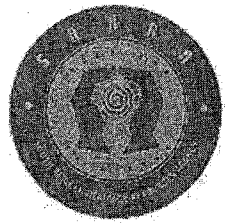


Draft 5
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**SOUTH AFRICAN HERITAGE
RESOURCES AGENCY**

A Short Guide to Grading

**Section 7 of the National Heritage Resources Act and
Regulation 43 Government Gazette no 6820, Notice No 694 of 30 May 2003**

Why Grade?

The South African heritage resource management system is based on grading, which provides for assigning the appropriate level of management responsibility to a heritage resource.

What is Grading?

Grading is a step in the process towards a formal declaration, such as a declaration as a National Heritage Site, Provincial Heritage Site, or in the case of Grade 3 heritage resources the placing of a resource on the Register. It is not an end in itself, but a means of establishing an appropriate level of management in the process of formal protection.

Who Grades?

Grading may be carried out only by the responsible heritage resources authority, or in the case of a Grade 3 heritage resource by the Local Authority. Any person may however make recommendations for grading. These are known as Field Ratings and usually accompany surveys and other reports.

Field Rating	Grading (by HRA)	Formal Gazette Status	Level of Management	Responsible Authority
Suggested Grade 1	Grade 1	National Heritage Site	National	SAHRA
Suggested Grade 2	Grade 2	Provincial Heritage Site	Provincial	PHRA
Suggested Grade 3	Grade 3	Register	Local	Local Authority

Grading Committees

Grading is a formal process and should be undertaken within the responsible authority by a small grading committee comprising representatives of the responsible heritage authority, as well as other heritage authorities and experts.

Information necessary for grading will depend on the level of grading proposed. A short statement of significance may be necessary for a Grade 3 heritage resource, whereas the SAHRA forms for Grading and Nomination of a National Heritage Site require significant prior research.

The Implications of Grading

Grading has immediate implications for the management of heritage resources, and may change the authority responsible for issuing permits.

Archaeological Sites: The level of management authority coincides with the Grading level. I.e Grade 1 archaeological sites are managed by SAHRA, Grade 2 Archaeological Sites are managed by the PHRAs.

Structures: Authorization for changes remains with the PHRA until such time as the formal protection has been gazetted. This requires cooperation between any levels of authority with an interest in the site. Should an authority other than the PHRA wish in the short term to manage a structure that has been graded, it must investigate provisional protection.

Serial Grading

Sites that may have greater significance, or tell a fuller story when viewed as a group rather than as single sites may be considered for "serial nomination". Serial nomination allows for the linking of complimentary sites that are being considered for Grade 1 or 2 status into a single declaration.

Serial grading or nominations should not be seen as a means of avoiding the establishment a single most appropriate site when dealing with sites of similar type and significance, but must be defensible as having a group significance.

Sites Associated with People or Groups

Issues around the nomination of sites associated with individuals and groups can be complex, and highly contestable. Establishing the sphere of significance of a person or group is difficult, and the decision to memorialise a person can be fraught with subjectivity. Also deciding which site best encapsulates the person can be highly contested and there is a danger of numerous places being declared as heritage sites because of a link with that person. In considering nominations of sites relating to people of national, provincial or local significance, the following issues must be considered:

1. What is the sphere of greatest significance of the person or group – national, provincial, local?
2. Is it the person or an event that is associated with the person or group that is significant? Should rather the event be remembered by means of declaration of a site representing the event?
3. Would a heritage route relating to the person be more appropriate?
4. The place should be associated with a significant aspect of a person or group's contribution.
5. The place associated with a person or group must be compared with other places associated with the person or group to demonstrate that this place is an outstanding example that clearly articulates that association.
6. The number of declared heritage sites relating to a specific person must be limited.
7. The declaration of a series of sites as a serial declaration may in instances be considered if no single site is fully enough representative of the person.
8. Does the place retain enough integrity to convey its significant associations.
9. The person whom the site represents should no longer be living - unless under extraordinary circumstances.

The National Heritage Site Nomination Form

This form must be completed when a site is first put forward for declaration as National Heritage Site. This form provides the basis on which the SAHRA Grading Committee considers the grading of a site as a Grade 1 site, prior to the nomination dossier being drawn up as part of the process of declaration. The form provides an excellent indication of the criteria used in assessing whether a site is Grade 1; or whether it should be considered for Grade 2 or Grade 3 status.

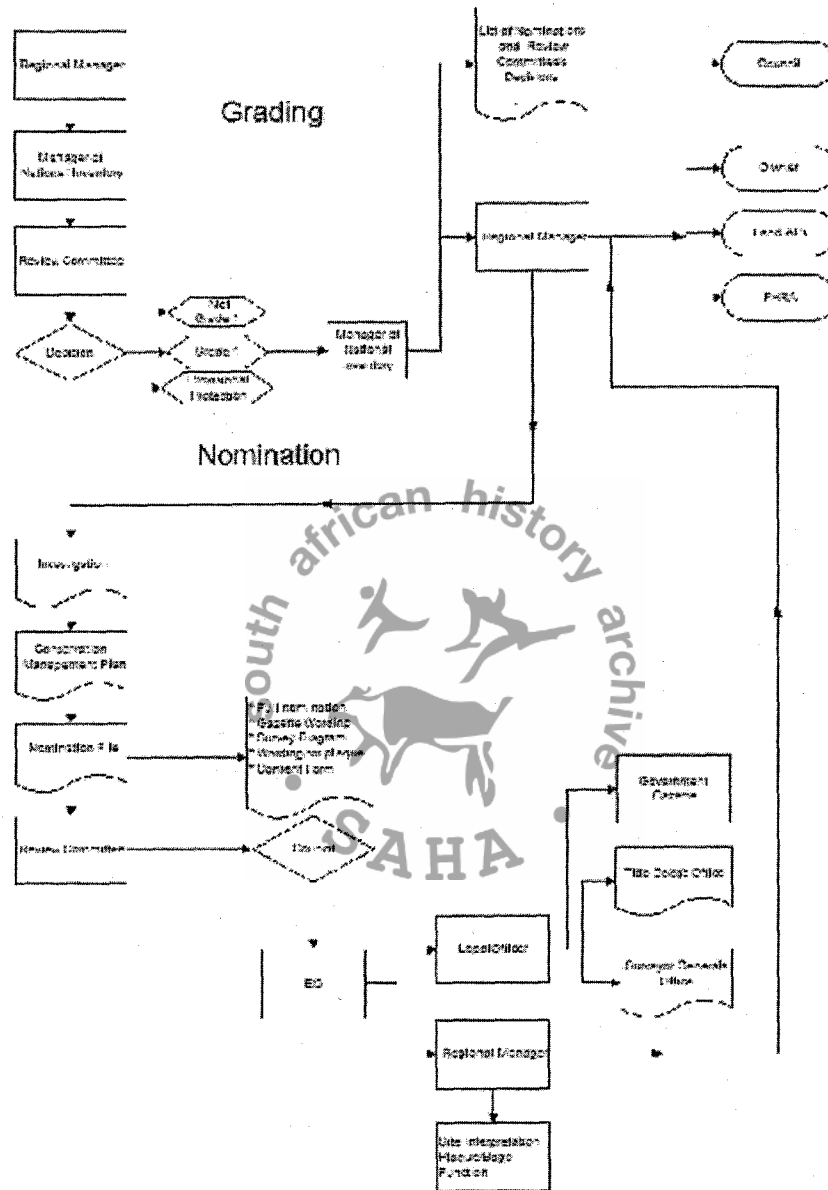
The Declaration Flow Chart indicates the process that is followed in taking the proposed declaration of a site to finality as a National Heritage Site.

The Thematic Chart

In evaluating sites proposed for heritage site status, it is useful to consider the significance of the site in terms of a framework of themes developed to assist with understanding the historical development of South Africa. The principle for the Thematic Framework is *activity or event*. By emphasising the human activities that produced the places we value, and the human response to South Africa's natural environment, places are related to the **processes and stories associated** with them, **rather than to the type or function of place**.

The themes are generic, and designed to be applied and interlinked, regardless of the period or place or the typology of the resource.

Grading and Nomination Flow Chart



Grade 1 Sites (National Heritage Sites)

Regulation 43 Government Gazette no 6820. 8 No. 24893 30 May 2003, Notice No. 694

Grade 1 heritage resources are heritage resources with qualities so exceptional that they are of special national significance should be applied to any heritage resource which is

- a) Of outstanding significance in terms of one or more of the criteria set out in section 3(3) of the Act;
- b) Authentic in terms design, materials, workmanship or setting; and is of such universal value and symbolic importance that it can promote human understanding and contribute to nation building, and its loss would significantly diminish the national heritage.

South Africa's National Heritage Sites must as a whole represent the collective and balanced story of our South African consciousness as we understand it today. They must be the key sites which best illustrate the events, peoples and systems which have brought us to our current state of nationhood. They must represent development which occurred in South Africa, from its earliest geological formation, to the beginnings of humanity, and through its peopling - illustrating the traditions, values, conflicts and achievements which formed the South Africa we live in today.

These are sites so exceptional they are of outstanding significance to South Africa. Such sites should illustrate national themes, and satisfy the criteria set out in Section 3(3) and Section 7 of the Act, and its regulations. The book of our national heritage sites should tell the story of our South African nationhood and reflect a balanced recognition of all areas of our Heritage.

Grade 1 sites must enjoy authenticity and carry a universal value and symbolic importance that promotes human understanding and contributes to nation building, and their loss would significantly diminish the national heritage.

When considering potential National Heritage Sites, the following questions should be considered:

1. Is the site of outstanding national significance?
2. Is the site the best possible representative of a national issue, event or group or person of national historical importance?
3. Does it fall within the proposed themes that are to be represented by National Heritage Sites?
4. Does the site contribute to nation building and reconciliation?
5. Does the site illustrate an issue or theme, or the side of an issue **already** represented by an existing National Heritage Site - or would the issue be better represented by another site?
6. Is the site authentic and intact?
7. Should the declaration be part of a serial declaration?
8. Is it appropriate that this site be managed at a national level?
9. What are the implications of not managing the site at national level?

National Heritage Themes

Development of the Natural Environment

1. Climatic, geological and topographical change
2. The emergence of South African plants and animals
3. Scientifically diverse or significant environments
4. Appreciating the natural wonders of South Africa
5. Evolution of humans

Advent of Our Peoples

1. South Africa's earliest inhabitants
2. Migrating, arrival and settling
3. The displacing of peoples and resisting displacement
4. Interaction between different peoples within South Africa
5. Settlement patterns

Way of Life

1. Tradition, custom, belief, values
2. The life cycle
3. Social and labour practices
4. Arts and cultural expression
5. Integration, adaptation and coexistence
6. Emergence of a national identity
7. Heroes and happenings

Governance and the Political Landscape

1. Interaction with powers outside South Africa
2. Defending South Africa
3. Systems of Governance and resistance
4. Institutions and Movement
5. Administering South Africa
 - a. Systems of Governance
 - b. Law
 - c. Health
 - d. Welfare
 - e. Social Systems and slavery
 - f. Labour

Developing South Africa

1. Living off the Land
 - a. Adaptation to and use of local conditions
 - b. Adaptation of local environments
2. Development of Infrastructure, Industry, Technology, and Education
 - a. Agriculture
 - b. Technology and medicine
 - c. Mining
 - d. Transport and Communication
 - e. Manufacturing and Construction
 - f. Maritime development
3. Exploration and mapping
4. South African achievement

Grade 2 Sites (Provincial Heritage Sites)

Regulation 43 Government Gazette no 6820. 8 No. 24893 30 May 2003, Notice No. 694

Grade 2 heritage resources are those with special qualities which make them significant in the context of a province or region and should be applied to any heritage resource which

- a) Is of great significance in terms of one or more of the criteria set out in section 3(3) of the Act; and
- (b) enriches the understanding of cultural, historical, social and scientific development in the province or region in which it is situated, but that does not fulfil the criteria for Grade 1 status.

Such sites must enjoy a provincial sphere of significance, while satisfying the requirements of Section 3(3) and Section 7 of the Act, and its regulations.

They are so special that they need to be given a status beyond being simply protected, but are not of outstanding national significance. They may be rare examples of their kind, or otherwise be highly representative of a type. They may connect closely to an event or figure of regional significance. They may fall under the national themes, or under provincial themes.

Grade 2 sites should enrich the understanding of cultural, historical, social and scientific development in the province or region in which it is situated.



A National System for Sub-Categories of Grade 3 Sites on the Provincial Heritage Registers and Suggested Associated Generic By-laws

Experience has indicated that there is a pressing need for Grade 3 sites to have further more detailed subdivisions in order to allow for efficient management practice at a local level.

Although the subdivision of Grade 3 sites into more detailed sub-categories is primarily a PHRA function, in the interests of setting a national standard and guideline for sub-categories and associated protections, SAHRA suggests that PHRAs adopt a generic format that also provides for tailoring protections to the specific needs of a Grade 3 heritage resource.

The suggested sub-categories allow for three standard sub-categories of Grade 3 each with an attached standard protection (Grade 3 A, Grade 3 B, Grade 3 C). Where there is a need to have specifically tailored protections governing a site, it is suggested that the designation Grade 3 A+, Grade 3 B+ and Grade 3 C+ be used. The + symbol would immediately indicate that a specific protection has been drawn up for the site.

Grade 3 Sites (Provincial Heritage Register Sites)

Regulation 43 Government Gazette no 6820. 8 No. 24893 30 May 2003, Notice No. 694

Grade 3 heritage resources worthy of conservation should be applied to any heritage resource which

- (a) fulfils one or more of the criteria set out in section 3(3) of the Act ; or
- (b) in the case of a site contributes to the environmental quality or cultural significance of a larger area which fulfils one of the above criteria, but that does not fulfill the criteria for Grade 2 status.

The majority of heritage resources on the National Inventory will be Grade 3 heritage resources. They are those heritage resources that are conservation-worthy and should be retained, but are not of national or provincial significance. They are most appropriately managed at Local Authority level. They may be significant in themselves, or contribute to the significance of a larger whole. They do not however warrant elevation to a heritage site status.

Grade 3 heritage resources are protected by being placed on the Provincial Heritage Register within a Province. Once on the Provincial Heritage Register, the Local Authority ensures it is protected either:

- o Under the Planning Scheme; or
- o By means of By-Laws promulgated by the Local Authority in terms of the NHRA

Heritage resources placed on the Provincial Heritage Register are not termed Heritage Sites, but have the status of a heritage resource that is formally protected.

Sub-Categories of Grade 3

Rather than devising individual By-laws or protections for each and every Grade 3 Provincial Register Site, it is suggested that Heritage Resources Authorities standardize protections in terms of the Provincial Heritage Register to three general standard protections Grade 3 A, Grade 3 B and Grade 3 C together with their associated By-Law or protection in terms of the Planning Scheme. Where specially drawn up protections are needed, these sites may be designated with a + symbol after the grade.

Grade 3 A, Grade 3 B and Grade 3 C

Grade 3 A

This Grading might be applied to a site that is authentic, and thus should be governed by a regulation or by-law that requires any alteration or change in use to take place only under special consent of the responsible local authority. Significances might include:

- Highly significant association with a:
 - historic person
 - social grouping
 - historic events
 - historical activities or roles
 - public memory
- Historical and/or visual-spatial landmark within a place
- Historical fabric is mostly intact (past damage is reversible)
(Fabric may however possess strong evidence for historical layering)
- Most elements of construction are authentic
- Fabric dates to the early origins of a place
- Fabric clearly illustrates an historical period in the evolution of a place
- Fabric clearly illustrates the key uses and roles of a place over time.
- Contributes significantly to the environmental quality of a Grade 1 or Grade 2 heritage resource

The site may be representative, being an excellent example of its kind, or it may be rare: as such it should receive maximum heritage protection at local level.

Grade 3 A Standard By-law

Any alteration to a place, other than routine maintenance, either external or internal to any structure thereon, including its landscape, or any change to its planning status must have the special consent of the Local Authority

Grade 3 A+ Site Specific By-law

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Grade 3 B

This grading might apply to a site that may allow certain alterations to take place without being subjected to heritage scrutiny. Such a site might have similar significances to those of a Grade 3 A site, but to a lesser degree. Appropriate management would involve a regulation that would exempt certain types of change.

Grade 3 B Standard By-law

Any alteration to a place, other than routine maintenance, including its landscape, that is visible from outside any structure thereon must have the special consent of the Local Authority

Grade 3 B+ Site Specific By-law

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Grade 3 C

This grading would apply to a site of contributing significance, which has significance that may be managed by means of a regulation managing publicly visible external alterations.

Grade 3 C Standard By-law

Any external alteration, other than routine maintenance, including alteration to the landscape visible from a public place, must have the special consent of the Local Authority

Grade 3 C+ Site Specific By-Law

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Appendix

Regulation 43 to the Regulation Gazette no 6820.

8 NO. 24893 GOVERNMENT GAZETTE, 30 MAY 2003, Notice No. 694

Grading system and criteria

43. The criteria to be applied in assessing the significance of a heritage resource are as follows :

- (1) Grade 1 Heritage resources with qualities so exceptional that they are of special national significance should be applied to any heritage resource which is
 - a) Of outstanding significance in terms of one or more of the criteria set out in section 3(3) of the Act;
 - b) Authentic in terms design, materials, workmanship or setting; and is of such universal value and symbolic importance that it can promote human understanding and contribute to nation building, and its loss would significantly diminish the national heritage.
- (2) Grade 2 Heritage resources with special qualities which make them significant in the context of a province or region should be applied to any heritage which
 - a) Is of great significance in terms of one or more of the criteria set out in section 3(3) of the Act; and
 - b) enriches the understanding of cultural, historical, social and scientific development in the province or region in which it is situated, but that does not fulfill the criteria for Grade 1 status.
- (3) Grade 3 Heritage resources worthy of conservation should be applied to any heritage resource which-
 - (a) fulfils one or more of the criteria set out in section 3(3) of the Act ;
 - or
 - (b) in the case of a site contributes to the environmental quality or cultural significance of a larger area which fulfils one of the above criteria, but that does not fulfill the criteria for Grade 2 status.

National Heritage Resources Act

Section 7 Heritage assessment criteria and grading

7. (1) SAHRA, in consultation with the Minister and the MEC of every province, must by regulation establish a system of grading of places and objects which form part of the national estate, and which distinguishes between at least the categories-

- (a) Grade I: Heritage resources with qualities so exceptional that they are of special national significance;
- (b) 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 a province or a region; and
- (c) Grade III: Other heritage resources worthy of conservation,

and which prescribes heritage resources assessment criteria, consistent with the criteria set out in section 3(3), which must be used by a heritage resources authority or a local authority to assess the intrinsic, comparative and contextual significance of a heritage resource and the relative benefits and costs of its protection, so that the appropriate level of grading of the resource and the consequent responsibility for its management may be allocated in terms of section 8.

(2) A heritage resources authority may prescribe detailed heritage assessment criteria, consistent with the criteria set out in section 3(3), for the assessment of Grade II and Grade 111 heritage resources in a province.

Section 3(3)
The National Estate

Without limiting the generality of subsections (1) and (2), a place or object is to be considered part of the national estate if it has cultural significance or other special value because of-

- (a) its importance in the community, or pattern of 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 at 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.

Official Use
File Ref:.....
Site Ref:.....
Grade 1:.....
Committee Date:.....



SOUTH AFRICAN HERITAGE
RESOURCES AGENCY

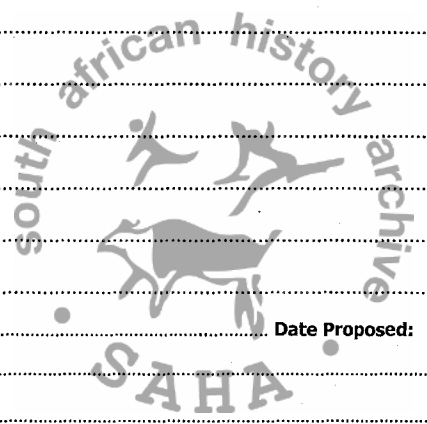
111 Harrington Street
Cape Town, 8001
Tel: 021 4624502 Fax: 021 4624509 E-mail: info@sahra.org.za
Web Page: www.SAHRA.org.za

National Heritage Site Nomination Form

This form precedes the submission of the 'Nomination Document' and is designed to assist with the grading of heritage resources in terms Section 3(3) of the National Heritage Resources Act, as part of the process of declaration as a National Heritage Site (Section 27). Nominated heritage resources that are of special national significance will be graded as Grade 1 and considered for National Heritage Site status.

Proposed National Heritage Site:

Brief Statement of Significance: *(A full statement of significance is required as an attachment)*
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Proposed By: **Date Proposed:**

Contact Details:

Name of Property:

Street Number and Street:

Suburb:

Town: **District:**

Cadastral Information

Erf/ Farm Number:

Registration Division:

Longitude:

Latitude:

Map Reference: **Recording Method:**

Type of Resource

- Place
- Structure
- Archaeological Site
- Palaeontological Site
- Geological Feature
- Grave

Do moveable objects relating to the site form part of the Nomination?

Serial nomination (Is more than one site being nominated as part of a 'Joint Nomination')

(For serial nominations, complete one form for each site, supply additional details about the information relating to the relation of the sites, and the management and phasing of proposed nomination be attached).

Sphere of Significance	High	Med	Low
International	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
National	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provincial	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Regional	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Local	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Specialist group or community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

What other similar sites may be compared to the site? How does the site compare to these sites?

(Please expand on separate sheet)

Owner:

(If state-owned; responsible department and official position of contact)

Postal Address:

Telephone: **Fax:** **Cell:**

E-Mail: **Web Page:**

Contact Person: *(If different from above. Please supply contact details)*

- * Expanded statement of significance; *(Refer specifically to significance criteria listed below)*
- * Motivation for declaration as a National Heritage Site, including potential, threats and vulnerabilities;
- * Short history of the place;
- * Physical description of the heritage resource;
- * Locality plan (map) and Site Plan;
- * Photographs and plans;
- ** List of moveable objects relating to site that are proposed as part of nomination, or for archaeological or palaeontological site ;list of repositories where these are housed;
- ** Bibliography of documentation relating to the heritage resource;
- ** Statement of current protections and restrictions (e.g. previous national monument; register of immoveable property; conservation area; current zoning; servitudes);
- ** List any heritage organizations consulted and their comments on the proposed nomination.
- *** Site plan (with proposed site boundaries);
- *** Conservation or management plans (send immediately if any exist);
- *** Heritage Agreement (if required).

(Please supply those marked () with this nomination form, as well as any others that are already available. Those marked (**) will be requested when the proposal first goes to SAHRA Council for endorsement (Tentative List of National Heritage Sites). Those marked (***) will be required when the Nomination goes to the following Council Meeting for approval as a National Heritage Site).*

