CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

ENERGY ENVIRONMENT & SPATIAL PLANNING
ENVIRONMENTAL RESOURCE MANAGEMENT

Environmental and Heritage Management
NOVEMBER 2015

GRADE III HERITAGE RESOURCES

Local Authority clarification of the system for grading Grade III heritage resources
in terms of the National Heritage Resources Act, Act 25 of 1999
for local heritage/conservation bodies and communities

"The National Heritage Resources Act (NHRA, Act 25 of 1999) introduces an integrated and interactive system for the management of the national heritage resources; to promote good government at all levels; and to empower civil society to nurture and conserve their heritage resources so that they may be bequeathed to future generations…to provide for the protection and management of conservation-worthy places and areas by local authorities…"

The NHRA introduces a three tier system of management of heritage resources, in which national level functions are the responsibility of the South African Heritage Resources Agency (SAHRA), provincial level functions (in the Western Cape) are the responsibility of Heritage Western Cape (HWC) and local level functions are the responsibility of the local authorities (where they are competent ito the NHRA). Since 28 February 2013, the City of Cape Town is a competent local authority. The Competence ito the NHRA lies with the Environmental and Heritage Management Branch. Competence is reviewed by HWC, the provincial heritage resources authority, at least every 2 years.

The system of grading established by the NHRA

SAHRA, in consultation with the Minister and MEC of every province, is responsible for the establishment of the system of grading. This system distinguishes at least, between Grade I, Grade II and Grade III heritage resources:

- SAHRA is responsible for the identification and management of Grade I heritage resources and the co-ordination and monitoring of the management of the national estate in the Republic.
- HWC is responsible for the identification and management of Grade II heritage resources.
- The local authorities are responsible for the identification and management of Grade III heritage resources and heritage resources which are deemed to fall within their competence in terms of the NHRA.

Roles and responsibilities

The City of Cape Town (Environmental and Heritage Resources Branch) is responsible for the identification (grading) and management of Grade III heritage resources within the Cape Town Metro. The Cape Town Metro stretches from beyond Mamre in the north, Gordon's Bay in the east and Cape Point in the south.

METRO OFFICE   IZIKO LOLUNTU   BURGERSENTRUM
44 WALE STREET CAPE TOWN 8001 P O BOX 298 CAPE TOWN 8000
www.capetown.gov.za

Making progress possible. Together.

Grading of Grade III

Common practice subdivides Grade III into IIIA, IIIB and IIIC. These 'sub grades' have not yet been formalised by means of a regulation published in either the Government or Provincial Gazette.

- Grade IIIA (Metro/Region): Heritage resources that have a high intrinsic significance in terms of the significance criteria identified by the NHRA. Such heritage resources are outstanding examples or representations of a typology and may demonstrate a high degree of intactness.

- Grade IIIB (Neighbourhood/suburb): Heritage resources that have considerable intrinsic significance in terms of the significance criteria identified by the NHRA.

- Grade IIIC (Streetscape): Heritage resources that have significance within their immediate context. They contribute to the streetscape and historical character of the surrounds. Alterations and additions may be evident, but the building remains representative example of the typology. Heritage value can be improved or rehabilitated.

- Grade IIIC (Some significance): Buildings that are older than 60 years, but have been altered to such an extent that their heritage value has been greatly diminished. Demolition could be considered, but where in a HPO, any replacement building would have to be appropriate to the heritage environment of the streetscape.

- Not conservation worthy
  Buildings that have no intrinsic value and that do not contribute the streetscape and/or historic environment or have a negative impact.

Table 1: Summary explanation of grades

Grading		Explanation	Management level
Not yet graded		The grading still needs to be determined or insufficient information is available to determine the grading	HWC Local authority if within a heritage overlay?
Grade I		Heritage resources with qualities so exceptional that they are of special **national** significance	SAHRA
Grade II		Heritage resources which, although forming part of the national estate, can be considered to have special qualities which make them significant within the context of the **province** or a region	HWC
Grade III		Other **heritage resources worthy of conservation**	Local authority
Informal subgrades	IIIA	Heritage resources which are significant in the context of a **region**	Local authority
	IIIB	Heritage resources which are significant in the context of a **townscape**	Local authority
	IIIC	Heritage resources which are significant in the context of a **streetscape**	Local authority
	IIIC/4	Heritage resources with some significance, but	Local authority

Grading	Explanation	Management level
	alterations have greatly diminished the heritage value.	
Not conservation worthy (or Grade IV?)	Not conservation-worthy	Local authority

Management implication of heritage gradings

Gradings and statements of significance are meaningless without a clear understanding of the management implications of those grading.

Table 2 summarizes the implications that specific gradings would have on proposed alterations to a heritage resource. As yet, all applications for heritage permission in terms of Section 34 and 38 must go to Heritage Western Cape. The City of Cape Town is in the process of applying for the delegation of the permitting function.

Table 2: Heritage management implications of gradings on proposed alterations to heritage resources.

Grading/Significance	Heritage management implications (Baumann and Winter 2004)
Grade IIIA: • Outstanding local architecture, aesthetic, social and historical value • Outstanding intrinsic value for social, historical, scenic, aesthetic values either individually or as part of a group at a local level • Local significance	• Conserve • Remedial action to enhance significance • Minimal intervention • Interpretation • Permit of approval required for any demolition, alteration or change in planning status
Grade IIIB: • Considerable local architecture, aesthetic, social and historical value • Considerable intrinsic value for social, historical, scenic, aesthetic values either individually or as part of a group • Local significance	• Conserve • Remedial action to enhance • Permit of approval required for any demolition, alteration or change in planning status • Retain historical fabric (predominantly building exterior)
Grade IIIC • Local contextual value for social, historical, aesthetic value	• Conserve wherever possible • Retain historical fabric wherever possible (exterior only) • Conserve and enhance contribution to overall character and streetscape (predominantly public/private interface) • Permit of approval required for any demolition, alteration or change in planning status
Grade 3C/Not conservation worthy • Some contextual value for social historical, aesthetic value	• Permit of approval required for any demolition, alteration or change in planning status • Demolition can be considered if rehabilitation of the resource cannot be undertaken
Not Conservation worthy (designated 4 to facilitate data-capture in GIS)	• Demolition acceptable option • No further heritage applications required • Does not exempt from applications in terms of National Building Regulations (NBR)

Formal Protections for Grade III heritage resources

Grading is an important step in the process towards the formal protection of a heritage resource. The NHRA makes provision for the following formal protections for individual heritage resources:

- national heritage sites (NHS),
- provincial heritage sites (PHS), or in the case of
- Grade III heritage resources, the Provincial Heritage Register.

The formal protections are effected by means of a notice in the Government Gazette (NHS) and/or the Provincial Gazette (PHS and Heritage Register).

Grading in itself is not a formal protection. In the interest of good co-operative governance and in keeping with the spirit of the NHRA, the higher grading by a heritage resources authority will take precedence over any lower grading e.g. if HWC identifies a heritage resource as Grade II, which a local authority has identified as Grade III, then the grading of Grade II stands. The General Protections of the NHRA (s34, 35 and s36) apply in the absence of a formal protection irrespective if the grade if the heritage resource.

The NHRA makes provision for the protection of areas in terms of the NHRA, but also makes provision for local planning authorities to compile inventories of the heritage resources within their jurisdiction. Planning authorities must at the time of the revision of town or regional planning schemes, or at the initiative of HWC, investigate the need for the designation of heritage areas to protect any place of environmental or cultural interest.

The Municipal Planning By-Law (2015) (MPBL) was enacted by the City of Cape Town from 1 July 2015. Included in this By-Law is the concept of overlay zonings. In terms of Schedule 3 of the MPBL Chapter 20 (item 163): The HPO provides a mechanism for the protection of heritage places the City considers to be conservation-worthy in terms of its heritage strategies.

Heritage Protection Overlay Zone (HPO)

1**.** Unless exempted, the following activities affecting a place or an area protected as a Heritage Protection Overlay zone requires the approval of the City:

    a) Any alteration, including any action affecting the structure, appearance or physical properties of a heritage place, whether by way of structural or other works, by painting, plastering or other decoration or any other means;

    b) Any development, including any physical intervention, excavation, or action other than those caused by natural forces, which may in any way result in a change to the appearance or physical nature of a heritage place, or influence its stability and future well-being, including –

        i. construction, alteration, demolition, removal or change of use of a heritage place or a structure at a heritage place;

        ii. carrying out any works on or over or under a heritage place;

        iii. subdivision or consolidation of land comprising a heritage place, including the structures or airspace of a heritage place;

        iv. any change to the natural or existing condition or topography of land; and

        v. any permanent removal or destruction of trees, or removal of vegetation or topsoil;

    c) Addition of any new structure;

    d) Partial demolition of a structure;

e) Alteration to or removal of any historical landscape or any landscape feature, including boundary hedges and mature plantings; or addition or removal of or alteration to hard landscape surfaces, street furniture or signage; or
f) Any below-ground excavation.

2. The City may exempt a specific activity or schedule of activities in a geographic area which has been protected as a Heritage Protection Overlay zone from the requirements of sub-item (1)

Table 3: List of exemptions in terms of the HPO.

Exemption					Activities exempted from having to obtain Council's approval
				Exemption 1	The following **Landscaping** activities are exempt: • Day to day gardening and garden maintenance that *does not involve* the removal of mature trees or hedges, or change in topography of the landscape, or the erection, demolition or removal of walls, fences, structures or features. • Continuance of planting and farming activities which does not change the character or topography of a place. This *does not include* the erection of permanent or temporary structures.
			Exemption 2		The following **Minor Maintenance** activities are exempt: • Re-painting or re-decorating (including changes in paint colour but not including painting of natural stone, unpainted metal, face-brick, ceramic, or unpainted wood, or similar such unpainted surface); • Replacement of roof covering using identical material, treatment and form; • Minor maintenance that does not involve: changes in material, form, or type of finish, removal of original joinery, features or fittings, or such which have been part of the structure for over 60 years.
	Exemption 3				The following **Internal Alterations** activities are exempt: • Internal construction, removal, alteration or demolition that is not visible from outside a structure. (This exemption does not include internal construction across window, door or other openings which may be seen from outside the structure, or alterations that compromise the structural integrity of a structure).
Exemption 4					The following activities are exempt: All activities authorised for a place, site or area in terms of and in accordance with a **Heritage Management Plan** approved by the City.

Who grades?

Any person or community can make a recommendation for grading to the relevant authority. SAHRA is responsible for the identification (grading) and management of Grade I or National Heritage resources. HWC is responsible for the identification (grading) and management of Grade II or Provincial Heritage resources. The City of Cape Town, Environmental and Heritage Management Branch is responsible for the identification (grading) and management of Grade III heritage resources.

The Environmental and Heritage Management Branch welcomes the input of communities in taking an active interest in the identification of heritage resources within their neighbourhoods. The NHRA "empowers civil society to conserve their heritage resources so that they may be bequeathed to future generations". The Environmental and Heritage Management Branch (Metro Office) is more than willing to liaise with local heritage communities who would like to undertake heritage audits on a volunteer basis in their neighbourhoods. There is no substitute for local knowledge, especially in terms of local narratives and traditional practices (intangible heritage).

The basic CCT survey form is included in Appendix 1, together with an annotated sheet explaining how to complete the fields listed.

Sources

Baumann, N. 2009. Draft 1: Overstrand Heritage Survey. Unpublished report prepared for the Overstrand Municipality by the Overstrand Heritage Landscape Group (OHLG).

Baumann, N. and Winter, S.2004. Conservation Management Implications for Heritage Gradings and Heritage Resources. Unpublished report.

Heritage Resources Working Group. 2005. Cultural Heritage Strategy for the City of Cape Town. Unpublished document prepared for the City of Cape Town Environment & Heritage Management Branch.
http://www.capetown.gov.za/en/EnvironmentalResourceManagement/functions/Pages/En vironmentalHeritageManagement.aspx

Heritage Western Cape. 2010. Guidelines for built environment heritage surveys. Unpublished document. http://www.westerncape.gov.za/other/2012/5 /guidelines_for_surveys_final_dec_2010.pdf

Heritage Western Cape. 2012. A short guide to, and policy statement on, grading. Unpublished document.
http://www.westerncape.gov.za/eng/directories/public_entities/1063/72512/

NSW Heritage Office. 2000. Heritage Information series: Assessing historical association.
http://cityteams.capetown.gov.za/sites/herrep/Shared%20Documents/Policy%20and%20Gui delines/Assessing%20Significance/ASSESSING%20HISTORICAL%20ASSOCIATION%20(HIS%20NS W).pdf

Rennie, J. 1978. The buildings of Central Cape Town. Cape Town: Cape Provincial Institute of Architects.

APPENDIX 1: CCT Heritage Survey Capture Form *Required field

AREA NAME:

Heritage Assessor*		Page		
Audit No	Map sheet no.	Date*		
Record Method	Photograph / street view / research / other	Erf*		
Suburb, street and no*.				
Site name (if applicable)				
Type of resource*	Building / site / landscape feature /other			
Proposed Grade*		**HPOZ**		
Period*				
Comparative sites/settlements				
Architecture Style*				
Landscape feature				
Associative landscape feature				
SIGNIFICANCES				
Context Townscape		H	M	L
Context streetscape*		H	M	L
Symbolic (e.g. religious)		H	M	L
Associational	Valued (social, cultural, religious, spiritual, symbolic, aesthetic, event, education association)	H	M	L
Aesthetic *	Community	H	M	L
	Aesthetic to setting	H	M	L
Architectural*	Creative excellence	H	M	L
	Layering of fabric			
	Intact	H	M	L
	Replacement fabric			
	Loss of fabric			
Scientific	Natural or cultural	H	M	L
	Teaching site	H	M	L
	Human occupation			
Historical value	NB in community	H	M	L
	Pattern of history	H	M	L
	Associational	H	M	L
	Slavery	H	M	L
AGE*		H	M	L
Rarity	Intact, Rare, endangered or uncommon structures			
	Demonstrates way of life, custom, land use (existing, previous or vulnerable)			
Representivity /degree of intactness	Demonstrates principal characteristic: natural or cultural environment	Windows Door Verandah Boundary definition		
Current Use	Residential Commercial Institutional			
Statement of Significance				
(Additional notes on the back of the page, or staple copies of relevant reports/specialist studies				

ANNOTATED CCT Heritage Survey Capture Form

* Required fields
** Shaded fields assist with the drafting of the detailed statement of significance

AREA NAME:

Heritage Assessor		Page
Audit No	Map sheet no.	Date
Record Method	Photograph / street view / research / other	Erf
* Suburb, street and no.	Street number and name in [Alternate name]	
* Type of resource	Building / site / landscape feature /other	
*Proposed Grade		*HPOZ
* Period		
Comparative sites/settlements		
Architecture Style	If clearly represented.	
Landscape feature	Outbuildings/boundary walls/verandahs which form part of the streetscape/mature trees/	
Associative landscape feature		
STATEMENT OF SIGNIFICANCE		
Context Townscape		H M L
* Context streetscape		H M L
** Symbolic (e.g. religious)		H M L
** Associational	Valued (social, cultural, religious, spiritual, symbolic, aesthetic, event, education association)	H M L
* Aesthetic	Community	H M L
	Aesthetic to setting	H M L
** Architectural	Creative excellence	H M L
	Layering of fabric	
	Intact	H M L
	Replacement fabric	
	Loss of fabric	
** Scientific	Natural or cultural	H M L
	Teaching site	H M L
	Human occupation	
** Historical value	NB in community	H M L
	Pattern of history	H M L
	Associational	H M L
	Slavery	H M L
* AGE		H M L
Rarity	Intact, Rare, endangered or uncommon structures	H M L
	Demonstrates way of life, custom, land use (existing, previous or vulnerable)	
Representivity /degree of intactness	Demonstrates principal characteristic: natural or cultural environment	H M L Windows Door Verandah Boundary definition
Current Use	Residential Commercial Institutional	
* **Statement of Significance (brief)** FORMULA for brief statement of significance: [pattern of settlement/history] +		

[architectural creativity/excellence] + [immediate context sig - descriptive]
Eg: Late 19th/early 20th century residential densification of [*name of suburb/region*]. Very good architectural example with good interface with the streetscape.

Grading notes:

Additional notes which contribute to the better understanding of the heritage resource, can be added to the back of the sheet or stapled onto the sheet if available in heritage statements/specialist studies.

e.g. Rare intact example with original wooden decorative fretwork/Some loss of fabric, but basic typology clearly evident/ Heritage value can be improved/rehabilitated

Associational events:

If Associational significance has been checked, please expand details.
e.g. Owned by Anders Ohlsson (Ohlssons/SA Breweries 1920-1925)/Law offices of Abduraham 1930-1935/Site of the signing of xx document/Person, Struggle activist/

Intangible heritage:

Group Areas Forced Removals/Traditional gathering place etc places where the storey about the place is all that remains – opportunities for interpretation/signage/ acknowledgement