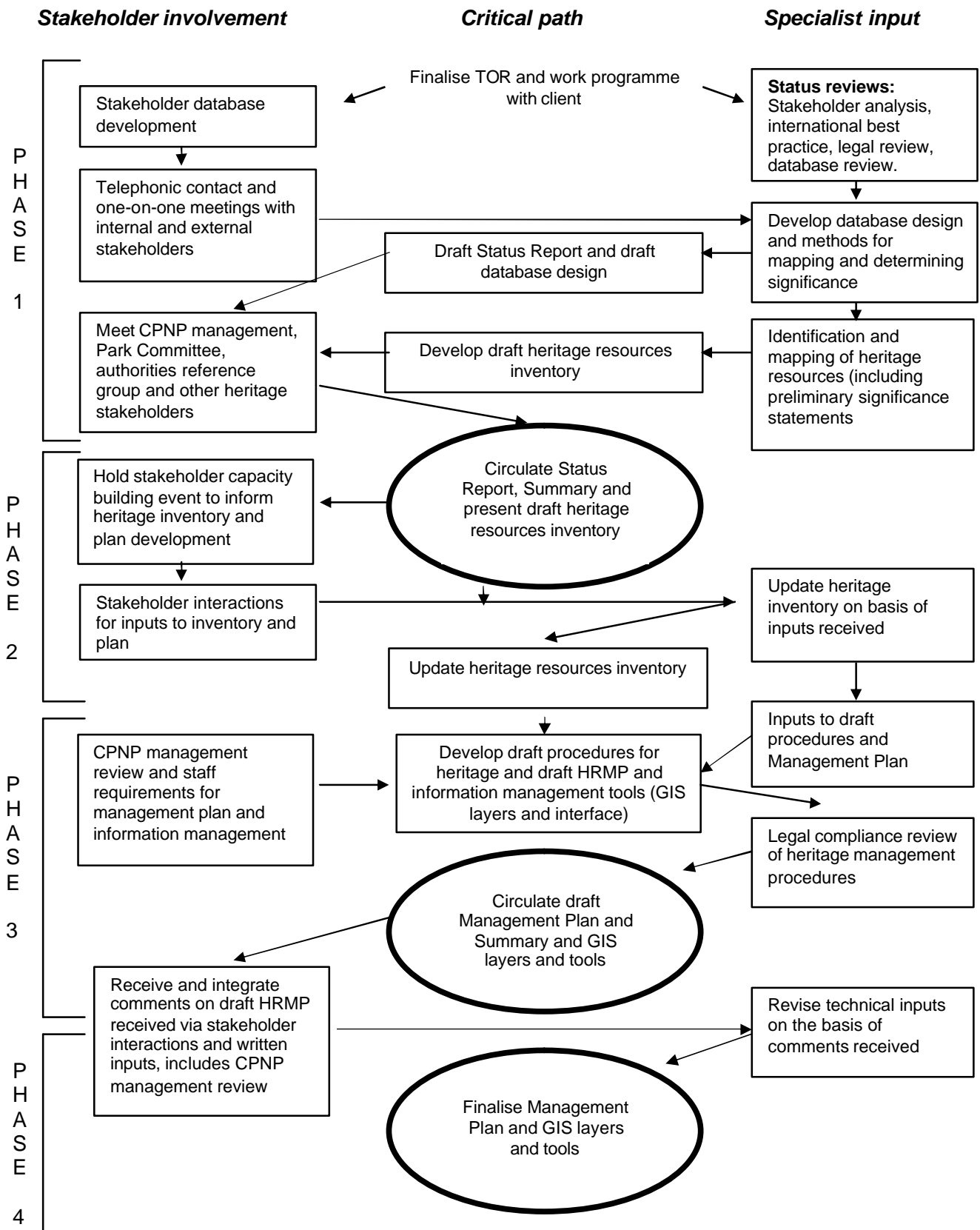
Final Project Products:

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

5. How can you be involved?

Four key groups of stakeholders will be engaged in the process of developing the HRMP: CPNP 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 communications and one-on-one interactions. Stakeholders will be engaged in identifying, determining the significance and advising on the management of heritage resources in the Park. Heritage authorities/agencies will assist the team and the CPNP in ensuring that the HRMP and its inventory conform to accepted national and provincial standards. All other relevant authorities will be engaged to enable consistency and co-operation in the management of heritage resources on the Cape Peninsula (See Figure 3 below). Contact Common Ground on 021 4245052 (tel) or 021 4242495 (fax) (Shawn Johnston, sjohnston@commonground.co.za or Fatimah Boltman, fboltman@commonground.co.za) should you wish to be involved in this process.

Figure 2: CPNP Heritage Resources Management Plan Preparation Process



6. What are heritage resources?

6.1 International and South African definitions

South African definitions of heritage resources 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.”

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 if they have cultural significance or other special value because they:

- have importance in a community or pattern of South Africa’s history;
- possess uncommon, rare or endangered aspects of South Africa’s natural or cultural heritage;
- have potential to yield information that will contribute to an understanding of South Africa’s natural or cultural heritage;
- are important to demonstrate the principal characteristics of a particular class of South Africa’s natural or cultural places or objects;
- are important to exhibit particular aesthetic characteristics valued by a community or cultural group;
- are important to demonstrate a high degree of creative or technical achievement at a particular period;
- have a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
- have a strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; or,
- are sites of significance relating to the history of slavery in South Africa.

6.2 The nature and types of heritage resources

The National Heritage Resources Act states that heritage resources may include (also see Box 1):

- 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.

BOX 1: CATEGORIES OF HERITAGE RESOURCES	
<p>LANDSCAPES</p> <ul style="list-style-type: none"> • natural landscape • pre-colonial landscape • planted landscapes • productive landscape • townscapes and historical settlements • scenic landscape <p>BUILDINGS AND ASSOCIATED STRUCTURES</p> <ul style="list-style-type: none"> • 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. <p>LANDSCAPE FEATURES</p> <ul style="list-style-type: none"> • farm boundaries • significant tree groupings or alignments • mountain peaks and ridgelines <p>GEOLOGICAL SITES</p> <ul style="list-style-type: none"> • caves • exposed geological surfaces and intrusions <p>MEMORIALS</p> <ul style="list-style-type: none"> • monuments • plaques • benches <p>MILITARY INSTALLATIONS</p> <ul style="list-style-type: none"> • forts • batteries • signal/radar stations • cannon sites <p>INDUSTRIAL INFRASTRUCTURE</p> <ul style="list-style-type: none"> • dams/reservoirs and associated water reticulation systems • quarries • mines • mills and mill races • wash houses • irrigation systems • forestry related infrastructure <p>GRAVES AND BURIAL GROUNDS (SEE RELIGIOUS/SPIRITUAL SITES BELOW)</p> <ul style="list-style-type: none"> • kramats • Christian graves • Indigenous burial sites • Chinese burial grounds • Other 	<p>ROUTES</p> <ul style="list-style-type: none"> • footpaths • roads <p>RELIGIOUS/SPIRITUAL PLACES (SEE LIVING HERITAGE SITES BELOW)</p> <ul style="list-style-type: none"> • Churches • Mosques • African Zionist gathering places • Graves and burial grounds <p>PLACES OF DISPLACEMENT</p> <ul style="list-style-type: none"> • Slavery sites • sites associated with Group Areas <p>LIVING HERITAGE PLACES</p> <ul style="list-style-type: none"> • 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 <p>SYMBOLIC PLACES</p> <ul style="list-style-type: none"> • Landmarks • Landscapes <p>RECREATIONAL SITES</p> <ul style="list-style-type: none"> • Active recreational sites such as playing fields, parks, cable stations • Passive recreational sites such as footpaths, beaches • Shade trees • Picnic sites <p>SCENIC SITES</p> <ul style="list-style-type: none"> • view sites • scenic routes • scenic landscapes • focal points <p>ARCHAEOLOGICAL/PALAEONTOLOGICAL SITES</p> <ul style="list-style-type: none"> • fossil sites • cave sites • open sites • shell middens • historical middens • fish traps • structural remains <p>SHIPWRECKS</p> <ul style="list-style-type: none"> • sailing vessel • motor vessel • steamship • fishing vessel • cargo vessel • freighter vessel • barge • oil tanker

7. Legal requirements for heritage management

EnAct International has been appointed to undertake the legal review and to assist with the legal content of the final management plan, including the management protocols. The Legal Review⁴ has identified the obligations of SANParks in respect of the heritage resources within the CPNP. These arise from international Conventions, the common law, the Constitution and various local statutes, most notably the National Heritage Resources Act. The full Legal Review is available on the CPNP website (www.capepeninsula.co.za) or via the contact details provided in section 11 below.

8. Current heritage resource management in the CPNP

South African National Parks are committed to integrating cultural heritage into the management of national parks. CPNP's Management Policy and Strategic Management Plan are seen as supporting this approach and meeting legal requirements. Theme 4 of the CPNP's Management Policy includes the following:

“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.*
- 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 CPNP 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.*

⁴ 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.

The Strategic Management Plan (2000-2004) includes the following strategies and actions:

Strategies	Actions
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
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
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

The key challenge for the CPNP in heritage resources management is the balancing of the significance of natural and cultural heritage resources within landscapes. Furthermore, the management capacity and training of CPNP staff in heritage resources management will require focussed attention if the proposed HRMP is to be effectively implemented.

9. International best practice review

The international best practice review has specifically focused on guiding the further development of the HRMP. It has therefore researched approaches to heritage resources management, involvement of stakeholders, identification and determining significance and the development of heritage resources conservation plans.

10. Informing the Heritage Resources Management Plan

The Status Report has assisted the development process of the HRMP by informing:

- co-operation with relevant authorities;
- the stakeholder involvement process;
- the methodology for determining significance of heritage resources;
- the requirements and design of the heritage inventory and associated database and GIS tools;
- staff training and capacity building;
- interpretation of heritage resources; and,
- a preliminary list of procedures/protocols for inclusion in the IEMS is presented for consideration.

The essential next step in taking the HRMP further is to enable stakeholders to assist in the identification and determination of significance of heritage resources and to inform the approach to their future management.

11. Contact details for further information

The full Status Report and Legal Review are available on the Cape Peninsula National Park website: www.capepeninsula.co.za or via the contact details provided below. Should you wish to be involved in the development of the Heritage Resources Management Plan for the CPNP, please contact Shawn Johnston or Fatimah Boltman of Common Ground: Tel: 021 4245052, Fax: 021 4242495 or Email: sjohnston@commonground.co.za or fboltman@commonground.co.za.