

The copyright of this thesis vests in the author. No quotation from it or information derived from it is to be published without full acknowledgement of the source. The thesis is to be used for private study or non-commercial research purposes only.

Published by the University of Cape Town (UCT) in terms of the non-exclusive license granted to UCT by the author.



MONTAGU:
URBAN CONSERVATION IN A SMALL TOWN
The Role of Voluntary Conservation Groups and Planning Law
in Heritage Resource Management

Research Project for the Degree of
Master of Philosophy in Conservation of the Built Environment
University of Cape Town

Frederik Saaiman Vermeulen

October 2011

University of Cape Town
Faculty of Engineering & the Built Environment
School of Architecture, Planning and Geomatics

Master of Philosophy in Conservation of the Built Environment
APG5071S - Research Project

MONTAGU: URBAN CONSERVATION IN A SMALL TOWN
The Role of Voluntary Conservation Groups and Planning Law in
Heritage Resource Management

Frederik Saaiman Vermeulen
Student No. VRMFRE002

October 2011

Supervisor: Associate Professor Stephen S. Townsend



“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)

ABSTRACT

Montagu, a small town situated at the gateway to the Little Karoo in the Western Cape, is generally acknowledged as one of the best-preserved 19th Century towns in the Cape, with the key elements of its cultural landscape and built form still intact. It is a popular tourist destination, while still functioning as an authentic agricultural, commercial and religious centre.

A review of international and local literature has shown the importance of townscape and the benefits of area-based or urban conservation, rather than the preservation of isolated buildings. Urban conservation requires the integration of conservation with planning law, which has been demonstrated in Montagu through special conservation provisions contained in its Structure Plan and in its Zoning Scheme, including the formal designation of three conservation areas and the establishment of an Aesthetics Committee, which meets regularly to advise the Municipality on building plans, town planning and signage applications.

Conservation in Montagu started in the early 1970s, with the rescuing and restoration of significant buildings and the declaration of 21 National Monuments (now called Provincial Heritage Sites), which safeguarded those buildings when no other heritage protections were in place. This was followed by a conservation study by Todeschini and Japha in 1990, identifying heritage resources, delineating conservation areas and providing guidelines.

This case study has found that, with a few exceptions, the conservation endeavours in Montagu during the past 40 years have been successful. This can largely be attributed to the work of a small number of individuals and voluntary groups and a Municipality that is supportive of conservation. The town is however very vulnerable to insensitive development and local heritage management needs to be strengthened on an ongoing basis, so as to ensure that the conservation work of the past four decades is not undone.

KEYWORDS

Urban Conservation, Voluntary Conservation Groups, Planning Law, Townscape, Heritage Resource Management, Montagu

ACKNOWLEDGEMENTS

I am indebted to a number of people for their contribution to this research project.

Firstly, I wish to thank the individuals whom I have interviewed for their time and valuable insights: Esther Hofmeyr, who pioneered conservation in Montagu, for her detailed account of many years of conservation; Blackie Badenhorst, for explaining the role of the Montagu Museum in conservation; Jeanne Biesenbach, who has played a pivotal role in the second stage of conservation and its integration with planning legislation and who shared her thoughts, as well as her personal files, containing a decade of meeting minutes and correspondence, with me; Ronel Preston, who is currently the central figure in conservation in Montagu, for shedding light on present conservation actions and challenges in the town; Jack van Zyl, who on numerous occasions provided clarification and information on planning policy and municipal structures; James Thomson and Attie Jass for providing useful insights on the dynamics within the town and the working of the Aesthetics Committee; Calvin van Wijk for providing information on the interaction between the Municipality and Heritage Western Cape; Ashley Lillie and Penny Pistorius for their views on the operations of the former National Monuments Council, community consultation and heritage legislation in general.

Secondly, I wish to thank my supervisor, Stephen Townsend, for his guidance and recommendations from the inception to the conclusion of this dissertation. I am also grateful to Nicolas Baumann for his insights on townscape and urban morphology and for sharing his literature on these topics.

Thirdly, I wish to thank my employers, MLH Architects & Planners for sponsoring my studies and for study leave to attend classes throughout the M Phil programme.

Finally, I am grateful to my wife, Tiziana for her support and understanding during the past three years of studies.

AUTHOR'S STATEMENT

This research project, course code APG5071S, is submitted in partial fulfilment of the degree of M Phil in Conservation of the Built Environment.

This project was undertaken between June 2010 and October 2011.

Course Convener: Assoc. Prof Stephen S. Townsend
School of Architecture, Planning and Geomatics
University of Cape Town
e-mail: ss.townsend@uct.ac.za

Supervisor: Assoc. Prof Stephen S. Townsend

PLAGIARISM DECLARATION

1. I know that plagiarism is wrong. Plagiarism is to use the work of another and pretend that it is one's own.
2. I have used the Harvard convention for citation and referencing. Each contribution to, and quotation in this paper from the work(s) of others has been attributed, and had been cited and referenced.
3. This research project is my own work.
4. I have not allowed, and will not allow anyone to copy my work with the intention of passing it off as his or her own work.

Frederik Saaiman Vermeulen, Cape Town, 19 October 2011

TABLE OF CONTENTS

ACRONYMS

CHAPTER 1: INTRODUCTION	1
1.1 Aim of the Research	1
1.2 Choice of this Case Study	2
1.3 Research Methodology	3
1.4 Structure of the Report	6
CHAPTER 2: REVIEW OF URBAN CONSERVATION LITERATURE	7
2.1 Historical Preservation, Conservation and Heritage	7
2.2 Cultural Landscape, Townscape and Urban Morphology	16
2.3 International Charters on Urban Conservation	23
2.4 Area-based Conservation	32
2.5 Community / Voluntary Conservation Group Involvement	38
CHAPTER 3: OVERVIEW OF APPLICABLE LEGISLATION OVER TIME	45
3.1 Heritage Legislation prior to 2000	45
3.2 National Heritage Resources Act	47
3.3 Planning and Development Legislation	49
CHAPTER 4: HISTORY, CONTEXT AND HERITAGE SIGNIFICANCE OF MONTAGU	53
4.1 Brief History of Montagu	53
4.2 Location and Description	56
4.3 Key Roleplayers and Early Development of Local Conservation Practice	58
4.4 Heritage Significance	71
CHAPTER 5: ASSESSMENT OF CONSERVATION PRACTICE IN MONTAGU	78
5.1 Overview of Illustrative Cases	78
5.2 Current Administrative Context	88
5.3 Current Town Planning and Heritage Resource Management	89

CHAPTER 6: FINDINGS	94
CHAPTER 7: CONCLUSION	103
REFERENCES	105
I. BIBLIOGRAPHY	105
II. INTERVIEWS	118

LIST OF FIGURES

Cover photograph: The wine cellar of No.32 Long Street

Frontispiece photograph: Parapet detail of No.40 Long Street

Figure 1: Map showing early subdivisions and water channels in Montagu

Figure 2: The former DR Church orphanage on Bath Street

Figure 3: Block of flats, built on the orphanage site in 1980

Figure 4: Map showing the three declared conservation areas in Montagu

Figure 5: House on Rawson Street

Figure 6: House on Joubert Street

Figure 7: House on Piet Retief Street

Figure 8: Cottage on Krom Street, Montagu West

Figure 9: Thatched houses and vineyard on Long Street

Figure 10: The Vic Hotel on Bath Street

Figure 11: The Montagu Hotel on Bath Street

Figure 12: View along Church Street

Figure 13: KVV buildings on Kohler Street

Figure 14: St. Mildred's Anglican Church on Barry Street

Figure 15: The new building at No.51 Bath Street

Figure 16: View of the 2009 Spar on Long Street from the north-west

Figure 17: View of the Spar from the north-east

ANNEXURE

Summary of Declared Provincial Heritage Sites in Montagu

ACRONYMS

AHD	(Western) Authorised Heritage Discourse
CIA	Cape Institute of Architects
HMC	Historical Monuments Commission
HWC	Heritage Western Cape
ICOMOS	International Council on Monuments and Sites
IDP	Integrated Development Plan
LUPO	Land Use Planning Ordinance (15 of 1985)
MSA	Municipal Systems Act (32 of 2000)
NBR&BS Act	National Building Regulations & Building Standards Act (103 of 1977)
NEMA	National Environmental Management Act (107 of 1998)
NGO	Non-governmental Organisation
NHRA	National Heritage Resources Act (25 of 1999)
NMA	National Monuments Act (28 of 1969)
NMC	National Monuments Council
PGWC	Provincial Government of the Western Cape
PHRA	Provincial Heritage Resources Authority
PPG	Planning Policy Guidance (United Kingdom)
SAHRA	South African Heritage Resources Agency
SAIA	South African Institute of Architects
SDF	Spatial Development Framework
UCT	University of Cape Town
UNESCO	United Nations Educational, Scientific and Cultural Organisation

CHAPTER 1: INTRODUCTION

The resolution document on the ICOMOS *Symposium on the Conservation of Smaller Historic Towns* states that

“in many places, the preservation of smaller towns has largely been the result of local initiative and such worthwhile activities must be encouraged and supported” (ICOMOS, 1975(b), Resolution 6).

This is particularly true in the mid-19th Century town of Montagu, where a small, but dedicated local conservation lobby and local planning policy withstood development pressure in its historic core, preserving most of its early cultural landscape features, including the ‘town farms’ along its main thoroughfare, Long Street, as well as significant buildings of various architectural styles, located throughout the town that contribute to its townscape.

The management of heritage in an integrated manner has a history of only a few decades. Ashworth and Kuipers point out that *“what began as a preservation crusade of passionate amateurs has become an accepted integral part of official planning processes”* (2004, p1).

1.1 Aim of the Research

The objective of this dissertation is to describe the actions, events, roleplayers and the various legislative mechanisms that were instrumental in the conservation of this historic town. The research question is: Were the conservation endeavours in Montagu successful and how did this come about?

In effect, the aims of the study are to investigate the role of community advocacy and legislation in Montagu, with particular emphasis on *planning* legislation, as well as the outcomes of the groundwork of Todeschini and Japha undertaken some 20 years ago.

I had found that the history of Montagu, its growth, landscape and architecture have been well researched and documented by the Japhas, Fransen, Heydenrych and others, but that the events of the last 20 years that have led to its current state of preservation, had not been documented. As an urban planner, I am particularly interested in area-based or *urban* conservation (rather than architectural preservation) and the role of planning law, local policy and civil society, which influenced the choice of this research topic.

1.2 Choice of this Case Study

Montagu, a small town at the gateway between the Boland and the Little Karoo was chosen as a case study (a) because it is generally considered to be one of the best-preserved 19th Century towns in the Western Cape, with the key elements of its cultural landscape still intact unlike many other towns where road widening, demolition, insensitive alterations and inappropriate densification have badly damaged their heritage significance and (b) because the town has a history of conservation that pre-dates the protections of the current National Heritage Resources Act (NHRA) of 1999 (in operation since 2000).

The study discusses the role of (a) community involvement and (b) planning law and administration, as applied in Montagu during the past four decades, and then assesses its current integration with the procedures required in terms of the National Heritage Resources Act.

I should add that I grew up and matriculated in Montagu and still visit there regularly. Our family home is in Long Street, the most historic street in Montagu. For four years our neighbour was Dr Thelma Gutsche, a respected historian, writer and film critic, who played an early role in instilling a conservation awareness in me. My parents, Siebert and Suria Vermeulen were part of the Long Street Group, an early conservation lobby group, chaired by Dr Gutsche. This group also included Esther Hofmeyr, who played a leading role in conservation in Montagu between the 1970s and 1990s. Furthermore, my mother worked as a volunteer at the Montagu Museum, as

my aunt, Trynie Saaiman still does, and my father maintains the late-19th Century German clock in the tower of the 1862 Dutch Reformed Church. In Montagu, one is surrounded by heritage.

So, apart from being familiar with the history of my hometown, I knew most of the key roleplayers in conservation and was privileged to be able to interview some of them more recently for this research project. I was, however not involved in the events described in this paper and do not claim any participation or role in them. I hope that this insider position has not clouded my vision but, rather that it has enabled a deeper and richer reading of the intentions of the actors in these events.

1.3 Research Methodology

This paper is largely descriptive and analytical in nature. It tells a simple story of a sequence of events in one small town, identifies strategies and legislation employed and provides an updated description of the built heritage and challenges in Montagu since the vital identification work and conservation proposals of Japha, Japha and Todeschini some twenty years ago and finally the paper then assesses the efficacy and success of the conservation endeavours in the town.

In order to measure 'success', I have compiled the following set of criteria:

- a) The state of preservation of significant heritage resources (in my view Grade II, IIIA, IIIB and IIIC resources exist in Montagu),
- b) whether the overall streetscape and character have been conserved and whether alterations and new insertions were sensitive to their context,
- c) whether cultural landscape features, such as town farms, trees and irrigation channels are still largely intact and
- d) whether the town is still able to function as an authentic and viable urban centre.

This is a *single-case* study, with Montagu being the only town assessed. While a number of cases (planning and development applications) are described to illustrate the issues and considerations involved in Montagu, this is *not* a multiple-case study and the purpose of that component of the research is not to compare cases, but rather to assess the patterns of development pressure and the efficacy of heritage resource management.

Yin explains that case study method enables a researcher to closely examine the data within a specific context. In most cases, a case study method selects a small geographical area or a very limited number of individuals as the subjects of study. Case studies, in their essence, explore and investigate contemporary real-life phenomena through detailed contextual analysis of a limited number of events or conditions, and their relationships (1984, p23).

The point of departure for this dissertation was an earlier paper titled '*Conservation Legislation and Practice in Montagu*', which I have submitted in 2009 for the Law of Conservation and Development course (APG5064), which is a component of the MPhil CBE programme at the University of Cape Town. That study showed that the well-conserved condition of Montagu is the result of (a) many 'layers' of statutory protection, (b) heritage resource identification and guidelines, (c) local community advocacy and community-based heritage review and (d) the support of the local municipality.

This dissertation summarises urban conservation theory and further examines the development of conservation practice in Montagu, based on further interviews and case review.

The study methodology includes:

- A general literature review of heritage, area conservation and townscape theory and the practices of civil society involvement,
- an overview of applicable planning and heritage legislation,
- a description of the heritage resources in Montagu, based on a personal survey and a review of literature about Montagu.

- A review of case files relating to previous applications and
- interviews with some key roleplayers – past and present.

Formal and informal interviews were conducted with individuals that have been or currently are directly involved in heritage resource management in Montagu, as activists, advisors, administrators or decision-makers.

In the formal interviews, the same questions were posed to all, being:

- Personal background and role
- Reasons for involvement
- Key milestones in conservation and how they were reached
- Whether heritage resources in Montagu have been well-managed
- Personal attitude towards current heritage management practice
- Their view of public perception and attitudes
- Evaluation of success / current challenges

The 'formal' interviews, which were conducted with six individuals, were generally one hour in duration, but, due to the amount of information provided in some instances, lasted up to four hours. The responses were not recorded word-for-word, as the aim of this component of my research was merely to (a) get a better understanding of the history of conservation / clarify certain facts and (b) to gauge the general sentiment, values and the views of the interviewees on conservation practice. The research method is therefore *qualitative* and not quantitative.

The four informal interviews focused on specific aspects, such as law and heritage management. A number of interviews were followed up by phone calls for the purposes of clarification.

Because the subject matter is, in my opinion, relatively uncontroversial and personal opinions are documented in an anonymous manner, I did not deem it necessary to refer the responses back to the interviewees for comment, although some of them had seen my 2009 paper (referred to above) and were positive about my research.

1.4 Structure of the Report

The following chapter, Chapter 2, comprises a review of conservation, townscape and urban morphology theory, a summary of international charters on urban conservation, an appraisal of international and local area-based conservation literature and a brief discussion on the concept of community involvement and 'stewardship'.

Chapter 3 provides an overview of applicable planning and heritage legislation in South Africa, with a distinction made between heritage legislation prior to and after the National Heritage Resources Act (Act 25 of 1999), which came into effect in 2000. Incidentally, this coincided with the approval of the new Montagu Zoning Scheme and formal declaration of three conservation area in the town.

Chapter 4 describes the history, administrative and physical context and heritage significance of Montagu, as well as the events leading up to the formal designation of Urban Conservation Areas in 2000.

Chapter 5 is a description and assessment of past and present conservation practice in Montagu and discusses a number of illustrative cases. It also assesses the success of the conservation management.

Chapter 6 interprets the information collected and provides a summary of findings.

Chapter 7 provides a brief conclusion to this report.

CHAPTER 2: REVIEW OF URBAN CONSERVATION LITERATURE

In *'The Past is a Foreign Country'*, David Lowenthal points out that, whether celebrated or rejected, the past is omnipresent:

"Memories, histories and relics suffuse human experience. While each particular trace of the past ultimately perishes, collectively they are immortal" (1985 in Baumann, 1997, p1).

This section provides a brief discussion of international and local literature relating to cultural heritage conservation, particularly urban conservation.

2.1 Historical Preservation, Conservation and Heritage

Through the past century there has been a progression in terminology and practice from *'preservation'* (of monuments) to *'conservation'* to *'heritage management'* (of the environment).

Internationally, the terms *'conservation'* and *'historical preservation'* are still used interchangeably. Both mean the safeguarding of cultural heritage for the future, with *'preservation'* largely used in an American context and *'conservation'* in a British context. *'Historical preservation'* is defined as

"the protection, conservation, rehabilitation and maintenance for historical and/or aesthetic reasons of buildings and built area, also tracts of land that have acquired significance or form due to human occupation or design, as well as natural or wild landscape" (Penguin Dictionary of Architecture and Landscape Architecture, 1999).

The Australian Burra Charter, not surprisingly, given its intentions, has a narrower, more technical definition for *'preservation'*, which is *"maintaining the fabric of a place in its existing state and retarding deterioration"* (Australia ICOMOS, 1999, Article 1.6). This definition implies an *unchanged state*, or

the 'building as document' approach to conservation, which is increasingly criticised as 'preservationist'.¹

This approach may be appropriate in *architectural* conservation or in buildings of high significance or 'monuments' and perhaps in 'museum towns', but is inappropriate in *urban* conservation, since cities and towns are dynamic in nature.

"In urban conservation, this [building as document] approach more often than not leads to unimaginative and rigid solutions and to confused decision-making, because it does not enable aesthetic, functional, economic or any other criteria to over-ride that of the authentic ancient material" (Townsend, 2003, p29).

According to Ashworth and Kuipers, the shift to a conservation paradigm of '*preserving purposefully*' added two new dimensions namely, *ensemble* and *purpose*.

"Conservation did not replace preservation but was incorporated somewhat uncomfortably alongside it, with its notable achievements being conservation areas and thereby the necessary addition of function to form" (2004, p2).

'*Conservation*' (as opposed to '*preservation*'), is defined in the Burra Charter as "*all the processes of looking after a place so as to retain its cultural significance* (Australia ICOMOS, 1999, Article 1.4), and in the South African National Heritage Resources Act as including "*the protection, maintenance, preservation and sustainable use of places or objects so as to safeguard their cultural significance*" (Republic of South Africa, 1999). The Cape Institute for Architecture's definition includes *identification* and, importantly, the *transmission of identified heritage resources* (and their significance) *into the future* (Conservation Guidelines 2008). Conservation therefore goes beyond

¹ This does not imply that the use of the term '*historical preservation*', as used in the American context, is wrong – in that context, it has the same, broad meaning as '*conservation*'.

looking back or preserving objects in an unchanged state, but is a creative act, with a view towards the future.

“Conservation is, in essence, ‘criticism in action’ (Bonelli, 1959); it is society expressing its values about certain elements or parts of the built environment and acting to protect those elements.” (Townsend, 1993, p30)

There is currently growing recognition of values-based conservation, referred to initially in the 1960s and 1970s as *Critical Conservation*, which

“endeavours to analyse and understand the value, the cultural significance of the work as it is and then to act responsibly and creatively, fusing past, current and future values, recovering, revitalizing and enhancing the cultural image and value of the building or townscape in a new and true unity” (Townsend, 1988, p27).

In ‘*Conservation and the City*’, Peter Larkham states that several arguments can be made for conservation:

The first is *psychological* - Lord Clark (1969) stated that civilization could be defined as a ‘*sense of permanence*’ and that civilised man “*must feel that he belongs somewhere in space and time, that he consciously looks forward and looks back*”. Historical areas provide symbols of stability and a continuity of place (1996, p6).

The second is *didactic* – the physical artefacts of history teach observers about landscapes, people, events and values of the past, giving substance to ‘cultural memory’ (p7), the building or city as document.

The third is *financial*: It has been realised that at least some aspects of conservation can be profitable, that historic buildings could be tourist attractions and that being ‘listed’ increases the value of buildings and attractiveness of the neighbourhood, benefiting both the owner and society (p9).

The fourth argument is *fashion*: Unlike post-war times, when modern, custom-designed buildings were favoured, it has become popular to reside and have offices in restored historic buildings (p11).

Lastly, there is an argument about *history, historicism and conservation* – an argument about *‘architectural morality and preservation for posterity’*. This is based on the Ruskinian approach that buildings of the past belong to future generations and should remain untouched (p12). This extreme view is however now tempered by new approaches, such as the self-conscious conservation of the phases of building, façadism and adaptive re-use of buildings (p13).

Francoise Choay identifies two main, simultaneous impulses when it comes to the heritage field's relation to society. *“One impulse (call it the ‘curatorial impulse’) looks inward, building on preservation’s roots in connoisseurship and craft approaches to conserving artworks. The social life of this impulse in preservation is consumed with professional self-definition and ever greater technical and historical skill in determining the truth and pursuing authenticity. The other impulse (call it the ‘urbanistic impulse’) looks outward, seeking to connect historic preservation to the work of other fields and disciplines, such as planning, design, and education, in pursuit of solutions that address broader social goals”* (1992, in Mason, 2006, p25). While both of these approaches have a place in heritage conservation, it is the latter that is most relevant to urban conservation and best responds to social well-being.

Townsend points out that:

“Conflict over whether to conserve or not can almost always be reduced to conflict between private and public rights (the rights of the individual to use and develop his own property, and the legitimate interests or rights of the other property owners and the broader community regarding the environment)” (1990, p30).

Tunbridge comments on the impact of conservation on land use, of which a vital aspect is the denial of uses which are considered detrimental.

Conservation efforts, including the establishment of trusts, involve a revival of the pre-capitalist notion of trusteeship: Responsibility to posterity for the management of land and the built environment. He points out that

“Trusteeship may be interpreted as a mandate to freeze land use or cause it to revert, but increasingly it is being seen as a responsibility to practice an orderly evolution sensitive to nature and the past, or change management” (1980, p104).

According to Roy Worskett, the Principles of Conservation are:

- a) *Selection* – the grading of qualities,
- b) *Restriction and Expansion* – if one part of town is to be preserved, then another part must be allocated for change
- c) *Efficient Use and Economic Viability* – finding uses and occupants for buildings
- d) *Priorities for Investment* – facilitate private investment in maintenance of buildings, with local authorities then able to concentrate on environmental improvement and
- e) *Public Relations* – an informed public is essential for an effective Conservation Policy (1969, pp42-46).

In discussing conservation in Britain, Larkham however adds that its ‘museum-based culture’ in its various manifestations is roundly criticised by some as being backward-looking, portraying an inauthentic, interpreted, sanitised version of the past (Hewison, 1987; Lumley, 1988 in Larkham, 1996, p64).

There is growing recognition that development should *not* be resisted, but guided. Fabio Todeschini suggests that

“heritage conservation and development planning are but two sides of the same coin and require appropriate integration in professional practice and development control” (2007, p21).

A distinction should also be made between the “heritage industry” and conservation:

“The rise of heritage facilities and of heritage tourism, suggests that many conserved sites, structures and areas can and must be viewed as heritage attractions. One of their major functions is to draw visitors (and, often, their money)” (Larkham, 1996, p70). See also Lowenthal (1998) *‘The Heritage Crusade and the Spoils of History’*

The link between heritage and tourism is also a reality in Montagu, where the hospitality industry, supported by heritage and eco-tourism, has become a crucial sector in the economy of the town.

The concept of conservation is however constantly evolving and Townsend rightly points out:

“Terms like “national monument” and “historic site” seem inevitably to suggest or imply an attitude to conservation both sectional and now outdated. ‘Sectional’, because questions like “whose history?” and “a monument to what?” spring to mind and ‘out-dated’, because conservation today is today less concerned with heroic exemplars of a Golden Age in the past (and history as “the past”), but rather with the manifestations of history as a process, “documents” reflecting or recording everyday life and essential for the reconstruction of the past and reinterpretation of the present” (1993, p30).

In discussing the context and progression of conservation in South Africa, Baumann adds that

“‘monumentalisation’ is thus inadequate as a means of protecting cultural heritage in the South African context, because of the question of whose values such monuments represent and the inevitable divisiveness of these symbols. As a consequence, there is an increasing shift towards the study of everyday environments and the extent to which they reveal changing economic and social relationships” (1997, p6).

Montagu is a fine example of such an “everyday environment” by virtue of (a) its authentic cultural landscape and (b) its modest vernacular buildings - the

“unintended monuments”, described by Alois Riegl (see Riegl, 1903, in Price et al, 1996, p72). Montagu’s urban environment is described in more detail in Section 4.2 below.

Generally speaking, the term *‘heritage’* means *‘what is or may be inherited’* (Oxford Dictionary, 1988) and in the context of architectural and urban conservation is a relatively recent term, which is often used in a collective or nationalistic way:

“A nation’s heritage defines its history and inspires its future” (Kapadia, 2009, p73).

The BBC’s Open University adds that

“Heritage can be thought of as being made up of ‘objects’ and ‘practices’. ‘Objects of heritage’ are artefacts, buildings, sites and landscapes. They are the things we pay attention to because they are still meaningful to us, not because they tell great stories about the past but because we use them to tell stories about ourselves” (2009).

Nick Shepherd suggests that:

“[T]he notion of heritage offers a language through which to discuss contested issues of culture, identity and citizenship in the postcolony, even as it determines and delimits this discussion in particular ways” and it *“hovers uneasily between individual and collective conceptions of history”* (between the idiosyncratic and what is held in common). It also *“sits uneasily between past and present”....“Heritage is of the past in the present, but the exact nature of this relationship seems unclear”* (2008, p117).

David Lowenthal points out that, in modern society, one of the fundamental conditions is that a relationship to the past (individually and socially) is not a given. Rather, a *“usable past”* needs to be *constructed* out of various remnants, stories, and fragments (1985, in Mason, 2006, p23).

In a more recent publication, Lowenthal states that heritage is in a “*perpetual state of emergency*”:

“Perils of the moment make heritage managers more reactive than proactive; they respond when things look parlous. In so doing, they mirror public awareness and concern. Nothing arouses affection for a legacy so much as the threat of its loss” (2009, in Gibson and Pendlebury (Eds) 2009, p19).

It should be noted that there is a difference between the general idea of ‘*heritage*’, as discussed above and ‘*heritage resources*’, which are objects and practices. Laurajane Smith does not see heritage as a thing, e.g. a place, a monument or artefact, but rather “*what happens at and with those places, monuments or artefacts. Heritage is a process or performance or an act of communication*” (2009, in Gibson and Pendlebury (Eds), 2009, p35).

In the National Heritage Resources Act (NHRA), a ‘heritage resource’ is defined as “*any place or object of cultural significance*”, while ‘cultural significance’ means “*aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance*” (Republic of South Africa, NHRA, 1999). While cultural heritage is a very broad term, including *tangible heritage* (including buildings, landscapes, works of art and artefacts), *intangible heritage* (such as traditions and language) and *natural heritage* (including natural landscapes), this paper focuses on the conservation of the *built environment*, being tangible heritage.

In recent years, in South Africa and internationally, ‘heritage’ as previously conceived, was increasingly criticised for appearing to be

“nostalgia of a particular sort, a desire not for the familiar landscapes of home, but for a former greatness, for an imagined secure identity in the past, for a lost self” and often manifesting itself as “*nationalist projects*” (Shepherd, 2008, p122).

Within the traditional school of thought, “*heritage is the monument, archaeological site or other material thing or place, rather than cultural values*

or meanings". This has often meant that heritage is about "*cultural stasis and backward glances*" (Hewison, 1987 in Smith, 2009, p36).

Shepherd remarks that in the past two decades, there has been a marked reaction in academic circles to such a notion of heritage, internationally and locally:

"In contrast to a conception of heritage as stable and culturally rooted, recent academic approaches have been concerned to show its constructed, changeable and contingent nature" (p123) and he suggest that *"heritage discourse operates as one of the principal sites - perhaps the principal site - for negotiating issues of culture, identity and citizenship in the postcolony"* (2008, p124).

Lowenthal asserts:

"In the past, cultural heritage was largely dictated by national and tribal exclusivity. Heritage champions lauded what was, or seemed to them to be, ancestrally pure, untainted by borrowings or accretions from without. Over the last half century, however, it has become increasingly clear that heritage is everywhere mixed" (2005, p88).

In line with the Australian Burra Charter, international heritage practice is now moving towards 'values-centered preservation', which Randall Mason defines as:

"A process by which [heritage] practitioners can record the changing meanings of a particular place and incorporate them in policies and plans for conservation, interpretation, protection, and investment. The approach is defined by the central role of significance (comprised of some number of different values) in decision-making, and the participation of a number of different parties - not just 'the experts' - in decisions" (2006, p32).

2.2 Cultural Landscape, Townscape and Urban Morphology

In the case of Montagu, a fundamental aspect of its heritage significance is its 'cultural landscape' (which means "significant interactions between people and the natural environment" (<http://www.unesco.org/en/criteria>) and includes agriculture, settlement-making and landscape design).

"The attention paid to the urban form of new settlements cannot be reduced to visual or perceptible matters. Rather, the attention must be paid to a wider and more complex reality, the one of the "cultural" landscape, that's to say, the way in which nature is transformed by human action" (Aseguinolaza, 2007 pp6-7).

The geographer Otto Schlüter is credited with having first formally used 'cultural landscape' as an academic term in the early 20th Century (James and Martin (1981, p177). In 1908, Schlüter defined two forms of landscape: the *Urlandschaft* (translated 'original landscape') or landscape that existed before major human induced changes and the *Kulturlandschaft* (translated 'cultural landscape') a landscape created by human culture. The major task of geography was to trace the changes in these two landscapes (Elkins in Entriken and Brunn (Eds), 1989, p27). Todeschini adds:

"The idea of a cultural landscape is fundamental. At its core, the term unites the products of so-called 'natural' ecological processes, and the products emerging from the processes of transformation of the site by people in constructing their 'built' world. From the perspective of conservation and development planning, we are concerned with the whole of the environment and what it enables" (2007, p18).

Lisanne Gibson distinguishes between the terms 'cultural landscapes' and 'historic environments' in considering the former to refer to "places as not simply reflective of identities, but as both reflective and productive of identities" - a living environment, while the latter is a more static understanding of landscape:

“Unlike ‘historic environment’, as articulated in English Heritage documents as a canvas of the past, ‘cultural landscapes’ are a canvas of the present” (2009, p71).

Many writers on urban form have discussed the issue of ‘*character*’, using terms such as ‘*spirit of place*’ or ‘*genius loci*’ (Cullen, 1961, Sharp, 1969, Worskett, 1969, Conzen, 1966 and 1975 in Larkham, 1996). Within the settled landscape it is this character and ‘*townscape*’ – meaning ‘*the visual appearance of the town*’ (Oxford Dictionary, 1988) - that define the way that a town is perceived as a *whole*.

Pamela Ward defines townscape as the total landscape of a town: *“its natural and man-made ingredients, and those that are a combination of both”* (1968, p169).

Gordon Cullen defines townscape as follows: *“One building is architecture, two are townscape”*. He considers townscape as ‘*the art of relationship*’. It is important

“to take all the elements that go to create the environment: buildings, trees, nature, water, traffic, advertisements and so on, and weave them together in such a way that drama is released. For a city is a dramatic event in the environment” (1961, p9).

According to Nicolas Baumann, townscape exists in the studying and recording of all the elements that give a town its individual character. *“It provides a specific means by which this character can be safeguarded and enhanced”* (1997, p155). It is further defined as *“understanding the character of a place and using this as a basis for design”* (Baumann, 2009).

“As architects widened their involvement in spatial design through the town planning movement, the space of the street became as interesting to them as the detail of the street wall. The pleasures of townscape appreciation passed from Sitte to Unwin and on to Sharp and (after WW2) to Gordon Cullen, whose sequences of drawings and suggestive details present a strongly personal view of urban space that

is quite different from the uniform graphic presentation of a plan”
(Hebbert and Crompton, 2007, p19).

Camillo Sitte (1889) placed the emphasis on visual and picturesque values. He also highlighted the need to consider buildings as part of the larger context. According to Baumann (2009), Sitte advocated (a) upholding the ideal of vernacular architecture and planning stemming from the attraction of the innate sense of place and scale of plazas and streets which were adapted over time to fit changing needs and (b) the awareness of patterns through the analysis of town plans and the attempt to discover universal plans that could be applied to contemporary situations.

Kevin Lynch (1960) pointed out the importance of orientation in the townscape and the ways in which key physical elements - paths, nodes, landmarks, edges and districts - can contribute to its image and legibility (Bentley *et al*, 1985, pp43-45).

Thomas Sharp (1968) identified two critical aspects of townscape: (a) The rhythm of the street as the essential constituent of character and (b) variation of plan form (broad and narrow streets/spaces); variety within buildings and spaces themselves (variety within an established rhythm) (Baumann, 2009). Jessica Taylor explains that *“Thomas Sharp was a man largely interested in the visual character of the town. He devoted several books to the aesthetic aspects of towns. His ‘Town and Townscape’ concerns wholeheartedly the ‘physical character of a town’– how ‘the looks of a town’ may best be observed and appreciated”* (Sharp 1968, p6 in Taylor, 2007, p27).

“Each street must be judged as a single composition, as a single picture. And the word picture is important here, for curiously enough it is on the question of picturesqueness that the traditional continuous street has generally been condemned of recent years” (Sharp, 1940 pp92-93 in Hebbert and Crompton, 2007(a), p1).

Worskett states that *“conservation is not simply a matter of preservation, but can also be instrumental in creating new townscape”* (1969, p9). He identifies townscape as the link for a reconciliation between preservation and change.

“Society needs both cultural and physical roots and a town’s visual and historic qualities can satisfy at least part of this need” (1969, p12) and added that

“Conservation policies must aim both to preserve the most valuable architectural aspects of our towns and discipline or inspire what is changing. The recognition of townscape as a guide to the design and siting of new development is the link or reconciliation between preservation and change” (p32).

While the identification of conservation-worthy resources is relatively straightforward, despite individual tastes, Worskett points out that the management of change (siting and architectural design) that is sensitive to townscape qualities, is a more difficult and subjective task.

Baumann (a student of Worskett) argues that the convergence between townscape and urban conservation:

- *addresses visual, aesthetic, architectural values and has the potential to integrate academic criteria with traditionally aesthetic concerns (urban morphogenetic);*
- *requires the identification and analysis of all the elements that make up area character;*
- *encourages understanding of the contribution of all phases (time deep spaces/collages of time);*
- *emphasizes the vernacular tradition; and*
- *encourages the harmonious integration of old and new* (2009, Slide 124)

Townscape conservation is not only about preservation of the historic urban landscape, but also about being considerate when redeveloping or inserting new buildings, which requires good urban design. In their influential book,

'Responsive Environments, A Manual for Designers', Bentley *et al* (1985) suggest a number of key elements of good urban design, including *'variety'*, *'legibility'*, *'robustness'*, *'richness'* and *'visual appropriateness'*.

A fundamental approach to examining the *genius loci* is the suggestion that the key variables are unity and diversity (Smith, 1981 in Larkham, 1996, p24). All urban landscapes contain elements of both variables.

"Although the adaptation and renewal of an ageing townscape is one of the most pressing problems facing mature settlements, it has received relatively little attention until recently. Visions of the future have predominantly concentrated upon creating anew. In town planning, ideas about new towns and villages, and extensions to existing towns, have generally taken preference over the seemingly more mundane task of reshaping existing townscapes" (Larkham, 1996, p255).

One cannot assess the townscape character of a place like Montagu without studying its landscape, form and structuring elements, the patterns of use - its *'urban morphology'*.

Urban morphology is the study of the physical fabric of urban form, and the processes shaping it:

"The origins of urban morphology are traced back to the morphogenetic research tradition of Central Europe and the work of Schlüter [also see Section 2.2 above], who in 1899 postulated a morphology of the cultural landscape ('Kulturlandschaft') as the counterpart in human geography to geomorphology in physical geography, thereby making the urban landscape ('Stadtlandschaft') a major research topic" (Larkham 1998, p159).

This form of research has spread throughout Europe, with a number of urban geographers analysing the urban environment through its morphology:

"As an approach to the study of urban landscapes, [urban morphology] has a relatively well-developed literature and practice, having been founded in the 1940s and having evolved into three identifiable main

schools of thought: the Italian (or Muratorian), the French (known as the Versailles School) and English (or Conzenian)” (Todeschini, 2007, p18).

According to Anne-Vernez Moudon, all three schools “*claim that the built landscape must be understood in terms of three fundamental dimensions: time, form and scale*” (1994, in Todeschini, 2007, p21). The Muratorian School raised concern about the divorce in modern design procedures between the town and the individual building that had existed before and advocated a more integrated design process. Todeschini considers the Versailles School, which outlines a new discipline that embodies the study of the built landscape and its production with critical design theory, to be by far the more multidisciplinary in its composition (2007, p21).

The strongest urban morphological research tradition in the UK and influential internationally has been that introduced by MRG Conzen and developed by members of the Urban Morphology Research Group at the University of Birmingham (Larkham, 1996, p28).

“Conzen’s theoretical basis for townscape management has its foundation in his view of the historical development of the townscape. Fundamental to his perspective is the idea of the townscape as an objectivation of the spirit of a society. It is rooted in the fact that landscapes embody not only the efforts and aspirations of the people occupying them at present, but also those of their predecessors. In this way, the townscape may be seen as embodying the spirit of society in the context of its own historical development in a particular place. This objectivation is individualised in the physical arrangement of the townscape. It becomes the spirit of the place, the genius loci” (Larkham, pp268-269).

Conzen saw townscape as a ‘*composite historical monument*’ (1966), using as illustrations some of the smaller towns surveyed in detail earlier, with conservation as a theme in his paper on historical townscapes. The concept

of ‘*management*’ was introduced, and the key attribute of a townscape that required management was its ‘*historicity*’:

“Proposals for development or redevelopment should not merely be about whether features in the landscape are individually of architectural interest. Often more important is the historical and geographical context of those features. Demolition of a building that has no claims in itself to architectural merit may affect people’s experience of a much wider area by impairing its intelligibility” (Whitehand, 1998, p129).

Conzen also identified three principal factors as making up a townscape’s historicity: (a) the *town plan* (which includes the street system, the plot pattern and the building arrangement), (b) *building fabric* (and its architectural character) and (c) *land use* (Conzen, 1973, Whitehand, 1981 and 1984 in Townsend, 2003, p47). Of these factors, he considered town plan and building form to be the most persistent, forming the ‘morphological frame’, constraining future development to some degree (Larkham, 1996, p28).

In Montagu, these three factors are clearly evident and can be described as:

(a) the orthogonal grid town plan, with Long Street and the Kingna River as the central structuring elements, with town farms to the south of Long Street, supplemented by the “*leiwater*”² irrigation system in the oldest, lower part of town, large erven to the north of Long Street and buildings located close to the street throughout the entire old town,

(b) the mixture of simple, but fine, mid-to-late 19th Century and early 20th Century vernacular buildings of considerable character and

(c) the distribution of land uses, with agriculture (smallholdings), residential, and industrial uses along Long Street and commercial, institutional and residential uses along Bath Street.

These factors are essential to the character of Montagu, as described in more detail in Section 4 below.

² “*Leiwater*” is Afrikaans for irrigation by means of communal water channels

2.3 International Charters on Urban Conservation

Due to the universal nature of heritage, cognisance should be taken of international best practice and the conventions and charters of the United Nations Educational, Scientific and Cultural Organisation (UNESCO), founded in 1945 and the International Council on Monuments and Sites (ICOMOS), founded in 1965. The documents relevant to urban conservation are briefly discussed in chronological order below.

The *Charter for the Restoration of Historic Monuments* ('Athens Charter') was adopted by the first International Congress of Architects and Technicians of Historic Monuments in 1931. This document promoted general principles of architectural conservation, such as regular maintenance and the abandonment of restorations (unless "indispensable"), focussing on the substance of ancient fabric and codifying the ideas and principles of the '*building as document*' approach to conservation (Townsend, 2003, p29).

Unlike the Athens Charter, the *International Charter for the Conservation and Restoration of Monuments and Sites* ('Venice Charter'), adopted at the second International Congress of Architects and Technicians of Historic Monuments in 1964 recognised that conservation needs to go beyond the protection of "monuments" and recognise lesser or everyday works and their setting in the landscape:

"The concept of a historic monument embraces not only the single architectural work but also the urban or rural setting in which is found the evidence of a particular civilization, a significant development or a historic event. This applies not only to great works of art but also to more modest works of the past which have acquired cultural significance with the passing of time" (ICOMOS, 1964, Article 1).

The Venice Charter substantially improved on its predecessor and remained the most significant document dealing with the general principles of conservation until the Australian Burra Charter of 1979 (last revised in 1999),

which is now the most widely-used charter (although more focussed on architectural conservation than urban conservation).

The first ICOMOS document on urban conservation was the *Resolutions of the Symposium devoted to the Study of the "Streetscape in Historic Towns"*, held in Lausanne, Switzerland in 1973, which highlight that:

"in historic towns, the street is a necessary element for the equilibrium and identity of the town dweller, and is equally an essential part of the common heritage of mankind" (Introduction, p77).

The resolutions recognise the principles of townscape and urban morphology, stating that:

"since the animation of the street is closely linked to the internal structure and life of the houses and blocks along it, rather than to the restoration of facades alone, inner plotsizes and characteristic proportions should be respected" (Recommendation 3, p77) and

"uninterrupted and attractive areas should be reserved for the pedestrians, so as to promote exchanges, stimulate trade and improve leisure. Great attention should be paid to the contours and paving of the ground; subdued lighting should be installed with the greatest care and advertising kept in control; street furniture should be of a consistent design" (Recommendation 8, p77)

In accordance with the architectural conservation principles of the Venice Charter, but at an urban scale, the Lausanne Resolutions state that:

"Any additional construction which proves necessary should be designed in a contemporary idiom, taking into account the harmonious character which is typical of ancient towns" (Recommendation 6, p77).

The next important international policy document was the *Declaration of Amsterdam* of 1975. It recognises that:

“The architectural heritage includes not only individual buildings of exceptional quality and their surroundings, but also all areas of towns or villages of historic or cultural interest” (ICOMOS, 1975(a), p1).

Importantly, it advocates the integration of conservation and planning:

“The conservation of the architectural heritage should become an integral part of urban and regional planning, instead of being treated as a secondary consideration or one requiring action here and there as has so often been the case in the recent past. A permanent dialogue between conservationists and those responsible for planning is thus indispensable” (p4).

This document is however also significant in that it promotes public participation, which, at the time, was a new concept in conservation planning:

“The conservation of the architectural heritage, however, should not merely be a matter for experts. The support of public opinion is essential. The population, on the basis of full and objective information, should take a real part in every stage of the work” (p5) and

“Local authorities should improve their techniques of consultation for ascertaining the opinions of interested parties on conservation plans and should take these opinions into account from the earliest stages of planning. As part of their efforts to inform the public the decisions of local authorities should be taken in the public eye, using a clear and universally understood language. The education of young people in environmental issues and their involvement with conservation tasks is one of the most important communal requirements” (p6).

Also in 1975, the *International Symposium on the Conservation of Smaller Historic Towns* was held in Rothenburg ob der Tauber. The resolutions state that *“on the local level, planning must recognise the need to retain and to enhance the specific values of the town, and should aim:*

- a) *to observe the existing scale of the town in all new developments, to respect its character, its dominant buildings and its relation to the landscape,*
- b) *to retain the specific visual qualities of urban spaces, streets and squares not only in isolated "tradition islands" but throughout the town's fabric, so as to provide, at the very least, a continuous network linking the main points of interest,*
- c) *to avoid the destruction of historic elements which, at first sight, might seem to be of minor importance but whose cumulative loss would be irretrievable,*
- d) *to search for appropriate new uses for empty buildings which would otherwise be threatened with decay" (ICOMOS, 1975(b), Section 5).*

Significantly, the resolutions recognise the importance of local community initiative in conservation, as has been found in Montagu:

"In many places, the preservation of smaller towns has largely been the result of local initiative and such worthwhile activities must be encouraged and supported. The problems of urban conservation are, however, growing too complex for private action and purely local initiative. The future must see stronger and more comprehensive national and regional legislation to encourage the conservation of smaller historic towns" (Section 6).

The *Nairobi Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas*, adopted in 1976, covers a wide range of considerations and is particularly applicable to area conservation:

"Every historic area and its surroundings should be considered in their totality as a coherent whole whose balance and specific nature depend on the fusion of the parts of which it is composed and which include human activities as much as the buildings, the spatial organization and the surroundings" (No.3).

The importance of research and identification is highlighted:

“A survey of the area as a whole, including an analysis of its spatial evolution, should be made” (No.19).

The growing recognition in heritage practice of ‘layering’ is noted:

“In historic areas containing features from several different periods, preservation should be carried out taking into account the manifestations of all such periods” (No.23).

The principles of townscape and urban morphological assessment are acknowledged as critical to the management of new development in a sensitive context:

“Particular care should be devoted to regulations for and control over new buildings so as to ensure that their architecture adapts harmoniously to the spatial organization and setting of the groups of historic buildings. To this end, an analysis of the urban context should precede any new construction not only so as to define the general character of the group of buildings but also to analyse its dominant features, e.g. the harmony of heights, colours, materials and forms, constants in the way the facades and roofs are built, the relationship between the volume of buildings and the spatial volume, as well as their average proportions and their position. Particular attention should be given to the size of the lots since there is a danger that any reorganization of the lots may cause a change of mass which could be deleterious to the harmony of the whole” (No.28).

The crucial role of education and public awareness campaigns is also highlighted:

“The education of administrative staff for the needs of local development in the field of safeguarding of historic areas should be financed where applicable and needed and directed by the appropriate authorities according to a long-term programme” (No.50) and

“Awareness of the need for safeguarding work should be encouraged by education.... Clear, comprehensive information should be provided

as to the advantages - not only aesthetic, but also social and economic - to be reaped from a well-conducted policy for the safeguarding of historic areas and their surroundings. Such information should be widely circulated among specialized private and government bodies and the general public so that they may know why and how their surroundings can be improved in this way” (No.51).

While the *Australian Burra Charter* of 1979, last revised in 1999, is currently the most widely-used document in the field of architectural conservation, it makes very little reference to urban or townscape conservation. This emphasises the point made by Asworth and Kuipers (see Section 2.1 above), that urban conservation exists “uncomfortably” alongside architectural conservation.

The Burra Charter does however recognise the importance of ‘setting’:

“Conservation requires the retention of an appropriate visual setting [including use, siting, bulk, form, scale, character, colour, texture and materials] and other relationships that contribute to the cultural significance of the place” (Australia ICOMOS, 1999, Article 8).

It also makes the general statement that

“new construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate” (Article 8).

Furthermore, this charter highlights the importance of participation:

“Conservation, interpretation and management of a place should provide for the participation of people for whom the place has special associations and meanings, or who have social, spiritual or other cultural responsibilities for the place” (Article 12).

The *Washington Charter for the Conservation of Historic Towns and Urban Areas*, adopted in 1987, is considered to be the most comprehensive document dealing with the challenges facing historic towns (Larkham, 1996)

and is quite specific in listing the urban morphological features that should be conserved through planning:

“In order to be most effective, the conservation of historic towns and other historic urban areas should be an integral part of coherent policies of economic and social development and of urban and regional planning at every level (ICOMOS, 1987, Principles and Objectives, Article 1):

- a) Urban patterns as defined by lots and streets;*
- b) Relationships between buildings and green and open spaces;*
- c) The formal appearance, interior and exterior, of buildings as defined by scale, size, style, construction, materials, colour and decoration;*
- d) The relationship between the town or urban area and its surrounding setting, both natural and man-made; and*
- e) The various functions that the town or urban area has acquired over time” (Article 2).*

As with the Burra Charter, community involvement and professional training is encouraged:

“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” (Article 3);

“In order to encourage their participation and involvement, a general information programme should be set up for all residents, beginning with children of school age” (Article 15) and

“Specialised training should be provided for all those professions concerned with conservation” (Article 16).

Townscape considerations are also highlighted:

“When it is necessary to construct new buildings or adapt existing ones, the existing spatial layout should be respected, especially in terms of scale and lot size” (Article 10).

This charter is however not rigid or preservationist in approach and points out that:

“The introduction of contemporary elements in harmony with the surroundings should not be discouraged, since such features can contribute to the enrichment of an area” (Article 10).

In the sensitive, rural context of towns like Montagu, the emphasis should however be on the *“harmony with the surroundings”*, since it is the historic character of the town as a whole, rather than the individual buildings, that make this town special.

Since one of the greatest attributes of Montagu is its modest vernacular architecture, the *Charter on the Built Vernacular Heritage*, adopted in Mexico in 1999, is also relevant. It states that:

“Vernacular building is the traditional and natural way by which communities house themselves. It is a continuing process including necessary changes and continuous adaptation as a response to social and environmental constraints. The survival of this tradition is threatened world-wide by the forces of economic, cultural and architectural homogenisation” (ICOMOS, 1999(a), Introduction).

Once again, the importance of the urban environment as a *whole* is highlighted:

“The vernacular is only seldom represented by single structures, and it is best conserved by maintaining and preserving groups and settlements of a representative character, region by region” (Principles of Conservation) and

“Interventions to vernacular structures should be carried out in a manner which will respect and maintain the integrity of the siting, the relationship to the physical and cultural landscape, and of one structure to another” (Guidelines in Practice).

Due to important role of tourism in Montagu, cognisance should be taken of the *International Cultural Tourism Charter: Managing Tourism at Places of Heritage Significance*, also adopted at the 1999 ICOMOS Proceedings in Mexico, which advocates the empowerment of local communities:

“Tourism should bring benefits to host communities and provide an important means and motivation for them to care for and maintain their heritage and cultural practices” (ICOMOS, 1999(b), Introduction, p2) and

“Conservation management and tourism activities should provide equitable economic, social and cultural benefits to the men and women of the host or local community, at all levels, through education, training and the creation of full-time employment opportunities” (Section 5.2, p6).

Lastly, the *Nara Document on Authenticity*, adopted by ICOMOS in Japan in 1994, warrants mention here. While not making direct reference to urban conservation, this document recognises the diversity of cultures and heritage (Article 5) and states that *“responsibility for cultural heritage and the management of it belongs, in the first place, to the cultural community that has generated it, and subsequently to that which cares for it”* (Article 8).

This document emphasises the importance of authenticity, (as opposed to the fake or pastiche), as *“the essential qualifying factor concerning [heritage] values”* (Article 10), which is based on the Venice Charter principle of *“respect for original material and authentic documents”* (ICOMOS, 1964, Article 9).

2.4 Area-based Conservation

Townsend states that during the second half of the 20th Century, internationally and locally, it became clear that *“the notion that whole environments better reflect history, that whole environments are more interesting subjects of conservation-oriented endeavours and that the integrated planning of environs is more effective than the protection of isolated monuments”* (2003, p151).

Japha and Japha add that lists deal with buildings as independent objects and can be connected only to declarations of buildings or groups of buildings.

“But most buildings of importance to urban conservation are not declarable, and the area conservation concept is a response to precisely this” (1988, p43).

Urban conservation, also referred to as *area-based conservation*, is advocated in several of the international charters, mentioned above, including the Washington Charter, which states that *“the conservation of historic towns and other historic urban areas should be an integral part of coherent policies of economic and social development and of urban and regional planning at every level.”* (ICOMOS, 1987)

The British Planning Policy Guidance (PPG) 15 elaborates:

“It is the quality and interest of areas, rather than individual buildings, which should be the prime consideration in identifying conservation areas. There has been increasing recognition in recent years that our experience of a historic area depends on much more than the quality of individual buildings – on the historic layout of property boundaries and thoroughfares; on a particular ‘mix’ of uses; on characteristic materials; on the quality of advertisements, shop fronts, street furniture and hard and soft surfaces; on vistas along streets and between buildings; and on the extent to which traffic intrudes and limits pedestrian use of spaces between buildings. Conservation area designation should be seen as the means of recognising the importance of all these factors

and of ensuring that conservation policy addresses the quality of townscape in its broadest sense as well as the protection of individual buildings.” (United Kingdom Department of the Environment, 1994)

In Italy, most cities developed regulatory plans, during the 1950s and 1960s, including Bologna (1958), Ferrara (1960) and Rome (1962). Most importantly, each identified a ‘*centro storico*’ or historical centre, where development and use is extremely restricted (Townsend, 2003, p38).

“It is clear that urban conservation practice in Italy today is still dominated by the ‘traditional preservation paradigm’ described by Ashworth (1997), that is, the conservation of the building as document approach” (Townsend, 2003, p38).

A consequence of this prescriptive regime is that many activities of modern city life and ordinary citizens are forced to relocate to parts of the city outside the ‘*centro storico*’ (Brock et al, 1973, in Townsend, 2003, pp38-39). There is however no doubt that the strict architectural guidelines are particularly effective in the conservation of the character of small Italian towns and how they are experienced by residents and tourists alike.

In France, the ‘Malraux Act’ of 1962 introduced the system of ‘*secteurs sauvegardés*’, designed to protect older urban centres from the onslaught of modern development pressures (Larkham, 1996, p42). These designations were very selective, with only 79 areas designated in thirty years (Loew, 1995 in Townsend, 2003, p39). It should however be pointed out conservation areas was probably less urgently needed, since all building within a 500m-radius surrounding each of the 35,000+ listed buildings in France is strictly controlled (Townsend, 2003, p39). Baumann points out that the Malraux Act favoured monumental restoration of historic areas and that these expensive reconstruction programmes tended to change the social profile of older areas, as only the wealthy could afford to live there (1997, p88).

In the Netherlands, the Monuments and Historic Buildings Act of 1961 dealt with both architecture and town planning in order that both valuable individual

buildings and planned townscape units or views might be preserved (Larkham, 1996, p110). It is suggested that [unlike in the UK and more like in France] the priority of the government has been to select only the very best townscapes and there is a lengthy process of evaluation, designation and plan preparation before full protection is afforded (Skea 1988 in Larkham 1996, p111).

According to Ashworth and Kuipers, the success of conservation in the Netherlands can be ascribed to four factors. Firstly, there has just been more investment, both public and private, in the preservation, renovation and rehabilitation of historic buildings, areas, cities and landscapes in the Netherlands over the last 30 years than in most other countries. They add that *“unlike many other aspects of planning, concern for heritage has historically been initiated and led by public opinion, albeit initially the opinion of a vocal and influential minority”* (2004, p2). Thirdly there is a continuous process of identification and inventorisation of heritage resources. Lastly, conservation planning has been effectively integrated into an already highly effective public spatial planning system and many conservation areas have been designated.

“With the exception of a few small island states, it is safe to say that the Netherlands has the densest concentration of protected structures and most extensive coverage of conserved areas in the world” (2004, p3).

In Britain, the Civic Amenities Act, which was passed in 1967, was innovative in that it extended consideration from individual buildings [monuments] to the conservation of entire areas, the beginnings of effective urban conservation *per se* (Larkham, 1996, p42). This was developed further through the Town and Country Planning Act of 1968, which introduced (a) Listed Buildings Consent applications and (b) Conservation Area Advisory Committees (Larkham, 1996, p46).

Conservation areas were defined as *‘areas of special architectural and historic interest, the character and appearance of which it is desirable to preserve or enhance’* (DoE, 1987). Areas must therefore be of *special*

interest, and this interest must be *architectural and historical* (Larkham, 1996, p73).

Worskett states that a Conservation Area will usually be defined because of the presence of an overall architectural quality or historical associations (1969, p46).

“If the term conservation includes both preservation and management of change, then the term Conservation Area must be taken to mean an area in which preservation will be a principal planning aim, but in which some change, although small in scale, must nevertheless take place” (p48).

By 1994, there were over 8 300 designated conservation areas in England and a further 1 100 in Scotland, Wales and Northern Ireland. Larkham feels that the *architectural or historic* significance of these areas must now be questioned, particularly for the more recent designations.

“Both the original purpose of many conservation areas and the precise character and appearance they were designed to conserve and enhance have been watered down by successive ad hoc designations in the name of additional control or local pressure” (Huntington 1991 in Larkham, 1996, p74).

Larkham does however acknowledge that the actual townscape changes in the United Kingdom since the 1980s have been in much greater sympathy with existing townscapes than were developments in the 1950s and 1960s (1996, p271). In discussing the conservation area as a planning tool, he states that the undoubted strength of the UK system is its local basis.³ This means that in the UK

“Conservation areas can be designated very rapidly to counter likely threats; there is little constraint upon what can and cannot be designated, so actual designations can be very flexible in response to

³ Designation and control is managed by the Local Planning Authority (LPA), while in the Netherlands, for instance, control is largely at the level of the State

local conditions". He adds that *"importantly, conservation areas are generally well supported by the local public"* (1996, p274).

Larkham also notes that the varied justifications for designation and different types of areas with *"effectively the same type of protective policy, is where the conservation area concept is blunted and open to both criticism and abuse"*. Some areas appear to be *"preservation areas"*, some are *"demolition control areas"*; some are *"areas of potential, where designation might encourage confidence, grant aid and inward investment"*, some are designated *"to appease local politicians or public groups"* and some are designated *"because local planning officers feel they do show, as the [Civic Amenities] Act specified, 'special qualities of character or appearance' (p274).*

"Improvements have been suggested to the designation process to allow for greater public consultation while still affording immediate protection if necessary" (p274).

British practice has had a very considerable impact on ideas in South Africa. Here, many academic papers were written on the subject of urban conservation during the late 1980s and early 1990s and there was general agreement that *"a policy of 'monumentalisation' was not adequate as the only, or even the main policy to protect historic cultural property"* (Japha and Japha, in *Architecture SA*, May & June 1993, p26).

"In 1990 the National Urban Conservation Symposium in Johannesburg, reflected this attitude and the notion that the values underpinning conservation needed a broader public input and ownership" (Townsend, 2000, p135).

The Japhas were amongst the leading advocates for area-based conservation in South Africa and argued that *"conservation in urban settings cannot be sensibly divorced from planning and be carried out primarily with 'monumentalisation' policies"*. They provided three reasons for its integration with planning:

- (a) *"urban environments and cultural landscapes are assemblages of many different things other than just buildings"*, e.g. agricultural

areas, roads and systems of tree planting. *“Complex environments of this kind require appropriate legislative instruments”*;

- (b) *“the best chances for survival [of historic environments] are created when planning policies are sensitively applied to foster their adaptation to new needs and changing values”*, e.g. social and economic programmes and tourism and
- (c) *due to a shortage of resources “central state agencies such as the NMC can be no more than peripheral to the day to day management of the country’s environments and buildings. This management is the specific responsibility of Local Authorities, which alone have the staff and local knowledge to do it”* (1993, p26)

There has therefore been recognition that conservation must recognise its social function, economic reality, the law, property rights, changing functions of buildings and of parts of the city and Integrated Conservation was developed parallel to Critical Conservation (see Section 2.1 above). *“The conservationist has become a planner”* (Townsend, 1988, p28).

He however points out that *“it was not till the late 1970s and early 80s that South African cities [and towns] made any move to create conservation areas; Cape Town was the first to declare a number of small conservation areas within the historical core in 1979 and Stellenbosch declared its historical core as a conservation area in 1980”*. During the next decade many other towns, such as Pietermaritzburg, East London, Worcester, Graaff-Reinet and Montagu began the processes of identifying and declaring conservation areas (Townsend, 1997, p7 and 2000, p133).

In Montagu, three urban conservation areas were identified by Todeschini and Japha in 1990, but only formally declared in terms of the town’s zoning scheme in 2000. This is discussed in more detail in Section 5.

2.5 Community / Voluntary Conservation Group Involvement

Ashworth and Kuipers observe that

“Heritage planning is no longer a special concern for particular parts of exceptional places, but is an inescapable part of the everyday life of ordinary people in ordinary places” (2004, p3).

Corinne Perkin adds:

“In many countries, community engagement has become a popular sentiment for a range of local councils, governments, arts and heritage organisations, prompting the development of strategies and mission statements that emphasise the importance of community consultation and involvement” (2010, p107).

The Venice Charter of 1964 makes no reference to public participation, but it is emphasised in the Declaration of Amsterdam of 1975, which requires local authorities to consult with its citizens from the earliest stages of conservation planning (Baumann, 1997, p303). The importance of community/civic involvement in urban conservation is echoed in all the subsequent ICOMOS charters and guidelines.

The Australian Burra Charter requires that:

“Conservation, interpretation and management of a place should provide for the participation of people for whom the place has special associations and meanings, or who have social, spiritual or other cultural responsibilities for the place” (Australia ICOMOS, 1999, Article 12).

Watson and Waterton note that

“The growth of the ‘heritage industry’ over the last 20 years has also had an effect in motivating and energising individuals and communities to engage with the past in a broad range of activities” (2010, p1).

Elizabeth Crooke however points out that:

“Community and heritage are both vague and elusive ideas, yet together they have gained popular currency and are used as the basis of multiple myths. Many understandings of community will refer to the building blocks of heritage as a means to define a community by its customs, language, landscape, history, artefacts and monuments. These representations of identity are thus selected to become the heritage of nations and communities” (2010, p17) and

“The concept of community, the community group that is realised, and the nature of community engagement are interlinked. Engagement creates community by drawing upon notions of unity presented as pre-existing” (2010, p19).

Cultural heritage is perceived at an individual, communal and global level, but on a day-to-day basis, its most important role is giving communities a historical sense of belonging and a sense of place:

“the past exists both as an individual and collective construct and, although personal images and histories may be highly selective and idiosyncratic, there are many shared values and experiences across members of similar socio-cultural groups” (Lowenthal, 1985, in Baumann, 1997, p417).

The public is however not always a single and easily identifiable entity and Hou states that

“In a democratic context where different voices and forces compete in the public realm, the practice of preservation increasingly requires effective mechanisms to facilitate and negotiate expressions and agreements. Technical guidelines and regulatory measures alone are inadequate in addressing the changing needs of multiple constituencies in the community. An integrated approach to urban conservation needs to acknowledge the multiplicity of publics and the often-competing values, ideologies, and interests in an urban context” (2004, pp36-37).

Furthermore, in the case of conservation, the social attitudes depicted were, until relatively recently, those of a small, educated, wealthy and influential elite, which both set and reacted to changing fashions (Larkham, 1996, p31):

“In [the 20th] Century, conservation, as with planning as a whole, underwent what could be interpreted as a cyclic process of change (Sutcliffe 1981a). Moreover, the rise of a widespread consciousness of history or, perhaps more correctly, heritage, has led to a rapid broadening of conservation-related legislation and associated activities in the past [three] decades or so” (p33).

Waterton and Smith warn against the simplistic “*Western Authorised Heritage Discourse (AHD)*”, which can be defined as “*a professional discourse that validates and defines what is or is not heritage and frames and constrains heritage practices*”. This argument is more fully developed in Smith’s ‘*Uses of Heritage*’ (2006).

“This discourse emphasises the authority of expertise to act as stewards for the past and its heritage, but also defines heritage as innately material, if not monumental, aesthetically pleasing and as inevitably contributing to all that is ‘good’ in the construction of national or group identity. The universality of heritage values tends to be taken for granted, as, too, is the assumption that heritage is intimately linked with the expression and manifestation of ‘identity’. Exactly how this link is maintained remains unproblematised; however, that the link exists is one of the foundational tenets of the AHD. So too is the idea that heritage must be preserved unchanged, along with the cultural values that heritage in some way embodies, so that they can be passed on to future generations. AHD works to marginalise and/or fails to recognize the legitimacy of subaltern communities or other competing concepts of heritage” (Waterton and Smith, 2010, p12).

They point out that AHD does more than reinforce what is or is not considered to be ‘legitimate heritage’

“It also, by systematically failing to question the linkage between heritage and identity, renders identity as subject to the interventions of heritage expertise” (2010, p12).

Waterton and Smith add that there is also a tendency for white middle/elite classes to be granted a *“fuller status”* within the management process than other socio-economic or ethnic groups:

“Communities of expertise have been placed in a position that regulates and assesses the relative worth of other communities of interest, both in terms of their aspirations and their identities. ‘Other’ communities, therefore, have endured a less than equal footing from which to make claims about their past, their heritage and their self-image. Indeed, groups affixed with the term ‘community’ (as it is traditionally understood) are often defined, or have their ‘authenticity’ judged, against standards set by the heritage that has been preserved ‘for them’ by heritage agencies and their experts” (2010, p12).

In recent decades, there has been growing acknowledgement of the differences and plurality of the *‘public’* in terms of values, identities, and interests. Hou states that

“in the context of diverse cultural values and practices, the established preservation practice based on a narrow set of values such as those embodied in the Venice Charter is no longer adequate. Preservation planning now needs to address diverse sets of views in an increasingly contested and pluralized urban context” (2004, p30).

In discussing conservation areas, Larkham points out that not all views on designation are favourable and some residents or community groups fear that declaration would restrict or discourage potential development (p121). The general consensus is that proposed conservation areas should be advertised widely and that the public and interested organisations should be given reasonable time to lodge objections (1996, p122).

In many publications (see Tunbridge 1984, Ashworth 1998) built heritage is considered to be a *contested entity*. According to Ashworth and Kuipers, the important questions are no longer ‘what?’ and ‘how?’, but ‘who?’ and ‘why?’ (2004, p2). Tunbridge adds that “*one person’s landmark may be an object of indifference or hostility to another*” (1984, p171). *Contested heritage* and the question of whose heritage to conserve are particularly prominent issues in countries where there is a history of colonialism and dispossession, such as Australia, New Zealand and South Africa.

Larkham points out that although the ‘*heritage concept*’ popularized conservation, it restricted choice and freedom. He argues that the power of heritage selection rests with ‘*powerful elites*’ and that little effective consultation with local groups takes place. In discussing the conservationist lobby, he points out that in the majority of cases, public opinion is represented by local voluntary amenity groups, particularly civic societies (1996, p65).

“These societies claim to represent public opinion, but it is clear that they are directly representative, in terms of numbers of members, of only a small proportion of the population. This is particularly true of the local voluntary amenity groups, who are often accused of representing only the well-educated, vociferous elite rather than the public at large” (1996, p66).

Slater suggests that with regard to representation, management systems often fail to represent the townscapes of groups lacking cultural and political power (1997, pp150-151).

Heritage perceptions vary according to political outlook, socio-economic class and by deeply-rooted cultural and ethnic values of whichever social group, and “*the way the character and image of a development is a reflection primarily of the values of whichever social group is ascendant at the time*” (Tunbridge, 1994, in Nagussie, 2004, p204). This inevitably has an impact on the selection of what is to be conserved.

“The notion of heritage conservation is linked to the idea of Nationalism” (Kapadia, 2009, p75). “*A culture that takes solace in the*

misplaced belief that by removing or altering the markers of history, the people would feel more liberated has not been fully realized from the burden of the bondage of history and surely has misplaced notions of patriotism” (Kapadia, 2009, p77).

Ashworth and Kuipers argue that *“there is a gap between the official and the popular; the expert professional and the unselfconscious vernacular; the approved culture and the alternative counter-culture” (2004, p4).*

“Heritage is still the main vehicle in society for the socialisation of the subordinate and the legitimation of the dominant, as well as simultaneously being a source of individual fulfilment, articulation and gratification. The answer to the ‘who decides?’ question can only be that heritage is created by both governments and people and effecting a reasonable stable and tenable concordance between top-down and bottom-up approaches is inevitably difficult” (2004, p4).

Hayden asserts that *“a politically conscious approach to urban preservation must go beyond the techniques of traditional architectural preservation (making preserved structures into museums) to reach broader audiences” (1996, p11, in Nagussie, 2004, p204)*

While it is important to recognize international debate about *‘whose heritage to conserve’* - issues around *stewardship* and *agency*, as part of the post-colonial discourse in several countries, Montagu’s heritage appears to be less contested. While the town was clearly affected by Apartheid, with its legacy still clearly visible spatially and economically (as in most towns in South Africa), histories of dispossession are less prominent in this town and the *‘ownership’* of heritage does not appear to be a point of contention. The only evident conflicts are the occasional differences between the conservation lobby and proponents of development, which is discussed further in Section 5. Furthermore conservation and restoration do *not* appear to have led to significant displacement of communities or gentrification in Montagu.

In closing, it should be pointed out that voluntary conservation groups can play a significant role in heritage management in South Africa especially in light of the shortcomings of the provincial and national heritage resources authorities. Thompson's research into the role of the "man in the street" in the conservation process reveals that

"society that has a clear idea what it wants, knows also the workings of the law and the local administration, and has friends in important places – and applies these advantages in a timely manner – will have the best results" (1990, p121).

It is therefore important that voluntary conservation groups educate and empower themselves, so as to be effective. Most importantly, they should keep themselves informed of national and local legislation and statutory process and register themselves, so as to ensure that they are consulted.

CHAPTER 3: OVERVIEW OF APPLICABLE LEGISLATION OVER TIME

This section provides a brief summary of the progression of legislation and conservation practice in support of local conservation initiatives. This legislation can be divided into three main categories: Firstly, heritage legislation prior to the implementation of the National Heritage Resources Act (NHRA) in 2000, of which the National Monuments Act was the most significant, secondly, the NHRA of 1999, which was implemented in 2000 and thirdly, planning legislation, which still plays an important role in Montagu.

3.1 Heritage Legislation prior to 2000

Townsend points out that during the first decades of the 20th Century

“South African conservation legislation dealt with subjects like rock art and meteorites (the Bushman Relics Protection Act of 1911). This was because architecture and the environment were not yet recognised as being worthy of protection, whereas scientific objects were (rock art was considered to be prehistoric and of scientific rather than cultural or aesthetic interest)” (2000, p132)

The *Natural and Historical Monuments Act*, No.6 of 1923 however established statutory protection to monuments and built structures, as well as to *“areas of land having distinctive or beautiful scenery, areas with a distinctive, beautiful or interesting content of flora and fauna, and objects (whether natural or constructed by human agency) of aesthetic, historical or scientific value, including waterfalls, caves, Bushman paintings, avenues of trees and old buildings”*. It also established the first statutory body responsible for heritage management, the Historical Monuments Commission (HMC), who could identify and declare monuments and mark them with badges (Pistorius, 2009, p1).

This was followed by the *Natural and Historical Monuments, Relics and Antiquities Act* (No.4 of 1934), which gave increased powers to the HMC and

included archaeological and palaeontological sites and objects. Procedures were put in place for proclaiming monuments (notification in the Government Gazette and endorsement of title deeds) and by 1996, approximately 300 monuments were declared. A permit was required for the export of relics and for the alteration or demolition of structures (Pistorius, 2009, p2).

Under the *National Monuments Act* (No.28 of 1969), the HMC was replaced by the National Monuments Council (NMC) of 17 members, appointed by the Minister of Education. Under this Act, the declaration of individual buildings as National Monuments became the most widely-used mechanism for the protection of heritage resources in South Africa. Declared monuments often included buildings that were not necessarily of national significance, but buildings that contributed to an urban environment or were threatened by development pressure or demolition.

“As late as the 1980s, the National Monuments Council was still trying to protect whole environments, surveying towns like Worcester, Caledon, Mossel Bay and Kimberley and by declaring [large] numbers of individual buildings in the older towns, for example, approximately 100 dwellings in Wynberg Village between 1981 and 1985 and over 220 simple Karoo homes in Graaff Reinet between 1983 and 1987 were declared as National Monuments” (Pistorius, 2002, in Townsend, 2003, p64).

In Montagu's town centre, 21 buildings were declared as National Monuments between 1974 and 1993, with the initiative for declaration most often taken by *local* conservation activists. Even though this was perhaps an extreme measure, declaration was the only legal protection available at the time and was probably the greatest contributor to the town's preservation during the 1970's and 1980's (and beyond), before urban conservation areas were designated and architectural guidelines were adopted. In addition, the declaration of 14 buildings on Long Street, a Proclaimed Main Road, more or less safeguarded this street from inappropriate road widening, which happened in many other small towns in the Western Cape.

The 1986 amendment of the Act, the *War Graves and National Monuments Act* (No.11 of 1986), (a) required the NMC to prepare a *register* of conservation-worthy properties, (b) enabled the designation of *conservation areas* and (c) introduced a clause requiring the NMC to scrutinise all demolitions of, and alterations to buildings that are *older than 50 years*. Townsend argues that neither of the first two measures was successfully implemented and that the NMC, with its limited resources was only able to cope with the logistic implications of the '50-year clause' due to the fact that most local authorities "screened" the permit applications referred to the NMC's regional office (Townsend, 2003, pp64-65).

But as Townsend points out, the 50-year clause did however provide legal protection to undeclared buildings throughout the country where there were conservation-interested bodies and in Montagu, where concerned residents or the Municipality would alert the NMC when conservation-worthy buildings were threatened by illegal demolitions or alterations. It is also interesting to note that the number of National Monument declarations, which peaked in 1983 nationally (Frescura, 1991, p16) and in 1984 in Montagu, decreased following the introduction of the 50-year clause as an alternative protection to declaration.

By 1994, when the new democratic regime came into being in South Africa, approximately 3 600 National Monuments had been declared within the then four provinces, and very few declarations took place thereafter (Townsend, 2011, p5).

3.2 National Heritage Resources Act

The *National Heritage Resources Act (NHRA)*, Act 25 of 1999, which came into effect in 2000, addressed many of the shortcomings of the National Monuments Act, especially since it established an [intended] integrated system of national, provincial and local governance, with clearly-defined responsibilities, encouraging the devolution of power. Grade I sites are managed by the South African Heritage Resources Agency (SAHRA), which

replaced the NMC.⁴ Grade II sites are to be managed by the Provincial Heritage Resources Authorities (PHRAs) and it is the intention that Grade III sites are managed by local authorities, once such authorities are accredited by the PHRAs as “competent authorities”

A very important improvement on the National Monuments Act was that provision was made for heritage impact assessments (HIA's), which are aimed at the protection and management of environments and not just isolated buildings.

In the Western Cape, a PHRA, Heritage Western Cape (HWC), was established in early 2003 and is located in the provincial government's Department of Cultural Affairs and Sport. HWC deals with *inter alia* heritage registers and heritage areas in terms of Sections 30 and 31 respectively, demolitions of, and alterations to structures older than 60 years in terms of Section 34, and heritage impact assessments (HIA's) in terms of Section 38 and the former National Monuments (now reclassified as Provincial Heritage Sites in terms of Section 58(11) of the NHRA).

Section 34 of the NHRA is a general protection, which provides an additional layer of protection, or rather screening, for the historic buildings in Montagu. A permit is required from the provincial heritage resources authority for alterations to buildings older than 60 years. The Provincial Heritage Sites in Montagu continue to enjoy the same protection under Section 27 of the NHRA as previously under the National Monuments Act.

Section 31 of the NHRA makes provision for the designation of heritage areas. Such designations can be on the initiative of the PHRA or the local authority. If a potential heritage area has been identified by the PHRA and the local authority is unwilling or unable to designate such heritage area, Subsection (4) enables the PHRA to designate such area. If identified by the local authority, subsections (5) and (7) enable the designation of heritage

⁴SAHRA came into operation on the 1st of April 2000

areas in its zoning scheme or by-laws under the NHRA, after consultation with the PHRA, property owners in the area and any affected community. Such protective provisions shall be jointly approved by the provincial heritage authority, the provincial planning authority and local authority, but local authorities can also establish conservation or special areas under their zoning schemes without approval from the PHRA (as they have done in the past before the promulgation of the NHRA..

Once declared, the special consent of the local authority is required for any alteration or development affecting such heritage area.

Section 38(1) of the NHRA also provides protection for the town farms of Montagu (and other large sites), since a development proposal will most likely 'trigger' activity (c)(i) "*development that will change the character of a site exceeding 5 000m² in extent*" and/or activity (d) "*the rezoning of a site exceeding 10 000m² in extent*", which will require the submission of a Notification of Intent to Develop (NID) to the Provincial Heritage Resources Authority and due to its sensitive context and likely presence of heritage resources, most probably a full heritage impact assessment.

Lastly, it should be pointed out that the Act intends that conservation groups and communities be encouraged to play a role in the heritage management system (Townsend, 2011) and Section 25(1)(b) of the Act provides for the registration of conservation bodies, who must indicate the geographical area and the categories of heritage resources that they are interested in. The importance of this provision is discussed later in this paper.

3.2 Planning and Development Legislation

The *Land Use Planning Ordinance (LUPO)*, No.15 of 1985, which came into effect in 1986 and is still the main town planning legislation in the Western Cape, enables two types of instruments that have a bearing on urban conservation: (a) *Structure Plans*, which are forward planning policy guidelines (but which does *not* confer or take away development rights) and

(b) *Zoning Schemes*, which control land use by allocating a zoning for each property on a map and by setting out fixed development rights/parameters in scheme regulations.

In the case of Montagu, a Structure Plan was prepared and approved in terms of the LUPO in 1997 and includes detailed guidelines for development in conservation areas.

The provisions of the Structure Plan are supplemented by the Montagu Zoning Scheme, in terms of which three abutting urban conservation areas have been formally declared in 2000 and which also establishes and regulates a local heritage advisory committee, referred to as the 'Aesthetics Committee'. The Montagu Zonings scheme requires that any town planning application, demolition, alteration, new development or signage in a designated conservation area needs to be referred to the Aesthetics Committee. Conservation areas are essentially 'overlay zones' that enable heritage-related scrutiny and development controls that could limit development, in spite of underlying zoning rights. The designated conservation areas and role of the Aesthetics Committee in Montagu are discussed further a Section 3 below.

In terms of the LUPO, applications for rezoning and subdivision must be advertised to potentially-affected parties, who have the right to object to an application. Applicants then have an opportunity to respond to comments. Decisions are delegated to the local authority, who must assess the '*desirability*' (acceptability) of the application, as well as "*the safety and welfare of the community concerned*", "*the preservation of the natural and developed environment*" (in other words, heritage conservation) and "*the effect of the application on existing rights concerned*". If an application is approved, the local authority has the right in terms of Section 42 of LUPO to impose any conditions it may deem necessary.

The LUPO makes provision for appeals by the applicant and by objectors against the local authority's decision, which must be lodged with the provincial

Premier (currently delegated to the Provincial Minister of Local Government, Environment and Development Planning).

Until the antecedent of the LUPO, the Townships Ordinance of 1934, and the creation of zoning schemes came into being and made provision for conditions to be imposed on approval of development applications, development was often controlled through title deed conditions. Examples of such controls are building line restrictions, the control of the number of dwellings on a property and a prohibition against certain land uses. If title conditions prohibit an envisaged development, application can be made to the Provincial Government in terms of the *Removal of Restrictions Act*, Act 84 of 1967, for the removal or amendment of such conditions by the Premier.

While relevant in any rural context and applicable to the farms surrounding Montagu, it should be noted that the *Subdivision of Agricultural Land Act* (Act 70 of 1970) does not apply to the town farms of Montagu since they have always been inside the boundary of the former municipality of Montagu. This definition of “agricultural land” was confirmed by a Constitutional Court ruling on 25 July 2008, which found that the provisions of the Act only applied to agricultural land that was outside the boundaries of a Local Authority (as opposed to a Regional Services Council) before the transitional local authorities came into being in 1995.

Finally, the *National Building Regulations and Building Standards Act* (Act 103 of 1977) deals with the approval of building plans and the standards of construction of buildings. Section 4 requires any person (except the State) to submit building plans for the approval of the local authority, prior to the erection and alteration of any building.

Section 7(1) of the NBR&BS Act requires a local authority to ensure that the building plan application (a) complies with the requirements of this Act *and any other applicable law*. The term “other applicable law” includes the LUPO, zoning scheme regulations, including conservation area consent, the National Environmental Management Act (NEMA), the NHRA and title deed

restrictions. Section 7(1)(b)(ii) requires the local authority to *refuse* building plan approval if the area in which it is located will be disfigured or it will be “*unsightly or objectionable*”, or if it will derogate from the value of adjoining or neighbouring properties or if it will be dangerous to life or property. Townsend states that these powers are however infrequently exercised and adds that the courts have consistently upheld the rights of property owners to exercise their full property rights. It is however important to add that other law, such as urban conservation areas in terms of the zoning scheme and the NHRA *must* be satisfied before a building plan can be approved (Townsend, 2003, p58). Restrictions imposed in terms of this other legislation may reduce one’s development potential.

Mention should also be made of the *Municipal Systems Act* (Act 32 of 2000). The MSA requires local authorities to undertake forward planning in the form of an Integrated Development Plan (IDP), which is essentially a ‘business plan’, allocating priorities and budgets and which includes a Spatial Development Framework (SDF), which is a spatial plan and forms part of the IDP. Also important for administrative practices is the right to appeal against any decision by the local authority that affects any party’s rights.

The *National Environmental Management Act* (Act 107 of 1998), was briefly referred to above. While an important “other applicable law” that could impact on a planning and heritage approval process, the NEMA has not been a significant factor within the urban area of Montagu, as it is usually only triggered by development and infrastructural improvements outside urban areas. One possible exception would be development within 32m of a watercourse, of which two (the Keisie and Kingna rivers) traverse the historic town. In terms of the NEMA Regulations, a Basic Assessment would have to be undertaken by an environmental practitioner and submitted to the Provincial Department of Environmental Affairs and Development Planning (DEA&DP) for consideration.

CHAPTER 4: HISTORY, CONTEXT, AND HERITAGE SIGNIFICANCE OF MONTAGU

4.1 Brief history of Montagu

Montagu is one of several speculative villages to be developed around the mid-19th Century.

“As late as the end of the first decade of the nineteenth century colonial settlement at the Cape had produced no more than four tiny villages outside Cape Town. Fifty years later, however, the landscape of settlement had been transformed by the appearance of the country ‘dorp’ [town]. From about 1820 onwards, and particularly between 1830 and 1860, large numbers of gridiron settlements were established, spaced at regular intervals throughout the Cape countryside” (Japha and Japha, 1991(b), p18).

The town originated when a 1841 perpetual quitrent grant, called ‘*Uitvlucht*’, originally made by Sir George Napier to a Pieter Swanepoel, was purchased by a speculator-farmer from the Wellington district, David Stephanus van der Merwe, in 1844 with the aim to subdivide it “*in anticipation of development resulting from the proclamation of a new congregation*” (Fransen, 2006, p254). In 1850, Van der Merwe employed a land surveyor, William Atmore to lay out a town on his farm. This first phase constituted the eastern part of the town, located between the Kingna River and Bath Street and was fully irrigated.

After this first subdivision was approved, Van der Merwe persuaded friends and relatives in Wellington to join him in Montagu and become landowners (Japha and Japha, 1992, p12). Thus the town was established in 1851, when the first 11 “*watererwe*” (water erven) to the south of Bath Street, irrigated from the water of the Kingna River, were sold for a total price of approximately £4 000 (Heydenrych, 2005, p5).

“The success of van der Merwe's venture was due to demand which had arisen as a result of contemporary land shortages, price rises, and an increasing need for capital to farm competitively. Young farmers could no longer acquire land in established arable areas and had to choose between cultivating a village erf (lot) or migrating to a stock farm on the distant frontier. Montagu thus began as a transitional form of settlement with a clear economic rationale based on commerce and agriculture, but where agriculture remained the predominant land use until about 1885” (Japha and Japha, 1991(b), p18).

The first phase of land sales was soon followed by a second phase of subdivision by land surveyor Kannemeyer in 1854, which completed the basic structure of the rectilinear grid village plan. This portion of town was to the west of the original subdivision, also between the Kingna River and Bath Street, and across the Bath River (now called the Keisie River), where a more curving street layout exists (Japha and Japha, 1992, p12).

Van der Merwe's speculative venture was successful, and after starting out as a fruit and wine-producing centre, Montagu quickly developed into a commercial and religious centre for the surrounding agricultural region (Japha, Japha, Todeschini, 1990(a), p11).

The establishment of a Dutch Reformed Church was an important priority for the new community and the first, small church building was built in 1852 and enlarged in 1855. The congregation however aspired to building a more substantial church building and started raising funds through land speculation. They bought some of the erven created by the second phase of subdivision and resold them for a substantial profit. This enabled them to appoint George Burkett as architect and sign a building contract with Joseph Barry and the current Dutch Reformed Church was then built between 1858 and 1862 for £4 300. It was extended by architect John Parker in 1906, with galleries added on the western and eastern sides.

Japha and Japha point out that

“The case of Montagu suggests a different raison d’etre [other than the construction of its church], one which may not have been universal, but was certainly not unique. As in most nineteenth-century Cape settlements, the physical presence of the church in Montagu was commanding, and the church did play an important role in social, political, and even economic affairs. But the settlement was not established around a church built by local farmers; nor was it primarily a commercial centre established around a nucleus of shops” (1991(b), p18).

Instead, the town owes its existence to speculation and a need for land suitable for intensive cultivation of market-oriented agricultural products, such as wine and dried fruit (Japha and Japha, 1991(b), p18), as well as the expectation of a parish being established sometime soon (Fransen, 2006, p254). The first parson was Dr Servaas Hofmeyr, who served the Dutch Reformed parish from 1860 until his death in 1888 (Heydenrych, 2004, p17).⁵

The town, initially called ‘*Agter Cogmanskloof*’, was renamed after John Montagu (1797-1853), who was the Colonial Secretary of the Cape of Good Hope from 1843 to 1852 and was instrumental in building roads and mountain passes to connect Cape Town with the rural hinterland (Heydenrych, 2005, pp1-2). Local tradition has it that John Montagu visited the town to ‘baptise’ it, but there is no evidence in the town archives that he had ever visited the town. Furthermore it is unlikely that he would have ‘baptised’ the town before his departure for England on sick leave on 2 May 1852, since official approval for the use of the new name by publication in the Government Gazette was

⁵ Dr Heinie Heidenrych is a historian and former Montagu resident. He obtained a PhD in History at the University of Stellenbosch and taught History at the Universities of Durban-Westville and Pretoria for 23 years. In addition to books about the history of South Africa and Pretoria, he produced two books about the history of Montagu and one about the history of the Montagu Dutch Reformed Church. He served on the Montagu Aesthetics Committee until 2008.

only granted in 1854, the year after John Montagu's death in England in 1853 (Heydenrych, 2007, p5).

Japha and Japha identify two phases in the urban history of the town:

“During the first, from 1850 to about 1885, Montagu was primarily an agricultural settlement; during the second, it acquired more complex commercial and industrial functions and a correspondingly more complex social structure. In each phase a distinctive and different architectural system was developed, with different building types and details” (1992, p17).

During the next half century Montagu became a prosperous town, with irrigated town farms along Long Street, a range of commercial land uses established along Bath Street and residential development on the “*droë erwe*” (dry erven) to the north thereof. In 1895 the village became a full Municipality (Japha and Japha, 1992, p25). They add that:

“Once the process of acquiring urban institutions, urban services, and a genuinely urban landscape began, it gathered momentum rapidly. By the turn of the century Montagu was no longer an agricultural settlement, but merely a town in which agriculture was still practiced” (1991(b), p28).

4.2 Location and Description

Montagu is located to the north of the Langeberg mountain range on the R62, approximately 200 km to the north-east of Cape Town and at the gateway to the Little Karoo. From the west, the town is approached from Ashton via the Cogmanskloof Pass, with its spectacular rock formations, a coarsely-made rock tunnel and English fort (1899) above the tunnel. Montagu is a river town, with the entrance to the town at the confluence of the Kingna River and Keisie River (formerly known as the Bath River).⁶ The main street, Long Street,

⁶ While the town has a dry climate, its topography leads to flooding every few years and damage to the bridge and section of Long Street at the entrance of town. The infamous January 1981 flood, which devastated the town of Laingsburg, also caused severe damage to Montagu's farms and the old Bath Hotel (now Avalon Springs Hotel) and the loss of 13 lives.

runs parallel and to the north of the Kingna River, with smallholdings located between this street and the river (see Figure 1 below).

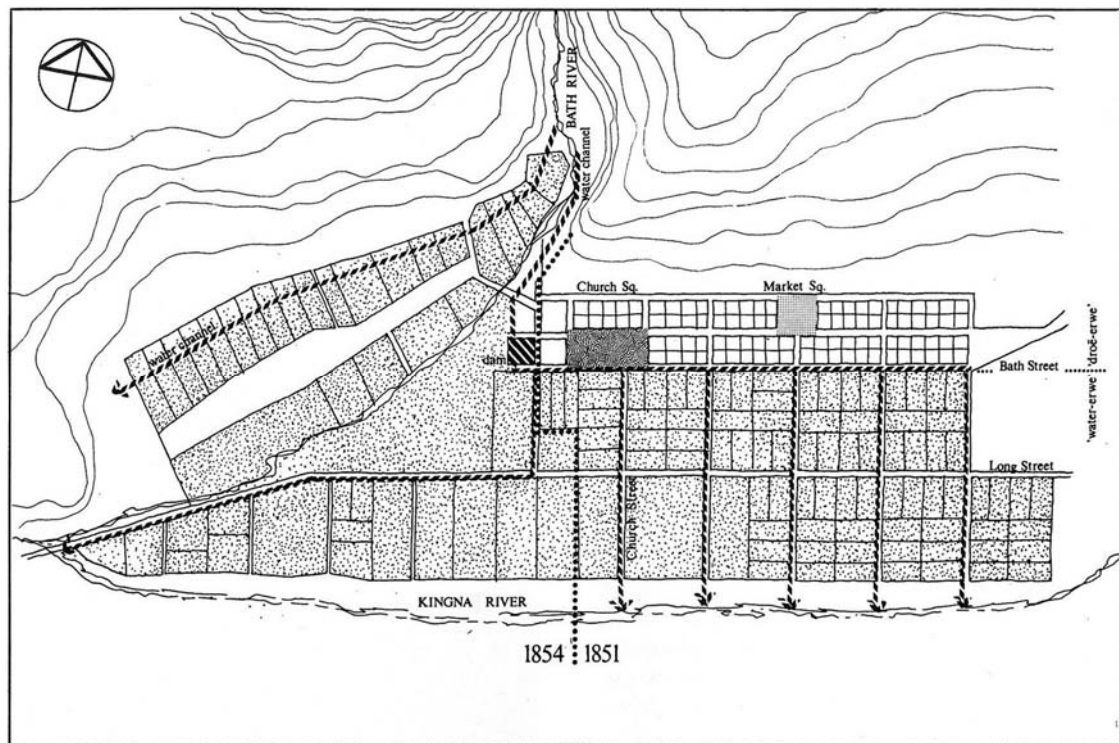


Figure 1: Plan showing the first two phases of subdivision in Montagu – the 1851 subdivision by Atmore on the right and the 1854 subdivision by Kannemeyer on the left. Note the smallholdings along the Bath (now Keisie) River and between Long Street and the Kingna River. Also note the irrigation channels serving the ‘watererven’ to the south of Bath Street, with the smaller ‘dry erven’ to the north of Bath Street. (Source: Japha and Japha, 1992, Figure 11, p18).

The three urban morphological elements identified by Conzen are the following:

- (a) A rectilinear grid *town plan*, parallel to the Kingna River, with Long and Bath Streets as east-west structuring elements, Church Street as north-south structuring element, terminating on the Dutch Reformed Church as landmark. The street grid is supplemented by a “*leiwater*” irrigation system in the older, lower part of town, with buildings located close to the street and their fields located behind;
- (b) Mid-to-late 19th Century and early 20th Century vernacular *buildings* of considerable character, including thatched, gabled early Victorian

homesteads, single- and double-storey parapeted houses, turn-of-the-century grand Victorian villas and many modest, early-20th Century Karoo houses.

- (c) The distribution of *land uses*, with agriculture, residential, and industrial uses along Long Street, commercial, institutional and residential uses along Bath Street and residential higher up. Japha and Japha point out that while the town has acquired new functions over time, it retained its original one, being intensive agriculture (1992, p7).

The town's unique natural setting and historic character, combined with a wide range of recreational activities, such as the hot mineral springs, off-road vehicular routes, hiking trails and rock climbing, have made it an increasingly popular tourist destination and getaway spot for city-dwellers on weekends.

Montagu, like McGregor, also became a popular retirement settlement during the 1990s, which inevitably lead to a demand for subdivision into small plots and particularly for retirement villages. This coincided with increasing pressure on the viability of the agricultural sector, especially on smaller farms, with several farmers opting to apply for subdivision of their town farms.

4.3 Key Roleplayers and Early Development of Local Conservation Practice

Until the 1970s, conservation in Montagu occurred in an *ad hoc* manner, with property owners maintaining and restoring and altering their homes, without much interference from authorities. Vernacular building skills were passed from one generation to the next, particularly amongst the local builders, such as Apie Adendorf and Klaas Jass. Today, Jass's son, Attie⁷ and his brothers are still actively involved in building and restoration in Montagu.

In the early 1970s, a number of individuals began to recognise the potential of

⁷ Attie Jass is a respected builder and restorer in Montagu and a current member of the Aesthetics Committee.

conservation in establishing tourism and *vice versa*. Until that time, tourism was hardly a recognised industry in Montagu, which was still a thriving agricultural centre then. This led to the establishment of the Montagu Publicity Association, with Barry Olivier, a banker, Johan van Eeden, the local magistrate and Esther Hofmeyr⁸, a former teacher, at the helm.

It should be pointed out that in the second half of the 20th Century, a number of national civil society agencies had already been established nationally. These included the Simon van der Stel Foundation founded in 1959, and the Vernacular Architecture Society of South Africa (VASSA) in 1965 (Townsend, 2000, p133) and fulfilled a supportive role in conservation. Regional organisations, such as the Cape Institute of Architects (CIA) have also played an important advisory role through the years. The CIA's Heritage Committee has been, and still is a commenting body in significant developments throughout the Western Cape, and on occasion, was requested to comment on applications in Montagu. Indeed the Japhas and Todeschini, authors of the Conservation Study Montagu, were prominent members of the CIA.

According to Esther Hofmeyr, the catalyst for organised conservation action in Montagu was 38 Long Street⁹, a gabled 1858 dwelling owned by the KWV, being earmarked for demolition in the early 1970s. The newly established Publicity Association was very concerned about the impact that the loss of this building would have on the streetscape of Long Street and initially

⁸Esther Hofmeyr (née Haumann) played a pioneering role in conservation in Montagu during the next two and a half decades. She was born in 1917, graduated as a teacher at the University of Stellenbosch and in 1941 came to Montagu, where she taught English at the high school and married a local attorney, 'Montie' Hofmeyer, grandson of the first DR Church parson. Even though she had no formal training in architecture, she studied conservation literature and became friends with experts in the conservation field, such as Dr Mary Cook, James Walton and Professor Frans Smuts, who all provided advice when required. Hofmeyr remembers that it was James Walton who taught her the significance of modest, vernacular buildings, which constitute the majority of the historic buildings in Montagu (personal communication, 2011).

⁹Now No.50 Long Street. The street numbers along Long Street changed in c1980, due to subdivisions.

approached the former National Monuments Council about converting it into a museum. This request was however not granted. Hence, the three committee members went to meet senior KVV Board members at its head office in Paarl and made a case for the conservation of this building. In the end it was agreed that the building would be donated to the Publicity Association, on condition that the Association raised the funds and restored the building, which had a number of unfortunate additions at the time, to its original state as one of the oldest gabled houses in Montagu. For the first time the community of Montagu became aware of, and involved in conservation and No.38 was restored with money donated by residents and the National Monuments Council. Through Esther Hofmeyr's efforts, it was declared as a National Monument in November 1974 (refer to Item 1 in the Annexure).

At the same time, the Publicity Association facilitated the restoration of the old Mission Church, also on Long Street, which was falling into disrepair and at the time only used occasionally for playing badminton. They identified the need for a town museum and established a Board of Trustees. After some negotiations, the Montagu Municipality, who owned this building, donated the property to the Trustees of the Montagu Museum in 1975. In the same year, the old Mission Church was declared a National Monument and on the 1st of September opened its doors, with Blackie Badenhorst¹⁰ as curator.

Following these events, the Montagu Cultural Historical Conservation Committee, comprised of conservation conscious residents of Montagu, including Esther Hofmeyr, was established in c1975 and during the 1970's and 1980's they played a watch-dog role to protect the urban heritage of the

¹⁰Blackie Badenhorst, now retired, was the first curator of the Montagu Museum in 1975 and worked in the museum field until 2005, with most of those 30 years spent in Montagu. Together with her late husband, Piet, she was largely responsible for the fundraising and restoration of Montagu's oldest house, Joubert House on Long Street and its conversion into a house museum in the early 1980s. She also played a supportive role to Esther Hofmeyr during the early years of architectural conservation. More recently she was involved in the conversion of a KVV building into an art gallery and has also been curating the Francois Krige studio, where this eminent artist's works can be viewed by appointment.

town and in several instances they submitted objections to inappropriate rezonings, subdivisions and alterations to historic buildings (Biesenbach in ICOMOS, 2003, p22).

The Conservation Committee had a close working relationship with officials of the former National Monuments Council, such as George Hofmeyr, with Committee members like Esther Hofmeyr doing the required historic research and submitting motivations for each declaration as National Monument to the NMC, often in order to prevent demolitions of buildings that were threatened (Ashley Lillie, personal communication, 2009/07/15).

Heinie Heidenrych (2005) describes one example, where the Montagu Town Council decided on 9 February 1982 to demolish two adjacent Victorian buildings on Bath Street, since they no longer had a use for them, following the relocation of the town library to the newly-renovated Municipal buildings. Demolition would commence the next morning, but due to the timely intervention by three members of the Conservation Committee, Professor Arthur Wegelen (Chairman),¹¹ Esther Hofmeyr (Secretary) and Blackie Badenhorst (Curator of the Montagu Museum) these two buildings were saved. The Conservation Committee, with the knowledge of the Municipality, had been corresponding with the NMC regarding declaration and following an urgent phonecall from the Committee, the NMC sent a telegram to the Municipality the next morning, informing them that the NMC has already decided to provisionally declare the complex of buildings as a National Monument and that its demolition was not permitted. The demolition activities ceased immediately and the roof sheets that had already been removed, were replaced. During 1983 and 1984 the buildings were restored by the Municipality and declared by the NMC. The one building now houses the Tourism Bureau (see Item 11 in the Annexure) and the other a community hall, called Hofmeyr Hall (Heydenrych, 2005, pp35-36).

¹¹Professor Arthur Willem Wegelin (1908-1995), originally from the Netherlands, was a prominent academic, music teacher and composer of 114 works, who retired in Montagu. I was one of his violin students.

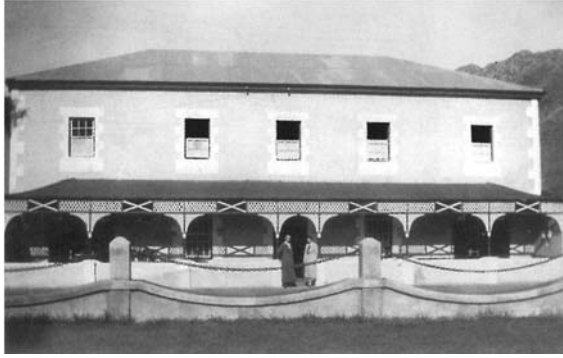


Figure 2: A c1940 photograph of the former D.R. Church orphanage on Bath Street, demolished in 1980 (Heydenrych, 2004, p39).



Figure 3: The face brick block of flats, built at a right angle to Bath Street on the site of the former orphanage in 1980.

This period was however not entirely without its losses and in spite of campaigning by Blackie Badenhorst and others for their preservation, a number of noteworthy buildings were demolished, including the Victorian orphanage, which was located directly to the west of the building which is now the Hofmeyr Hall, mentioned above. This double-storey building, with fine timber verandah detailing (see Figure 2 above), was sold by the D.R. Church to the Municipality in 1958, who rented it out until 1980. The land was then sold to a property developer, who demolished the building and built a very insensitive face-brick block of flats in its place, with a very negative impact on the streetscape (see Figure 3 above).¹²

It should be pointed out that in addition to regular development pressures and the normal impulse of homeowners to convert their houses, another threat to heritage in Montagu was the *Proclaimed Main Road* status of Long, Bath and Barry Streets – some the most significant streets in terms of historic buildings and streetscape – with many buildings located on the street boundaries of these streets earmarked for road widening by as much as 6m. It is safe to assume that having 13 declared National Monuments along Long Street (the R62) substantially reduced the risk of this road following the fate of

¹²Note that this was before the '50-year clause' and conservation areas were added to the National Monuments Act. This unfortunate demolition was one of the main motivations for the declaration of the adjacent erven as National Monuments, the only statutory protection that existed at that time. It was also the impetus for the intensified preservation endeavours of the Cultural Historical Committee.

Voortrekker Road (also on the R62) in Calitzdorp where the entire row of buildings to the south of the road was demolished for road widening purposes. Other examples of Local Authorities in the Cape Province that have surrendered to the excessive geometric design standards laid down by the Provincial Roads Authorities in order to access subsidies (which could be as high as 80 percent of capital and maintenance costs and lucrative for small Municipalities) include Swellendam, Paarl, Franschhoek, Simon's Town, Bredasdorp and Colesberg (Todeschini, 1990, in Japha and Japha, 1991(a), pp98-101).

The *Board of Trustees of the Montagu Museum*, which was established in 1975, largely overlapped with the Conservation Committee in terms of membership and activities and was to play a major role of its own in conservation in Montagu, with its projects including the refurbishment of the old Mission Church into a museum, the restoration of the dilapidated Joubert House into a house museum,¹³ the restoration of Eyssen House and its mill in Donkerkloof and converting the KWV warehouse complex into an art gallery and function venue (Badenhorst in ICOMOS, 2003, pp15-16).

Another local pressure group that played a role in conservation during the early 1980's was '*The Long Street Group*'. This committee published a monthly "Long Street Letter", distributed to Long Street residents and other subscribers, providing the community with historical information about their town and the committee played a significant role in the declaration of several National Monuments on Long Street during the 1980's (Heydenrych, 2007, pp33-34). They also facilitated research by UCT's Department of Environmental Studies, on the effects that the vibrations caused by heavy vehicles has on the historical buildings of Long Street and advocated the rerouting of truck traffic along Van Riebeeck Street, Montagu South, which has a wider road reserve and no historic buildings alongside it. This was however strongly opposed by residents of Montagu South and was not implemented. The Long Street Group was established and chaired by

¹³A detailed description of this restoration project is provided in Vermeulen, 2009(b)

Dr Thelma Gutsche,¹⁴ a respected historian and writer, who lived at 47 Long Street, Montagu from 1980 until her death in 1984.

It should be noted that when these groups experienced severe development pressure or (on rare occasions) lack of support from the Municipality, they did not hesitate to get 'reinforcement' from experts, and several letters from the Heritage Committee of the Cape Institute of Architects, Vivienne Japha, Revel Fox and Nicolas Baumann, commenting on inappropriate development proposals, are on record.

In February 1990, Vivienne and Derek Japha and Fabio Todeschini completed their *Conservation Study: Montagu*, which was to play a major role in the future heritage management in the town.¹⁵ The report was commissioned by the Montagu Cultural Historical Conservation Committee and the publication was sponsored by the PG Foundation. The initial aim of the report was to assist in the development of a structure plan for Montagu.

The report identifies buildings and features of significance, provides an analysis of the pressures on these and makes preliminary proposals for

¹⁴Dr Thelma Gutsche (1915-1984) obtained a PhD in Social History from UCT and authored several definitive biographies, including 'No Ordinary Woman' – a biography of Florence Phillips' (1966), 'The Microcosm' – the history of the Colesberg district (1968) and 'The Bishop's Lady' – a biography of Sophia Gray (1970). She was a founding member of the Simon van der Stel Foundation.

¹⁵The 1990 study followed some ten years of systematic surveys by UCT architectural students under the guidance of Vivienne Japha and her husband Derek. With their partner, Prof. Fabio Todeschini, who also taught at UCT, they produced many conservation studies, including Franschoek, McGregor, Caledon, Montagu and a number of Cape Town suburbs. At the time of her tragic death at the age of 54, Vivienne Japha (1945-1999) was an Associate Professor at UCT and President of the South African Institute of Architects. Derek Japha, a Professor and former Deputy Dean at UCT's Faculty of Engineering and the Built Environment, now lives in the USA. Fabio Todeschini, an architect, urban designer, planner and heritage practitioner, is now an Emeritus Professor and part-time lecturer at UCT. He is a former member of HWC's BELCOM and is a long-standing member of the CIA's Heritage Committee.

heritage resource management, including a list of existing and potential National Monuments, buildings for inclusion in the National Register and it proposes three conservation areas. It concludes with guidelines for development. The guidelines in this document were highly 'implementable' and were incorporated into the Structure Plan and Zoning Scheme, serving as day-to-day guidelines for officials and the heritage advisory committee.

It is interesting to note that following the 1990 Conservation Study and negotiations between the NMC and the Municipality, the NMC's Western Cape Regional Committee approved the establishment of a conservation area in terms of the National Monuments Act on 27 June 1993. In the end the Municipality however chose the route of declaring the conservation area in terms of the LUPO and not in terms of the NMA. This was self-evidently the appropriate choice, as choosing the NMA route would have taken decision-making from the Municipality and given it to the NMC.

On 14 December 1993, the Montagu Town Council (a) adopted the guidelines contained in the Montagu Conservation Study by Todeschini and Japha as a policy document, (b) approved the extension of the original conservation area to reflect the three areas identified by Todeschini and Japha and (c) resolved that the Zoning Scheme should be revised, so as to provide for a formally declared urban conservation area.

Following a request by the Montagu Municipality for the establishment of an advisory committee comprised of community and Council representatives, the Montagu Cultural Historical Conservation Committee was dissolved in July 1993 and the *Aesthetics Committee* was established, with Jeanne Biesenbach¹⁶ as Chairperson and its first meeting took place in September 1993.

¹⁶Jeanne Biesenbach studied at the University of Pretoria and at UCT. She and her husband, Gustaf moved from Frazerburg to Montagu in 1981, where she was an English teacher and he was Principal of the High School. As previously in Frazerburg, she soon became involved in the activities of the museum and joined the museum's Board of Trustees, playing central role in the restoration of Joubert House. From 1983 onwards she became involved in

The Committee initially only included two voluntary members from the community – Jeanne Biesenbach and Antoinette Esterhuyse¹⁷ – and three members from the Municipality – Johan Hoffman (Chief Health Official)¹⁸, Kobus Brand (Town Planner and Assistant Town Clerk) and Willem Lourens (Mayor).

Meetings were originally held once a month at the Municipal offices. The Committee reviewed applications within the proposed Conservation Areas, including building plan submissions, town planning applications and signage applications, making recommendations to Council. Although advising Council, the Committee was initially an independent non-governmental body and, for instance had a right of appeal in terms of LUPO against Council decisions, which it used in some cases.

In 1995 the Municipality approved a Council Policy, which included (a) a general minimum erf size of 500m², with any smaller subdivisions and all applications for subdivision in the Conservation Area to be referred to the Aesthetics Committee for recommendations and (b) that *no* applications for subdivision of land zoned as Agricultural be considered. This specifically strengthened the protection of the town farms, which have an Agricultural zoning.

In 1997, the Town Council adopted the *Montagu Structure Plan*, prepared by BCD Town Planners. Section 5.2.1.1 of the document, which deals with conservation, acknowledges that

conservation and served on the Cultural Historical Conservation Committee. She advocated the establishment of an urban conservation area and the use of the structure plan and zoning scheme for conservation management. She was a founding member and Chairperson of the Montagu Aesthetics Committee and served on it until 2001.

¹⁷Antoinette Esterhuyse (1945-2009) played a valuable role during the early years of the Aesthetics Committee and also initiated many projects of the Montagu Museum.

¹⁸ Johan Hoffman was very passionate about the conservation of the natural and built environment and supported the work of the Committee, especially through law enforcement.

“the agricultural land on both sides of the Kingna and Keisie Rivers form an integral part of the character of Montagu” and, in line with the existing policy, that *“no further subdivisions for urban development should be permitted in the zones earmarked for agriculture.”*

The Structure Plan also highlights the threat of the Provincial Main Road status of Long Street and proposes that it be downgraded, thus creating the *“opportunity to reduce the road reserve by means of the wider sidewalks that will establish greater sympathy with historic buildings.”* This section concludes with a recommendation that the conservation guidelines of Todeschini and Japha be adopted and that conservation areas (as indicated on a plan) are declared (BCD, 1994, Section 5.2.1.1). The Structure Plan was formally approved by the Provincial Premier in 1998.

The next step in statutory heritage conservation was the revised *Montagu Zoning Scheme* (Final Report, June 2000), prepared by Urban Dynamics Town Planners, which followed a lengthy public consultation process, including public meetings.

‘Annexure A’ to the Zoning Scheme Regulations includes detailed guidelines, extracted from the Todeschini and Japha Conservation Study:

- It requires existing building lines to be maintained as far as possible
- advocates the retention of stoeps,
- discourages the removal of old doors and windows,
- discourages the alteration of roof pitches or historic roof elements,
- recommends that where possible, roofs should be painted black and
- requires advertising signage to be in accordance with Council’s advertising policy.

Importantly, the Zoning Scheme *formally declared* three conservation areas, and indicated these areas on a map (see Figure 4 below).

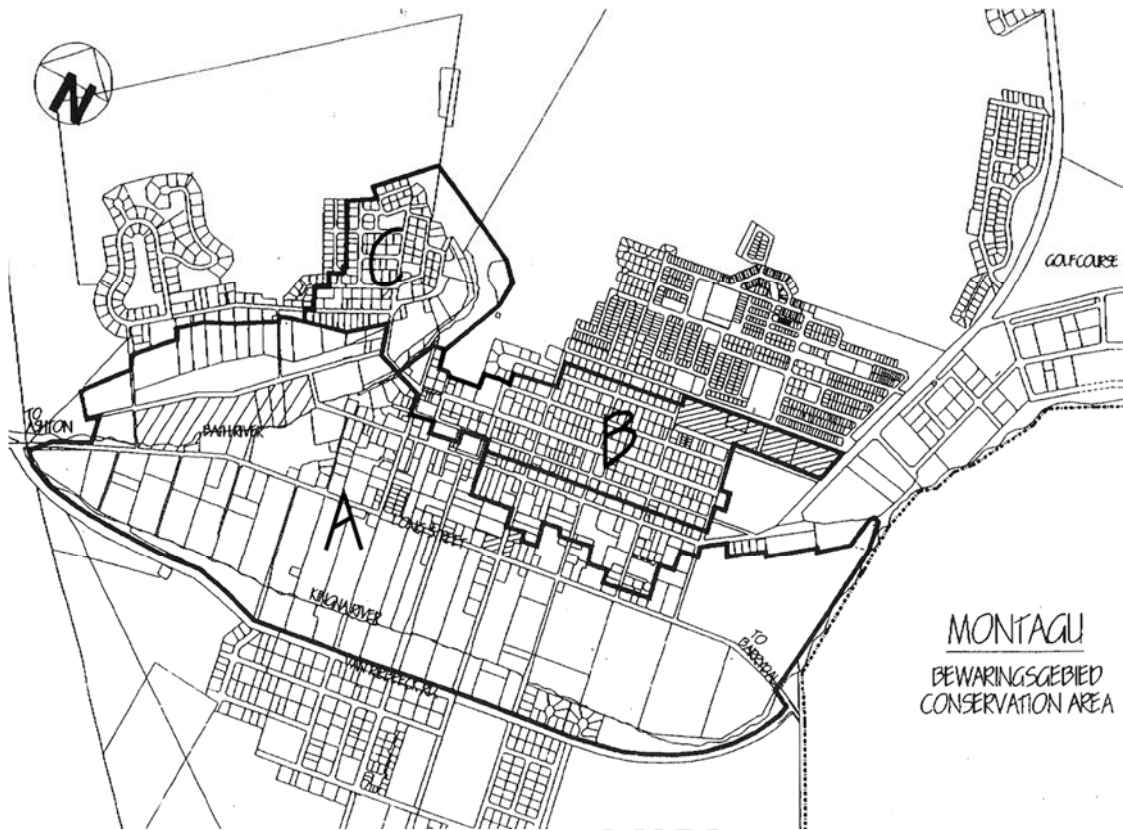


Figure 4: Map attached to the Montagu Zoning Scheme Regulations (2000), with the three designated conservation areas, A, B and C outlined in black. Note that the eastern section of Bath Street (to the south of Area 'B' on the map) was excluded from the conservation areas, since the character of that section had already been damaged irreversibly through demolitions and insensitive developments.

The three conservation areas are:

The *Van Riebeeck-/ Long-/ Bath Street Conservation Area* (area 'A' on the map), the oldest and most significant part of town, where the specific objectives for conservation include:

- the preservation of the vista when entering the town from Cogmanskloof,
- the preservation of the agriculturally zoned land between Long Street and Van Riebeeck Street,
- the conservation and enhancement of the phenomenon of old “*watererwe*”
- the enhancement of the present Long Street environment through tree planting programmes to replace the trees that were removed during the road widening project; and

- the conservation of the land use pattern and density of development, especially to the north of Long Street and between the Kingna River and Long Street.

The *Upper-Montagu Conservation Area* (area 'B' on the map), where objectives include:

- the conservation of all reasonably well-preserved buildings in the area and
- the conservation of the character of "*droë erwe*", through the control of the scale of new buildings and building materials that may be used in new buildings and for alterations.

Montagu West Conservation Area (area 'C' on the map), where the objectives include:

- the conservation of all reasonably well-preserved buildings in the area,
- the conservation of the character of "*droë erwe*", through the control of the scale of new buildings and building materials that may be used in new buildings and in alterations and
- the conservation of the natural environment, especially the surrounding mountain area and the kloof of the Bath River (Urban Dynamics, 2000, Annexure A, Guideline 18).

As can be seen on the map of conservation areas (Figure 1), a substantial section of Bath Street and surrounds (the area between 'A' and 'B' on the map) has been excluded by Todeschini and Japha from the proposed conservation areas, since it was argued that their character had already been lost, due to demolitions and insensitive redevelopment. I disagree with the exclusion of this section of the town, (a) since Bath Street is one of the three most significant street in the town, (b) contains a number of conservation-worthy buildings in this eastern section that should not be insensitively altered and (c) the town as a whole should be protected from further insensitive, modern commercial buildings, such as the 7 Eleven and Shoprite on Bath Street.

The Zoning Scheme guidelines state that

“no building construction work shall be permitted in the Urban Conservation Area, unless the external architectural design and style, the colour scheme, façade material and general appearance of the building have been referred to the Aesthetic Committee for comment and have been approved by Council” (Urban Dynamics, 2000, Annexure A, Guideline 4).

Detailed guidelines are provided, including building lines, treatment of roofs, windows and gutters and a list of prohibited building materials and elements:

- (a) English style thatch,
 - (b) cement tiles,
 - (c) clay tile roofs,
 - (d) IBR roofs,
 - (e) fiberglass roofs,
 - (f) walls that are finished in natural or artificial stone or slate (except plinths),
 - (g) horizontally proportioned windows,
 - (h) aluminium windows,
 - (i) varnished or oiled wooden windows,
 - (j) precast cement and exposed concrete of all kinds.
- (Urban Dynamics, 2000, Annexure A, Guideline 5)¹⁹

‘Annexure D’ to the Scheme Regulations formally institutes the Aesthetics Committee, its prescribed meeting procedures and reporting. In terms of the guidelines, the Aesthetics Committee should consist of:

- The Town Clerk or a nominated Chairperson
- a Secretary
- 1 representative from National Monuments Council
- co-opted Municipal officials
- 1 representative from the Tourism Bureau

¹⁹ Facebrick buildings and steel windows were also amongst the prohibited materials listed in the Todeschini and Japha guidelines, but were unfortunately omitted from the list in the final version of the Zoning Scheme.

- ±2 architects and/or other experts
- 1 Ward Representative per ward

A quorum of five members is to be maintained (Urban Dynamics, 2000, Annexure D).

In practice, the Committee has however always been smaller than proposed above, but it generally covers the portfolios as intended in the Zoning Scheme. It is important to point out that the Committee is not a decision-making body, but an *advisory body* (a sub-committee of Council), with the Council being the decision-maker and with the discretion to overrule the recommendations of the Aesthetics Committee. Council policy also dictates that the Committee does not have a right of appeal in terms of LUPO against Council's decisions. The gain is a formal 'embedding' in the Council structure and provision of administrative support. The loss is however independence and the right to appeal.

After years of correspondence with the Provincial Government, several rounds of review by the Aesthetics Committee and after a series of public meetings, the Zoning Scheme was approved by Council in 2000 and promulgated by the Minister in 2001.²⁰

4.4 Heritage significance

In their publication titled '*The Landscape and Architecture of Montagu 1850-1915*', Japha and Japha describe Montagu as "*one of the best preserved mid-19th Century towns anywhere in the Cape*".

"To a rare degree, many features of its mid-19th Century cultural landscape are still evident. The structure of its original design is still evident in its town plan, and its present environment still retains in part the character imparted by its original functions" (1992, Introduction).

²⁰ The Municipality's town planner, Kobus Brand played an important role in negotiations with the Provincial Administration regarding the formalisation of the conservation areas through the revision of the Zoning Scheme. He is currently the Manager: Town Planning at the Municipality.



Figure 5: A double-storey, parapeted house on Rawson Street, with simple plaster mouldings and timber verandah detailing.



Figure 6: No.39 Joubert Street, with delicate timber verandah detailing and cast iron boundary wall detailing.

That study was based on fieldwork carried out by UCT architectural students between 1980 and 1990 and was valuable in the identification of building types and description of the cultural landscape. Building types during the period studied include early-Victorian thatched, gabled houses, double-storied, parapeted houses, late Victorian villas and modest early-20th Century houses. What is unique about Montagu is the high number of early buildings that have retained their original form.

The Japhas' survey showed that in addition to the early-Victorian thatched houses, 235 of the houses which were built between 1885 and 1915 are still in a condition which allows their original form to be seen. Approximately 22 per cent of these are villas, 8 per cent are single-storey parapeted houses and the remaining 70 per cent have double-pitched or hipped roofs (Japha and Japha, 1992). This last category, of which the majority is of a modest, Karoo house type, interspersed with a few grand villas, is largely found on the 'dry



Figure 7: An early-20thC parapeted 'tuishuis' on a 'dry erf' on Piet Retief Street.

erven' above Bath Street – along Piet Retief, Joubert, Le Roux, Union and Buitenkant Streets. These houses historically accommodated artisans, while a number were 'tuishuis', which were owned by farmers from the surrounding district and used on weekends when they attended church.



Figure 8: A flat-roofed vernacular cottage on Krom Street in Montagu West



Figure 9: Early-Victorian thatched houses on 'water erven' on Long Street with a vineyard and irrigation channel in the foreground.



Figure 10: The Art Deco, 1930s Montagu Hotel (now the 'Montagu Country Hotel'), on Bath Street, originally a Victorian building.

In Montagu West the small cottages concentrated around the curving Tanner Street and immediately adjacent streets create a unique rural character, as opposed to the more formal, urban character of the above-mentioned streets in the “*bo-dorp*”. The three most significant streets in Montagu are however Long Street, Bath Street and Church Street.

Long Street is the town's oldest street and main thoroughfare and is still predominantly agricultural and residential in nature. It runs parallel to the Kingna River and is characterized by town farms along the southern side of Long Street, extending all the way to the river, with homesteads abutting the road. The northern side of Long Street contains smaller, but still relatively large plots, referred to as ‘*water erven*’, irrigated by a communal furrow system between Long Street and Bath Street. Thirteen of the town's declared National Monuments are located on Long Street which, together with its town farms and general streetscape make this Montagu's most significant street.



Figure 11: 'The Vic Hotel', a double-storey, late-Victorian building on Bath Street

Bath Street, which is the town's main commercial street, runs parallel to Long Street, one block to the north and is unfortunately not as well-preserved as Long Street. It however still contains several noteworthy historic buildings, including the Dutch Reformed Church, a number of mid-19th Century gabled houses, some

double-storey, late-Victorian buildings and three Art Deco buildings. The northern section of Church Street is also rich in character and provides a visual axis towards the Dutch Reformed Church, juxtaposed with gabled houses on both opposite corners, creating a landmark setting.



Figure 12: A photograph taken from the clock tower of the Dutch Reformed Church, looking south along Church Street, with Bath Street running from left to right in the foreground. The view is framed by two early-Victorian thatched houses on each corner.



Figure 13: Three 1930s KVV buildings, with Kohler Street in the foreground.

In addition to its domestic and commercial buildings, Montagu also has a number of fine industrial buildings, such as the Kooperatiewe Wynbouersvereniging (KVV) buildings on two corners of Long and Kohler Streets. While not formally protected to date, these large complexes contribute to the character of the town and are

evidence of its agricultural and distilling history. In the late eighties with the rationalisation of the KVV and its withdrawal from Montagu, the museum acquired the oldest of its buildings for a new museum complex. Ten years later the museum also bought the cooperage which adjoins these buildings and forms its natural boundary (Badenhorst, 2003, p15). The one complex now houses an art gallery, a weaver's studio and two shops, while the other complex accommodates warehouses.

When undertaking their Conservation Study Montagu in 1990, Todeschini and Japha did not 'grade' the buildings (the currently-used grading system is based on the 1999 Act), but identified 246 significant buildings in Montagu and then classified these into four categories: (a) '*Proclaimed National Monuments and buildings which should be investigated for proclamation*,' (33 buildings), (b) '*Buildings which should be investigated for possible inclusion in a National Register of Buildings*' (21 buildings), (c) '*Pre-1915 buildings of historic interest*' (100 buildings) and (d) '*Buildings which contribute*' (92 buildings).

Between 1974 and 1993, no less than 21 National Monuments were declared in Montagu and all of these are now Provincial Heritage Sites in terms of the NHRA. These buildings include ten early-Victorian, thatched, gabled houses in the Cape Dutch style, three double-storey, parapeted Cape-Georgian houses, four late-Victorian, single-storey houses, an attached late-Victorian office building and house, a late-Victorian school building and two churches.

Of those, 13 properties are located on Long Street, five on Bath Street, two on Piet Retief Street and one on Rose Street. A thumbnail description of these 21 Provincial Heritage Sites is provided in the Annexure.

A number of these buildings could perhaps be considered to be of provincial significance, since they do not only have architectural / aesthetic value significance, but are also important landmarks in the history of development of the town or association with significant people in history. Examples include the 1862 Dutch Reformed Church (the heart / centrepiece of the town), the 1907 Mission Church (of considerable social significance), the 1911 Dutch Reformed Church parsonage (designed by distinguished architect John Parker and once occupied by DF Malan – a former SA Prime Minister) and the 1853 Joubert House (the oldest house in town, where Paul Kruger and General Piet Joubert once dined). In my view, their Provincial Heritage Site (Grade II) status could therefore be supported.²¹

Most of the remaining declared buildings could not be considered to be of provincial significance and it is clear that they were declared because it was the only measure available at the time to protect them from demolition or inappropriate alteration. While all of these buildings are fine examples of their type and era and are largely unaltered, most are considered to be of local significance only, i.e. Grade IIIA and IIIB.²² They are however deemed to have their own architectural/independent value, not merely contextual value and should all be inscribed in the Provincial Heritage Register (under Section 30 of the NHRA).

²¹Grade II heritage resources are those with special qualities which make them significant in the context of a province or region and are “(a) of great significance in terms of one or more of the criteria set out in section 3(3) of the NHRA; and (b) enrich the understanding of cultural, historical, social and scientific development in the province or region in which it is situated” (HWC, 2007, p5)

²²Grade IIIA and IIIB heritage resources have sufficient significance to be protected for their individual intrinsic merit and “(a) fulfill one or more of the criteria set out in section 3(3) of the Act or (b) in the case of a site, contribute to the environmental quality or cultural significance of a larger area which fulfils one of the above criteria, but that do not fulfill the criteria for Grade II status” (HWC, 2007, p5).



Figure 14: The thatched St Mildred's Anglican Church at the corner of Piet Retief and Barry Streets, designed by Sophia Grey (the wife of Bishop Grey) and completed in 1871.

Several other buildings in Montagu that are currently not formally protected in terms of Section 27 or Section 30 of the NHRA, are fine, unaltered examples of their type and in my view, warrant a Grade IIIA or IIIB grading and inscription in the Provincial Heritage Register.²³

These include a number of fine late-Victorian villas and the St Mildred's Anglican Church.

In addition to the above-mentioned Grade IIIA and B resources, at least 200 buildings could be considered as Grade IIIC heritage resources, which are buildings that do not have a high level of independent significance, but contribute to the character of their environs. It is a requirement that Grade IIIC sites be located within declared conservation or heritage areas (HWC, 2007, p8).

The heritage significance of Montagu does not only lie in its buildings, but also its townscape, created by the arrangement of its buildings and its landscape features, such as tree-lined streets, orchards and vineyards adjacent to the Kingna River and the fields adjacent to the Keisie River. Most of the old street lamps are also still in place, which add to the historical character of the town. In 1998 the former Provincial Department of Environmental and Cultural Affairs nominated the historical core of Montagu to the South African Committee of UNESCO as a World Heritage Site (Biesenbach, correspondence file). Even though not selected for inscription on the World Heritage List, it could in my view be considered of national significance as a largely intact cultural landscape.

²³ Currently only two buildings in Montagu are inscribed in the Provincial Heritage Register: 'Eerste Pos' and 'Mimosa Lodge', opposite one another on Church Street. These are a consequence of the transitional arrangements of the NHRA which made buildings that were registered under the NMA registered under the new regime.

CHAPTER 5: ASSESSMENT OF CONSERVATION PRACTICE IN MONTAGU

5.1 Overview of illustrative cases

In order to gain an understanding of development pressures and heritage management in Montagu, a number of planning and development applications, all but one located in the now-designated conservation areas, are briefly described below. This information was sourced from personal correspondence, reports and meeting minutes dating from 1991 to 2001, made available by Jeanne Biesenbach, former Chairperson of the Aesthetics Committee.

In September 1991, the owner of Erf 123 Montagu, a long, narrow plot at the corner of Long and Church Street, zoned Single Residential, wanted to subdivide the property in order to build four dwelling units. This application was opposed by the Cultural Historical Conservation Committee and refused by Council. The property was declared as a National Monument in 1993.

In November 1991, a developer made application to consolidate five Single Residential properties on Barry Street - Erven 271, 272, 273, 280 and 282 - and subdivide them, in order to build 15 dwellings units. This application was opposed by the Conservation Committee and refused by the Municipal Council.

In December 1991 the owner of Erf 279 on Long Street, zoned Single Residential, wanted to subdivide a portion of the erf in order to build seven to nine dwelling units. This was opposed by the Conservation Committee on the grounds of inappropriate density and refused by the Council.

In November 1992 the owner of Erf 127 on Long Street applied to develop four guest units on the orchard portion of the Agriculturally-zoned property. This was opposed by the Conservation Committee and refused by the Council.

In June 1995 a local lawyer, on behalf of a prospective buyer of Erf 243 on Church Street applied for a rezoning from Single Residential to General Residential Zone, in order to build a row of ten flats. In spite of objections from residents, the Aesthetics Committee, the Montagu Museum and the National Monuments Council, the Montagu Municipality²⁴ approved the application in October 1995. Following an appeal to the Premier in terms of the LUPO, commissioned and professional fees paid by Jeanne Biesenbach and a number of other objectors and reinforced by comments from the Cape Institute of Architects' Heritage Committee, Todeschini & Japha and Revel Fox & Partners, the appeal was upheld by the Minister of Agriculture, Planning and Tourism, Lampie Fick in September 1996, on the grounds that this development was out of character with the historic centre of Montagu, its potential negative impact on tourism, its inappropriate architecture, massing and orientation (90 degrees to the street). This development proposal was highly inappropriate and the eventual success of the appeal can largely be attributed to the resolve of the objectors, having had access to respected professionals and heritage organisations and a well-worded appeal by an advocate and consulting town planners.



Figure 15: The 1997 shopping complex at No.51 Bath Street, constructed in the place of two illegally-demolished Victorian buildings.

In March 1997 the NMC received an application for the total demolition of No.51 Bath Street, consisting of two late-Victorian buildings, approximately 120 years old – one parapeted and one pitched – for the purposes of building a new shopping complex. Since both buildings were older than 50 years, they could be

²⁴ Letter dated 24/10/1995, the same date as the Town Council meeting. The NMC had no jurisdiction in this application in terms of the National Monuments Act, but were asked to comment by the objectors.

protected by the NMA. This was one of the last Karoo Victorian buildings in Bath Street and, in agreement with the recommendation of the Montagu Aesthetics Committee, the Western Cape Plans Committee of the NMC insisted on the retention of the street facades of both buildings and the roof of the pitched-roof building. In April 1997 the NMC approved plans that showed the incorporation of the above elements. In July 1997, after removing the roofs, windows and the back of the building, part of the façade however collapsed and the builders demolished the flat-roofed part of the building, with only the street façade of the pitched-roof building remaining. Despite five cease works orders from the Municipality and several warnings by the Aesthetics Committee and the NMC during the building process, demolitions continued and the façade became structurally unsafe and the remainder was demolished. A criminal charge was then laid with the Police by the NMC, which led to building work eventually being stopped in late-August. After several rounds of negotiation, a new integrated building was approved by the Aesthetics Committee and the NMC in September 1997. Even though not the authentic fabric, the compromise solution was deemed by those involved to be the best that could be done under the circumstances.

In March 1998, Cape Town attorneys and a local architect, Henry van Nieuwenhuizen²⁵, applied for the subdivision of Erven 3644 and 3645, zoned Single Residential and located on an inner-block, accessed off Barry Street. The proposed mid-block scheme was for 11 erven, between 415 and 630m² in extent, located around a central open space. The Montagu Zoning Scheme allows Single Residential properties to be subdivided to a minimum of 350m² and the proposal therefore complied with the provisions of the zoning scheme. Furthermore, strict design guidelines were prepared by the architect. While this was the first mid-block infill development in Montagu, it was supported by both the Aesthetics Committee and the Municipality, since it was in compliance with policy, had no impact on the streetscape and was hidden by

²⁵Henry van Nieuwenhuizen is an architect in Montagu and for a while also served on the Aesthetics Committee. Since he had to recuse himself for planning applications or building plans prepared by him, and being one of the few architects in the region, it was eventually not practical for him to remain on the committee and he resigned.

orchards and existing buildings. As opposed to the subdivision of town farms, which are highly visible, are zoned Agricultural Zone and are in conflict with every local policy, mid-block development in residential areas are far more desirable. Larkham also supports the principle of mid-block ('backland') development. He considers such development to have a minimal impact on the historic built fabric and points out that in morphological terms, it has a long history (1996, p202).

In April 1998 the owner of Erf 3582 on Long Street made application to rezone the 6,4ha property from Agricultural Zone to Single Residential Zone and Subdivisional Area. This application was in conflict with the 1990 Todeschini and Japha guidelines, as well as the 1997 Structure Plan, which states that "*no further subdivisions for urban development should be permitted in the zones earmarked for agriculture*". For these reasons, it was not supported by the Aesthetics Committee and was refused by the Council.

In August 1998 a developer made application to consolidate the agriculturally-zoned Erven 311 and 312 at Middle Street, adjacent to the Keisie River, rezone the site and subdivide into 12 Single Residential erven, while keeping a strip of Agricultural Zone. Since this application was in conflict with the Todeschini & Japha guidelines, as well as the Structure Plan, it was not supported by the Aesthetics Committee and was refused by the Council.

In April 1999, architects and planners, Dennis Moss Partnership, submitted an application on behalf of the owner of Erven 3518 and 3519 on Long Street for their consolidation, rezoning from Agricultural Zone to various zones and subdivision. It was proposed to develop the 2,6ha orchard, which stretches from Long Street to the Kingna River into a retirement village with 36 dwelling units, a vineyard along Church Street and tourist facilities and doctors' rooms on Long Street. Since this application was in conflict with the structure plan, the minimum erf size in the Zoning Scheme and the Todeschini and Japha guidelines regarding the retention of agricultural zoning to the south of Long Street, it was not supported by the Aesthetics Committee and consequently it was refused by Council.

In July 1999 the owner of Erf 292 on Rose Street applied for subdivision of a Single Residential property into two portions, with a pan-handle access to the back portion. This was in conflict with the 1991 Council Policy, which required that *“new erven in the conservation area²⁶ must have a street frontage of at least the width of the erf, so that pan-handle-subdivisions do not occur”*. The Municipality was originally supportive of this application, but after opposition from the Aesthetics Committee, reinforced by letters of concern from the National Monuments Council and the Cape Institute of Architects' Heritage Committee, refused this application. The applicant appealed to the Premier in terms of the LUPO, but the appeal was dismissed.

In February 2000 the owner of Erf 535 at the corner of Bath and Cross Street applied for the subdivision and rezoning of a 3 900m² portion of the largest Long Street farm from Agricultural Zone to General Business Zone. The application was opposed by the Aesthetics Committee and refused by the Council in March 2000 on the grounds of being in conflict with Todeschini and Japha study, Council policy against the subdivision of agricultural land, the Montagu Zoning Scheme and the Montagu Structure Plan. An appeal was then lodged in terms of the LUPO by Willem Bührmann and Associates in May 2000. Comment was sought from the newly-established SAHRA, who opposed the application on the same grounds as Council, i.e. that the agricultural land within the conservation area must be protected. In November 2000, authorization for the rezoning, a listed activity in terms of the Environment Conservation Act (Act 73 of 1989) was refused by Western Cape Department of Environmental and Cultural Affairs and Sport, which led to the application being withdrawn.

It should be pointed out that the above 12 cases are mere examples of development pressures that were faced in Montagu between 1991 and 2001 and is not an exhaustive list. Furthermore, I did not describe the numerous,

²⁶ This initial conservation area was substantially extended in 2000 when the conservation areas proposed by Todeschini & Japha were officially incorporated in the Montagu Zoning Scheme.

but usually less significant²⁷ building plan and signage applications that were processed during that period.

It should also be pointed out that the ten-year period described above constituted a distinct 'spike' in the number of subdivision applications made and is not representative of the preceding or subsequent times. In fact, it can be argued that the consistent refusal of inappropriate subdivisions has sent a clear message to prospective applicants on which types of applications would be supported and which not.

Certain observations can be made about the decisions of the Aesthetics Committee and Municipality:

- (a) There was a *consistency* in decision-making and an unyielding adherence to policy, guidelines and precedent. This has led to a perception amongst some members of the community that the Committee is overly rigid or 'anti-development'. It is however clear that this consistency creates *predictability*, which is a critical element of good governance.
- (b) Each comment of the Aesthetics Committee was based on a thorough assessment of policy and recommendations were well-motivated in a formal letter. *Clear reasons* were given for all recommendations, ensuring a process that was *transparent* and *fair*.
- (c) In the vast majority of cases, the Committee was supported by the Municipality.

In an environment as vulnerable as Long Street, for instance, "*it only takes one insensitive development to disfigure the entire streetscape*" (Revel Fox, personal communication, 1996). In this sensitive rural context, with a very low 'absorption capacity' as far as visual impact is concerned, it is in my view better to err on the conservative side than to compromise the cultural

²⁷ This does of course not mean that the control of building work and signage is not important – it is an essential part of the conservation efforts that have preserved the character of the town.

landscape or place additional pressure on the Municipality by setting bad precedent.

Indeed, one recent, rather different case warrants attention here, since it is a rare example of a contemporary intervention in a conservation area in Montagu and had a significant negative impact on Long Street and Du Toit Street, not only from a heritage perspective, but also from a land use and traffic perspective.

In May 2007, application was made by a local development consortium for the subdivision of a portion Erf 134 (the existing Caltex service station – zoned *Garage Purposes*) and consolidation of the vacant portion with the adjacent Erf 133 so as to build a Spar supermarket on Erf 133. It should be pointed out that Erf 133 had a *Local Business* zoning and had the required use rights for a supermarket development and a permitted coverage of 100%. Only 11 parking bays could be accommodated on Erf 133 and the subdivision application was to provide an additional 37 parking bays for the development. Following objections from the public, including a petition with 100 signatures, the subdivision application was withdrawn and instead, a parking servitude was registered on Erf 134, achieving the same ends, being to maximise the floor area of the supermarket on the property.

It should also be pointed out that Section 34 the NHRA was not applicable, since the site was vacant and no demolition permit was required. Section 38 of the NHRA was not triggered either, since the subject site is only 2 100m² in extent. The Provincial Heritage Authority was therefore not involved and the matter was handled by the Local Authority.

Conceptual building plans were submitted to the Aesthetics Committee in 2007 for comment, as the subject site falls within a conservation area. The initial architectural proposal was for a modern, monolithic building and typical neon signage. Following several rounds of negotiations with the Committee, a revised development was approved where (a) there would be a small parking area in front of the main supermarket building with a small wing



Figure 16: View of the Spar development on Long Street, with the liquor store on the left, the supermarket on the right and small parking area in the foreground. The driveway in the foreground also provides access to the Caltex service station, located immediately to the right of the photograph, hence the signage tower.

accommodating line shops at the north-eastern corner,²⁸ (b) both portions of the building would have a canopy facing the parking area, (c) the massing of the main building would be broken vertically through a series of stepping segments, with bagged brick, painted panels framed by smoothly-plastered bands in a different colour, as well as a 1m high, smoothly-plastered horizontal band, (d) a low '*werf*' wall would be built along Long Street and (e) signage was to be far smaller than the corporate norm for this supermarket chain.²⁹

The final building, with a floor area of 1 200m² and coverage of 75% was completed in February 2009. While a substantial improvement on the original concept, it is still no great architectural work, as it is a blemish in the townscape. The main building is a flat-roofed structure with 'Art Deco' elements, the attached line shop (a liquor store) has a low-pitched roof with a 'Cape Style' end-gable and both buildings have sheet metal verandahs along the front facades and blank facades along the other edges. The main

²⁸ The Committee favoured a more symmetrical placement of line shops in front of the main building, but this was not conceded to, as it would lead to a loss of parking.

²⁹ The signage of the Spar was strictly controlled by the Aesthetics Committee, and it is now dominated by the signage of the adjacent service station, even though the service station's signage is also smaller and more restrained than the corporate norm for petrol companies.

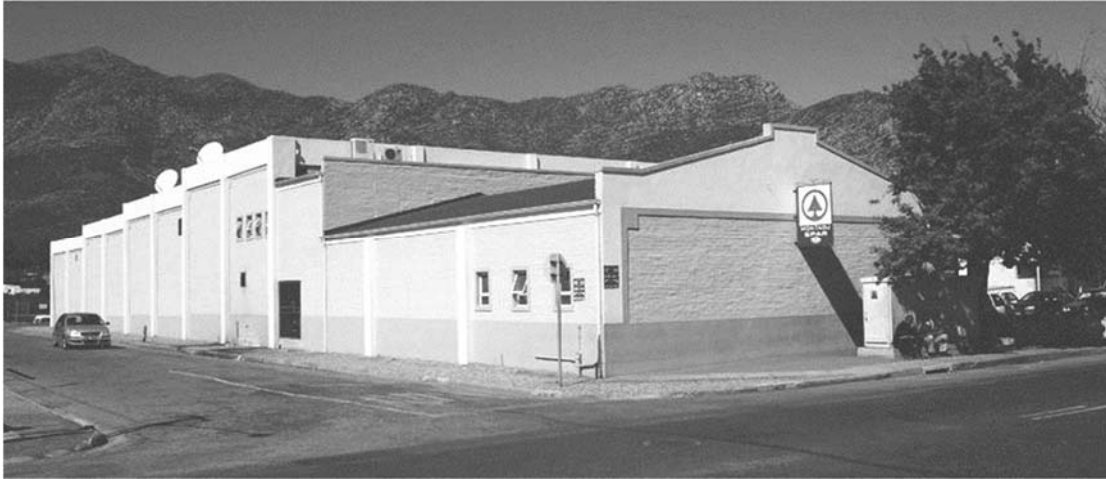


Figure 17: View of the Spar development from the north-east, with Du Toit Street on the left and Long Street in the foreground. The pitched-roof liquor store abuts Long Street, with the flat-roofed supermarket in the distance.

entrance to the supermarket is accentuated by a pedimented gable. The flat-roofed office extension at first floor level creates a cluttered effect, which is aggravated by large air-conditioning units mounted to the building facades, highly prominent fire extinguishers at the front entrance and a free-standing electrical substation on Long Street

The vertical divisions, aimed at breaking the massing of the building, succeeds to a degree and, in-principle, the architecture of the main building is appropriate in the context of Long Street, where wall-dominated agricultural buildings are found, however the bagged brick wall panels are not contextually appropriate for Montagu. While the pitched roof line shop was intended to animate and enclose the parking forecourt on the western side (see Figure 16), its largely blank facades on the northern and eastern sides exacerbate the introverted nature of the development when viewed from the Long / Du Toit Street intersection (see Figure 17). Intensive tree planting along these blank facades would have improved this edge, but no space exists for tree planting, since the building is hard-up against the street boundary.

The verandahs perform their function in providing a human-scaled public interface and shelter from the elements, but they are poorly detailed and cheaply constructed. The green roofs are also out of context for Montagu and

charcoal or black roofs would have been less conspicuous and contextually more appropriate. The visual clutter caused by the many architectural styles, the *ad hoc* office positioned above the entrance, the asymmetrical location of the line shop and the intrusive utility services are all most unfortunate.

In addition to the damaging visual impact of the Spar development, it also changed the land use pattern in Montagu by creating the first large commercial node on Long Street, which, with the exception of the adjacent Caltex service station and a few small farm stalls, was previously agricultural and residential in nature (Bath Street is the town's commercial street). Together with the adjacent service station, with which it shares vehicular access, the supermarket has also had a substantial traffic impact with a drastic increase in trip generation, traffic congestion and a hostile pedestrian environment, previously unknown in Montagu. This relates to the third of Conzen's principal factors that determine townscape's historicity, being the distribution of land uses.

In my view the Spar development is a typical example of the limitations of conservation-lead controls where substantial development rights exist (with development and job creation encouraged by the Municipality) and where the advisory committee is merely a commenting body, with a limited amount of leverage. All respondents interviewed believe that the Aesthetics Committee did what they could to improve the development proposal and control signage. It however appears that the excessive zoning rights and development pressure outweighed the conservation area protections. It should also be noted that the Conservation Area consent is not subject to a public consultation process, which means that the Aesthetics Committee had to act in isolation, without the backing of the broader community.

While heritage considerations should not stifle development or commercial competition and while zoning rights should be recognised, it is important that heritage considerations are given adequate weight, so as to negotiate on an equal footing with developers and demand creative design solutions. It is clear, however, that the zoning of every town will have a significant impact

over time and should ideally, be informed by a careful analysis of town-plan and desired built form.

5.2 Current Administrative Context

Montagu falls within the administrative area of the Langeberg Municipality.³⁰ The municipal area also includes the towns of Robertson, Ashton, Bonnievale and McGregor and surrounding rural areas and covers an area of 3 334km².

This municipality has an estimated population of 95 000, with approximately 11 000 people residing in Montagu's urban area. The population growth rate is estimated at between 2% and 3% per annum. Due to current challenges experienced in agriculture, the largest financial sector in the region, the unemployment rate, which was 12% in the 2001 (Statistics South Africa, *Census 2001*) is currently estimated to be much higher. The insecurity of tenure on farms, leading to urbanisation, leads to a growing waiting list for housing, which was \pm 1 000 units in 2008 in Montagu alone (Breede River / Winelands Municipality, 2007, *Integrated Development Plan 2007-2011*).

The political structure of the municipality consists of an Executive Mayor with Mayoral Committee, a Council and five Portfolio Committees, each chaired by a member of the Mayoral Committee. Cllr Daniela Gagiano (DA) was elected Executive Mayor of the Langeberg Municipality during the first Council Meeting of the newly elected Council on 31 May 2011. She took over from Cllr SJ Ngonyama (ANC).

The Director of Infrastructure Development, Jacobus Jooste, has the delegated authority to approve town planning applications where no objections have been lodged. Where objections have been lodged, applications are referred to the Infrastructure Portfolio Committee for comment and then the Mayoral Committee for a decision. (Van Zyl, personal communication, 2009/07/21).

³⁰Previously, until 28 August 2009, this municipality was known as the Breede River/Winelands Municipality

The Town Planning Department, which serves all five towns and a large rural area, currently consists of only four staff members, including a secretary and is located at the Montagu Municipal office. The Building Development Management department, situated at the same office, consists of a Building Control Officer and four building inspectors who serve the entire municipal area. The limited number of staff compromises law enforcement, since building inspectors have such a high workload that they have to focus on inspecting building work, while signage and minor alterations are rarely 'policed'. This is exacerbated by the lack of a Law Enforcement Officer, a shortcoming that was been raised in several of the interviews.

5.3 Current Town Planning and Heritage Resource Management

In terms of the Municipal Systems Act (MSA), No.32 of 2000, each municipality must prepare an *Integrated Development Plan (IDP)*, which is a strategic business plan, reviewed annually, that guides all planning, development and most importantly, a municipal budget. The Act also requires the preparation of a *Spatial Development Framework (SDF)*, in order to create and maintain a sustainable living environment.

The Langeberg Municipality SDF is currently being updated. This SDF is however an over-arching, regional plan and does not provide detailed guidelines with regard to urban conservation, as the Structure Plan in terms of LUPO does (Van Zyl, personal communication, 2009/07/21). It is important that the significance of urban conservation in its own right, and as promoter of tourism, is written into the IDP. In my view, the current version of the SDF, prepared by BKS (Pty) Ltd, does not give adequate attention to heritage conservation in Montagu (or the other towns in the study area). The 2009 *Cultural Heritage Study* which is one of the annexures to the SDF, shows a lack of understanding for the local context and built environment and appears to be biased towards archaeology. It contains several errors regarding heritage legislation and the current formal protections in Montagu. It also makes no mention of the 1990 Todeschini and Japha Conservation Study or the three declared conservation areas.

The final draft of the SDF document was submitted to the Provincial Department of Environmental Affairs and Development Planning in August 2010 for evaluation. During a follow up workshop with Council, BKS and DEA&DP, the latter emphasized that the proposed Urban Edges, need to be in line with the Provincial Spatial Development Framework. Some of Council's proposed urban edges for Robertson, McGregor, Ashton and Bonnievale also needed to be more fully motivated. This issue is currently being addressed by the Municipality and the final document will be tabled soon for approval (<http://www.langeberg.gov.za/index.php/directory/infrastructure-development/town-planning> accessed 2011/08/13).

The Municipality is currently also in the final stages of preparation of an *Integrated Zoning Scheme* for the entire Langeberg municipal area. While the amount of development permitted in terms of the underlying zoning remains in excess of the existing historic buildings within the *Business* and *General Residential* zones, the new Zoning Scheme Regulations, prepared by Geostratics, make provision for several *overlay zones* "to –

- (a) *express the needs and values of a specific community in a planning context; and*
- (b) *conserve and promote the specific character and features of an area, whether natural or built-up"* (Geostratics, 2008, Chapter 11).

Unique overlay zones for each town in the municipal area are contained in annexures to the Scheme Regulations. In the case of Montagu, *two* overlay zones are applicable – firstly the current three declared *Urban Conservation Areas*, with all the guidelines that are in the current Scheme Regulations (the Todeschini and Japha guidelines) taken up in the new scheme and secondly, a separate '*Agricultural Smallholding*' overlay zone, which specifically applies to the town farms along Long Street. Within this second overlay zone, no subdivision smaller than 0,87ha will be permitted and the subdivision of erven with no street frontage and only panhandle access will not be supported. The street building line is also relaxed to 4,5m.

It appears that the initial fears of local conservationists that Montagu would lose its unique character and protection of the current Montagu Zoning Scheme, have been addressed by this double protection created by the overlay zones. The Municipality plans to submit the final version to the Provincial Government later this year for approval.

Of the five towns in the municipal area, only Montagu currently has an operational *Aesthetics Committee*.³¹ It is also the only of these towns to have formally legislated such an advisory committee by means of zoning scheme regulations. The Committee currently consists of six members and a secretary, which meets the required quorum of five. Its members are Councillor Eric Scheffers (one of the ward councillors for Montagu and also a member of the Mayoral Committee), two experts from the community (Ronel Preston,³² an artist and conservationist and Attie Jass, an experienced local builder), and three municipal officials (the town planner, Jack van Zyl, the building control officer, Clyde Marinus and a building inspector, Janelle de Kock). A secretary is also provided by the Municipality.

The Aesthetics Committee currently meets every two weeks at the Municipal offices. The town planner, Jack van Zyl reports that the number of building plans discussed currently ranges between two and six per meeting (only buildings within the conservation areas are referred to the Committee), while an average of two town planning applications per meeting are discussed. Building plan applications within a conservation area are usually for minor alterations. The majority of town planning applications are consent uses for bed & breakfast establishments and more recently, consent uses for farm

³¹McGregor does not currently have a heritage advisory committee, but has an active, independent Heritage Society, which comments on planning applications

³² Ronel Preston studied Art at the Port Elizabeth Art School from 1968 to 1971. She and her husband, Barry moved from Durbanville to Montagu in 1995, where they opened a restaurant and an art studio. She joined the Montagu Aesthetics Committee in 1997 and still serves on the Committee. Having studied Architectural History at art school and having previously worked in real estate, she is a valuable member of the committee and has become the key actor in conservation in the town. She also serves the Montagu-Ashton Tourism Association.

stalls/restaurants. Numerous signage applications are also assessed by the Committee.

In the recent past, the number of applications for the rezoning or subdivision of town farms and other large erven, which were common in the 1990's has diminished substantially, which can largely be ascribed to the precedent of consistent refusals of such applications. The relationship between the Committee and Council is reported to be good and it is very rarely that the Committee's recommendation is overruled. Not only applications within the Conservation Areas are discussed, but also other planning and signage applications referred to the Committee at Council's discretion (Van Zyl, personal communication, 2009/06/11).

As far as the NHRA is concerned, the majority of applications in Montagu are alterations in terms of Section 34, which requires a permit from the provincial heritage resources authority to "*alter or demolish any structure or part of a structure which is older than 60 years*" (National Heritage Resources Act, Act 25 of 1999). For a while, the Municipality used to forward application in terms of the NHRA to Heritage Western Cape (HWC), but more recently, the Municipality comments on applications and then requires applicants to obtain the necessary approvals directly from HWC. It is reported that in the past, HWC officials have not always requested comment from the Municipality. This does cause confusion, and it has happened that applicants have arrived at the Municipality's building plans counter with a Section 34 permit obtained from HWC, which was issued without any knowledge of the Municipality or Aesthetics Committee. In such cases if the proposal is in conflict with the context-specific Zoning Scheme guidelines (in terms of LUPO), Council finds itself in an awkward position, having to insist on amendments to be made (which might require a new Section 34 submission to be made to HWC) or, even though approved in terms of different legislation, in the spirit of co-operative governance, approving the proposal (Van Zyl, personal communication, 2009/07/21).

HWC officials report that HWC now requires the Municipality's comment before processing any Section 34 or Section 27 applications (Van Wijk, personal communication, 2009/07/30).

Part of the problem is that *no* local group is currently registered with HWC as a '*conservation body*' in terms of Section 25(1)(b) of the NHRA. In its current form as a formally legislated subcommittee of Council, the Aesthetics Committee cannot be registered and there is no obligation on HWC to seek the comment of this Committee (though sense dictates that it should).

In the absence of a registered conservation body, the only consultation possible is for each HWC case officer to insist on the Municipality's comment *before* accepting an application - be it for Section 34 alterations and demolitions or for alterations to Provincial Heritage Sites in terms of Section 27, as the Municipal official would (a) point out the existence of a proclaimed conservation area and (b) obtain comment from the Aesthetics Committee.

CHAPTER 6: FINDINGS

This study has found that heritage management in Montagu has in the main been exemplary which, in my view, can be ascribed (a) to strong *community involvement* - the (often thankless) efforts of the conservation groups referred to in Section 4.3 above and the current Aesthetics Committee, supported by the Municipality - and (b) to a suite of heritage and planning *legislation* to provide authorities with adequate tools and legal 'leverage' to make decisions, based on heritage considerations, even when faced with severe development pressure.

In spite of a few isolated, insensitive developments, such as the Spar on Long Street, the townscape features, architecture and character of the town are still largely intact.

- a) The vast majority of individual heritage resources of high significance have been preserved and are well maintained.
- b) The town's overall streetscape and character is in my view still intact and in the declared conservation areas, new buildings have, in the main, been sensitive. With a few recent exceptions, signage is generally also well controlled.
- c) The town's cultural landscape features, such as the town farms are jealously protected from subdivision and densification and they are still intact.
- d) Finally, Montagu is still a viable and growing town, which attracts investment and permanent residents, not only tourists. It is still able to function as an authentic agricultural and commercial centre, in spite of conservation constraints.

It is therefore concluded that heritage management in Montagu meets the four criteria for success, as set out in Section 1.3 above and, the response to the research question of this study is that the conservation endeavours in Montagu have been successful.

It is however clear that the character of the town is constantly under threat and that there have been some losses. Due to the qualitative nature of this research project, it is difficult to quantify loss of townscape quality or to predict the 'tipping point' at which the town can no longer be considered well-preserved. It is important not to become complacent and to strengthen and consolidate conservation efforts and law enforcement.

As far as community involvement is concerned, it is a matter of some concern that there is currently no independent NGO with *locus standi* and no local conservation group is currently registered with HWC as a 'conservation body' in terms of Section 25(1)(b) of the NHRA. The ICOMOS Charter for the Conservation of Historic Towns and Urban Areas highlights that "*the participation and the involvement of the residents are essential for the success of the conservation programme and should be encouraged*" (ICOMOS, 1987, Section 4). It is clear that at least one independent local conservation pressure group should be established in Montagu once again³³ and that it registers its interest in a geographical area and apply to HWC for *registration as a conservation body*. HWC would then be obliged to request its comment on every application submitted in this designated area. Furthermore, such conservation group(s) would have the right to appeal decisions in terms of both the NHRA and the LUPO.

The efforts of the Aesthetics Committee to date are commendable, especially when considering the amount of time devoted by its members for *no remuneration* at all. However, its membership is limited and it needs to broaden representation by members of the public (as is intended in the Scheme Regulations) and ideally it should include at least one more expert from the community (for example a historian, architect or consulting town planner) to assist in conservation-oriented assessments. Furthermore, making the recommendations of the Committee to Council available to the public, or at least the minutes of Council Meetings posted on their website,

³³The Montagu Cultural Historical Conservation Committee, The Long Street Group and the early Aesthetics Committee were independent bodies.

would assist in administrative transparency and to educate the community and property owners in the interpretation of policy.

One of the foremost challenges in conservation in Montagu, which was mentioned by each of the interviewees, was the *need for effective law enforcement*, particularly with regard to illegal signage and painting of commercial buildings in inappropriate colours. When compared with demolitions and insensitive development, signage may seem superficial, temporary and 'reversible', but it has a seriously detrimental visual impact on the character of the town. This predicament is caused by a number of factors: Firstly, the limited number of building inspectors and the large area that they serve. Secondly, the tough economic climate and stiff competition between retailers, the agricultural industries and hospitality facilities, causing ever larger and more prominent signage. Thirdly, a perception amongst some businessmen that the Aesthetics Committee is "unreasonably strict", which leads to some people to simply erect signage without making application, since they know that it would have been refused. Fourthly, the political argument that economic development is to be facilitated at all costs to ensure the financial survival of agricultural industries and businesses and the combating of unemployment and poverty. Finally, the fact that illegal signage has never lead to prosecution, unlike illegal demolition and unauthorised construction, where the Municipality would have the backing of higher authorities, such as Heritage Western Cape. This is due to the lack of a Law Enforcement Officer, who is yet to be appointed by the Municipality.

The argument about economic development is clearly very short-sighted, since Montagu's historical character is the reason for the growth in the tourism industry, which employs many locals and also provides opportunities for the adaptive re-use of historic buildings.

In an article in the local newspaper, the *Montagu Mail*, Ronel Preston points out that tourism can only grow if the residents of Montagu take pains to ensure that it does not become just another town.

"Greater effort should be made to protect and enhance the visual experience of our town and environment, including our scenic drives and walks. The tourism industry is highly competitive and we need to continue offering something unique to separate us from the rest of the field" (Preston, 2004, p1).

Another threat to conservation that has been identified by interviewees is complacency and the small number of residents that are aware of the significance and vulnerability of the town's character and an even smaller number that is active in conservation. Preston argues that

"[conservation] should not be regarded as the responsibility of our local authority only; it should be the concern of every responsible resident of Montagu" (2004, p1)

Currently the public is not consulted in urban conservation area consent applications, only the Aesthetics Committee. Based on a review of recent high-impact developments, such as the Spar on Long Street, it is clear that the Municipality should use its discretion regarding advertising and when there is reason to believe that a development could have a detrimental impact on *"the preservation of the natural and developed environment"*, which is one of the desirability criteria in the Land Use Planning Ordinance, it should consult interested and affected parties.

In discussing the role of 'the man in the street' in conservation in Kwazulu-Natal, Thompson (1990) makes a number of observations about conservation groups, which are universally applicable and have been clearly illustrated in the case of Montagu. Firstly, individuals alone can do little. *"To have any effect, people must organise and gain the synergy which a group affords them"* (p123). It is clear from the general state of preservation in Montagu and specifically from the cases studied, that the Cultural Historical Conservation Committee and the Aesthetics Committee have been effective in their endeavours and their opinions respected by the greater community, the Municipality and other authorities.

As required for registration in terms of Section 25(1)(b) of the NHRA, a conservation body must indicate (a) the geographical area and (b) the categories of heritage resources that they are interested in. Registration with authorities and focussed activities will ensure that they are consulted in matters that are important to them. Thompson (1990) adds that *“the group must act purposefully. It must clarify its principles and lay out a practicable programme”* (p123).

His research also shows that as far as conservation groups are concerned, a few persons will do the work (1990, p123). While many people have played a role in conservation in Montagu over the years, a few clearly stand out as having done the bulk of the work.

In the first phase, which focussed on the preservation and declaration of buildings, Esther Hofmeyr did most of the work, supported by Blackie Badenhorst and the Trustees of the Montagu Museum. In the second phase, which entailed the designation of conservation areas, the integration of conservation with planning legislation and the establishment of the Aesthetics Committee, Jeanne Biesenbach did most of the work, supported by Antoinette Esterhuysen and later by Ronel Preston. Currently Ronel Preston is doing most of the work, which includes efforts to promote conservation amongst the public and politicians and its benefits for tourism and job creation. She is supported on the Aesthetics Committee by Attie Jass. While it is a normal phenomenon that few members of the public get actively involved in voluntary groups, it should not preclude the recruitment of new members.

Thompson (1990) also points out that as an interest or pressure group, a conservation organisation must act with *“discretion and firmness”* (p123). It is inevitable that there will be individuals that are opposed to the operations of conservation bodies and accuse it of being ‘anti-development’ or ‘irresponsible’. He however argues that such criticism can be avoided by responsible decision-making. In my view, conservation bodies should facilitate development as far as possible and encourage adaptive re-use of buildings. *“A balance needs to be struck between retention and change”*

(Strong, 1990, p221 in Larkham, 1996, p274). In Section 5.1 above, it was found that there is great consistency in the decision-making of the Aesthetics Committee of Montagu, which leads to known outcomes and certainty. Applicants are allowed to attend meetings and written reasons are given for all recommendations, ensuring a process that is transparent and fair.

As mentioned in Section 2.5 above, it is important that conservation groups keep themselves informed of legislation and statutory process and register themselves with the Provincial Heritage Resources Authority, so as to ensure that they are consulted. User-friendly printed guides and regular articles in the local press can go a long way in creating a conservation awareness and civic pride in residents.

It is of critical importance that the mapping of significant features, undertaken by Todeschini and Japha 20 years ago, be updated, to assist the Municipality in the contextual assessment of applications. As mentioned in Section 4.4 above, it is imperative that the numerous buildings in Montagu that have independent significance (Grades IIIA and B), but which currently do not enjoy any formal protection, as well as some of the current Provincial Heritage Sites that do not comply with the criteria for Grade II sites are inscribed in the Provincial Heritage Register by HWC.

The proposed new Integrated Zoning Scheme Regulations for Langeberg Municipality, discussed in Section 5.3 above, make provision for the grading by the Municipality of "*buildings and structures according to their conservation worthiness*" (Geostratics cc, 2008). In my view, it is of critical importance that the broad classification and now outdated identification of heritage resources in the Japha and Todeschini study, be translated into *grading* for the purpose of future heritage management in terms of the criteria and system of the National Heritage Resources Act.

It is intended in the NHRA that local authorities empower themselves and apply for *accreditation* by the provincial heritage authority to become 'competent'. This requires the systematic identification of heritage resources,

delineating heritage areas, grading, keeping a register, training of staff in heritage management and establishing adequate administrative systems. In due course, the Langeberg Municipality will follow the required procedures to attain 'competency' from HWC and prepare a heritage register, which would exempt heritage areas and identified buildings from permit applications currently required in terms of Section 34 of the NHRA.

It is important that conservation is integrated with planning policy and the strategic objectives in the Langeberg IDP so as to avoid conflict between the various departments in decision-making. Furthermore, cooperative governance between the Municipality and Heritage Western Cape is critical, so as to ensure that (a) local input is obtained for all applications in terms of the NHRA and (b) to avoid duplication or unnecessary delays in the processing of applications in terms of LUPO and the NHRA.

It is critical to build public awareness of the importance of urban conservation and its benefits for tourism and job creation, in order to obtain the 'buy-in' of the local community and politicians. This can be done by the preparation and distribution of pamphlets to communicate (a) the *significance* of the heritage resources in Montagu, (b) the existing (Todeschini and Japha) *guidelines* to advise property owners when building or making alterations and (c) to provide up-to-date guidance on the interaction between the local planning policies, zoning legislation and national law, including the NHRA, setting out a *clear submission process* and providing for integrated decision-making.

The Montagu-Ashton Tourism Association has produced a useful pamphlet to guide visitors along a historical walk in a circular route through the historical part of the town. It was originally compiled by Esther Hofmeyr and is written in a user-friendly way, containing interesting information about historic buildings.

It is also important that the Municipality develops a heritage strategy, in consultation with the community and that the benefits of architectural and townscape conservation is communicated.

“Far from being what could be regarded as a superfluous luxury in comparison with the basic needs of most African countries, all actions in favour of the cultural and natural heritage can actually serve as a springboard for the development of any country. Local governments have a major role to play in the protection of heritage, as they work most closely with the populations who are the primary beneficiaries of development activities” (UNESCO, 2006, p27).

The City of Cape Town’s *‘Cultural Heritage Strategy for the City of Cape Town’* (2005) provides valuable guidelines for conservation management at local authority level. Its seven strategic management objectives, which address most of the findings mentioned above, are:

- To *“identify, map and compile a register of the heritage resources within the municipal area. Such resources may include: Objects, structures, streetscapes, settlements, historic and symbolic sites, natural and cultural landscapes and significant plantings”* (p24).
- To *“assess the cultural significance of the historic resource and assign a grading to it, according to the requirements of the NHRA and a consolidated grading system”* (p25);
- To *“afford appropriate statutory protection and management to heritage resources”* (p.26);
- To *“administer heritage resources and implement an effective system of heritage resource management, the system of which is periodically audited and updated”*. This includes the maintenance of a heritage resources section with the competence and capacity to administer heritage resources, to ensure compliance with the relevant legislation (p27);
- To *“ensure that management at a local level is coordinated with policy and implementation strategies of the relevant heritage resources authorities at a national and provincial level”* (p28).
- To *“protect and enhance heritage resources through projects interventions and incentives. This includes encouraging the*

enhancement and enjoyment of heritage resources through projects that communicate the value of heritage to the public” (p27) and

- *To “communicate the value of heritage resources through education, resource development, public projects, the media and the formation of partnerships with relevant groups. This includes the publication of guidelines and advice for property owners and developers, as well as the publication of guided walks, linking and interpreting heritage sites for tourists and members of the public” (p28).*

CHAPTER 7: CONCLUSION

In terms of townscape and architecture, Montagu has been remarkably well conserved, despite decades of development pressure. At the same time, the town has managed to keep up with the demands of modern society and is still a viable agricultural and commercial centre and popular tourist destination.

The conservation of the town's heritage resources and character can largely be attributed to the dedication of a relatively small number of individuals and voluntary groups, but which had a significant impact on policy, law and decision-making. A number of other factors have also played a role, including:

- the nomination and declaration of 21 National Monuments (now Provincial Heritage Sites), which safeguarded those buildings from demolition and inappropriate alterations, especially in the years before the protections of the 50-year clause in terms of the NMA and before conservation areas, which acted as anchors of a sort in the ongoing development and management of the town;
- a thorough conservation study by Todeschini and Japha in 1990, identifying heritage resources and providing practical guidelines, which are still relevant 20 years later and have remained cogent under new legislative administrations;
- special conservation provisions contained in Montagu's Structure Plan and, since 2000 in its Zoning Scheme;
- three designated urban conservation areas, adopted by the Municipality in 1993 and formally approved in 2000, providing area-based protection for the town as a whole, as per international best practice;
- the ongoing work of the Aesthetics Committee, which meets regularly to advise the local authority on building plans, town planning and signage applications; and
- a local authority that is sensitive to the environment and townscape of Montagu, supports the Aesthetics Committee and regards the conserved town's economic potential as a tourism resource.

It is however also clear that the town is vulnerable to insensitive developments, as illustrated by the Jordaan Flats on Bath Street and more recently, the Spar development on Long Street. Furthermore, a lack of law enforcement is leading to an increasing number of businesses and residents flouting the signage policy and the design guidelines contained in the zoning scheme, including prohibited building materials.

The greatest threats to Montagu's cultural landscape are no longer the demolition of significant buildings or the subdivision of smallholdings. Instead, the greatest threat is *insensitive* new development, alterations and signage, which may still be exceptions to the rule at this stage, but, if left unchecked, will have a cumulative negative effect on the townscape as a whole, with eventually only a number of isolated 'monuments' remaining in a compromised landscape that has lost its character.

By building on its successes to date and the strong existing legislative platform, Montagu *can* maintain its exceptional conservation status and improve heritage management. Through enhanced community involvement, the integration of planning and heritage administration and effective law enforcement the town can ensure that the dedicated conservation work of the past four decades is not undone.

REFERENCES

I. BIBLIOGRAPHY

Aseguinolaza, Izaskun, 2007, *Townscape in Sharp's Town and Countryside*, Abstract from the Visual Planning and Urbanism in the Mid-Twentieth Century Conference, Newcastle upon Tyne

Ashworth, GJ and MJ Kuipers, 2004, 'Heritage planning in the Netherlands: How far have we come?', in *Agora*, April 2004

Australian National Committee of ICOMOS, 1999, *The Australia ICOMOS Charter for the conservation of places of cultural significance* (The Burra Charter), International Council on Monuments and Sites, Australia

Badenhorst, Blackie, 2003, 'Montagu Museum: The role of a rural museum in the conservation of the urban heritage of a Karoo town', in ICOMOS SA, 2003

Baumann, Nicolas E, 1997, *Townscape in Urban Conservation, The Impact of the Theory of Townscape on Conservation Planning*, Unpublished D Phil thesis, University of York

Baumann, Nicolas E., 2009, *Townscape and Urban Analysis: The role of the Townscape Movement in bridging the gap between conservation and development*, presentation for APG50666 Course, School of Architecture, Planning and Geomatics, University of Cape Town

BCD Town and Regional Planners, 1998, *Montagu Structure Plan*

Bentley, I, A Alcock, P Murain, S McGlynn and G Smith, 1985, *Responsive Environments, A Manual for Designers*, The Architectural Press, London

Biesenbach, Jeanne, 2003, 'Montagu: The conservation of the urban heritage of a Karoo town' in ICOMOS SA, 2003.

BKS Consulting Services, 2010, *Langeberg Municipality Spatial Development Framework*

Breitenbach, JJ, 1958, '*The Development of the Secretaryship to the Government at the Cape of Good Hope under John Montagu, 1845-1852*', Unpublished MA Thesis, Rhodes University

Cape Institute for Architecture, 2008, *Conservation Guidelines*, Cape Town

Carter, Harold, 1981, *The Study of Urban Geography*, Third Edition, Edward Arnold, London

Centre for Extra-Mural Studies, University of Cape Town, in association with the National Monuments Council, Basset, B (Ed.), 1978, *Conservation and Development*, Cape Town

Choay, Françoise, 2001, *The Invention of the Historic Monument* (translated from the 1992 French version by Lauren M. O'Connell), Cambridge University Press, New York

City of Cape Town: Heritage Resources Section, 2005, *Cultural Heritage Strategy for the City of Cape Town*, compiled by Melanie Attwell

Cullen, Gordon, 1961, *Townscape*, Architectural Press, London

Die Burger – Woongids, 19/02/1994, p3, 'Montagu, model van 19de-eeuse dorpsontwikkeling', at <http://152.111.1.87/argief/berigte/dieburger/1994/02/19/3/21.html> , accessed 15/05/2011

Die Burger – Woongids, 23/03/1994, p4, 'Bewaringsopname van Montagu voltooi' at <http://152.111.1.87/argief/berigte/dieburger/1991/03/23/4/9.html> accessed 5/05/2011

Elkins, TH, 1989, 'Human and Regional Geography in the German-speaking lands in the first forty years of the Twentieth Century' in Entriken, JN and SD Brunn (Eds), *Reflections on Richard Hartshorne's The Nature of Geography*, Occasional publications of the Association of the American Geographers, Washington DC

Fleming, John, Hugh Honour, and Nikolaus Pevsner (Eds), 1999, *Dictionary of Architecture and Landscape Architecture*, Penguin, London

Fransen, Hans, 2004, *The Old Buildings of the Cape*, Jonathan Ball Publishers, Johannesburg and Cape Town

Fransen, Hans, 2006, *Old Towns and Villages of the Cape*, Jonathan Ball Publishers, Johannesburg and Cape Town

Freedman-Townsend, Lesley and Penny Pistorius 1988, 'Principles for the Conservation of Buildings and Sites', pp52-53 in *Architecture SA*, September/October 1988, Institute of South African Architects, Cape Town

Frescura, Franco, 1991, 'National or Nationalist? A Critique of the Monuments Council, 1936-1989', pp12-29, in Japha, Derek and Japha, Vivienne (Eds), 1991(a), *Proceedings of the National Urban Conservation Symposium, Johannesburg 1990*, Oakville Press, Cape Town

Geostratics cc, 2008, *Breede River / Winelands Municipality Integrated Zoning Scheme Regulations*, Final Draft

Gibson, Lianne, 2009, 'Cultural Landscapes and Identity' in Gibson and Pendlebury (Eds) 2009, *Valuing Historic Environments*, Ashgate Publishing Ltd, London and Burlington

Gibson, Lianne and John Pendlebury (Eds), 2009, *Valuing Historic Environments*, Ashgate Publishing Ltd, London and Burlington

Gospodini, Aspa, 2002, *European cities and place-identity*, Discussion Paper Series, 8(2):19-36, Department of Planning and Regional Development, University of Thessaly, Volos, Greece, at http://www.prd.uth.gr/uploads/discussion_papers/2002/uth-prd-dp-2002-02_en.pdf (accessed 21/05/2011)

Hebbert, Michael and Andrew Crompton, 2007(a), 'The English Genius for Townscape, 1850-1950', *Town and Townscape Conference*, School of Architecture, Planning and Landscape, University of Newcastle Upon Tyne, 2007

Hebbert, Michael and Andrew Crompton, 2007(b), 'The Unity of Picturesque Street Architecture', abstract from the *Visual Planning and Urbanism in the Mid-Twentieth Century Conference*, Newcastle upon Tyne, 2007

Heritage Western Cape, 2007, *A Short Guide to Grading*, Version 5, Cape Town

Heydenrych, DH, 2004, *'n Geskiedenis van die Nederduits Gereformeerde Gemeente Montagu, 1854 – 2004*, Dutch Reformed Church, Montagu

Heydenrych, DH, 2005, *30 Stories oor Montagu en sy mense*, Montagu Museum

Heydenrych, DH, 2007, *Nog stories oor Montagu en sy mense*, published by the author

Hou, Jeffrey, 2004, 'Preserving for multiple publics: Contesting views of urban conservation in Seattle's international district', *City & Time* 1 (1): 3 at <http://www.ct.ceci-br.org> (accessed 22/05/2011)

Howard, Peter, 2009, 'Historic Landscapes and the Recent Past: Whose History?' in Gibson and Pendlebury (Eds) 2009, *Valuing Historic Environments*, Ashgate Publishing Ltd, London and Burlington

International Council on Monuments and Sites (ICOMOS), 1964, *International Charter for the Conservation and Restoration of Monuments and Sites* ('Venice Charter')

International Council on Monuments and Sites (ICOMOS), 1973, *Resolutions of the Symposium devoted to the Study of the 'Streetscape in Historic Towns'*, Lausanne

International Council on Monuments and Sites (ICOMOS), 1975(a), *The Declaration of Amsterdam*, Congress on the European Architectural Heritage

International Council on Monuments and Sites (ICOMOS), 1975(b), *Resolutions of the International Symposium on the Conservation of Smaller Historic Towns*, Rothenburg ob der Tauber, Germany

International Council on Monuments and Sites (ICOMOS), 1987, *Charter for the Conservation of Historic Towns and Urban Areas* ('Washington Charter')

International Council on Monuments and Sites (ICOMOS), 1999(a), *Charter on the Built Vernacular Heritage*, Mexico

International Council on Monuments and Sites (ICOMOS), 1999(b), *International Cultural Tourism Charter, Managing Tourism at Places of Heritage Significance*, Mexico

International Council on Monuments and Sites (ICOMOS), 2003, *Charter on Principles for the Analysis, Conservation and Structural Restoration of Architectural Heritage*, Victoria Falls, Zimbabwe

International Council on Monuments and Sites South Africa (ICOMOS SA), 2003, *Proceedings of the Symposium on "Understanding and using urban heritage in the Karoo"*, Victoria West 3-5 March 2002, Comité International sur les Villes et Villages Historiques (CIVVH), Cape Town

James, PE and G Martin, 1981, *All Possible Worlds: A History of Geographical Ideas*. John Wiley & Sons. New York

Japha, Derek, Vivienne Japha and Fabio Todeschini, 1988, 'Urban Conservation Planning – Notes on Research Method for Urban Conservation Planning', pp43-45, in *Architecture SA*, September/October 1988, Institute of South African Architects, Cape Town

Japha, Derek, Vivienne Japha and Fabio Todeschini, 1990, *Conservation Study - Montagu*, School of Architecture and Planning, University of Cape Town

Japha, Derek and Vivienne Japha, 1990, 'Conservation in Small Cape Towns', pp49-55, in *Proceedings of the National Urban Conservation Symposium, Johannesburg 1990*, Published 1991, Oakville Press, Cape Town

Japha, Derek and Vivienne Japha (Eds), 1991(a), *Proceedings of the National Urban Conservation Symposium, Johannesburg 1990*, Oakville Press, Cape Town

Japha, Derek and Vivienne Japha, 1991(b), '*Identity Through Detail: Architecture and Cultural Aspiration In Montagu, South Africa, 1850-1915*', in *Traditional Dwellings and Settlements Review*, Volume 2, No.2, Spring 1991, Journal of the International Association for the Study of Traditional Environments, Berkley, California, USA at <http://iaste.berkeley.edu/pdfs/02.2c-Spr91japha-sml.pdf> accessed 14/05/2011

Japha, Derek and Vivienne Japha, 1992, *The Landscape and Architecture of Montagu 1850– 1915*, Occasional Publications Series, School of Architecture and Planning, University of Cape Town

Japha, Derek and Vivienne Japha, 1993, 'Urban conservation: Monumentalisation or everyday planning', pp26-28, in *Architecture SA*, May & June 1993, Institute of South African Architects, Cape Town

Jokilehto, Jukka, 1986, *A History of Architectural Conservation: The Contribution of English, French, German and Italian Thought towards an International Approach to the Conservation of Cultural Property*, Unpublished D. Phil thesis, Institute of Advanced Architectural Studies, University of York, at http://www.iccrom.org/eng/02info_en/02_04pdf-pubs_en.shtml (accessed 09/06/2010)

Kapadia, Kavas, 2009, 'The Conflict of Conservation', *Institute of Town Planners India Journal* Vol.6, No.3, pp73-78, July - September 2009 at http://itpi.org.in/content/pdfs/jul8_09.pdf (accessed 21/05/2011)

Knight, Andrew and Les Ruddock (Eds), 2008, *Advanced Research Methods in the Built Environment*, Wiley-Blackwell

Larkham, Peter J, 1996, *Conservation and the City*, Routledge, London

Larkham, Peter J. 1998, *Urban Morphology and Typology in the United Kingdom*, in *Typological Process and Design Theory*, Attilio Petruccioli (Ed), Aga Khan Program for Islamic Architecture, Cambridge, Massachusetts, at http://archnet.org/library/documents/one-document.jsp?document_id=3798 , accessed 18/02/2011

Lowenthal, David, 1985, *The Past is a Foreign Country*, Cambridge University Press, Cambridge

Lowenthal, David, 1998, *The Heritage Crusade and the Spoils of History*, Cambridge University Press, Cambridge.

Lowenthal, David, 2005, 'Natural and cultural heritage', *International Journal of Heritage Studies*, Vol. 11, No. 1, March 2005, pp. 81–92

Lowenthal, David, 2006, 'Stewarding the future', *Norsk Geografisk Tidsskrift - Norwegian Journal of Geography*, Vol. 60, 15_ 23. Oslo

Lowenthal, David, 2009, 'Patrons, Populists, Apologists: Crises in Museum Stewardship' in Gibson and Pendlebury (Eds) 2009, *Valuing Historic Environments*, Ashgate Publishing Ltd, London and Burlington

Lynch, Kevin, 1960, *The Image of the City*, MIT Press, Cambridge, Massachusetts

Lynch, Kevin, 1972, *What time is this place?*, MIT press, Cambridge, Massachusetts

Mason, Randall, 2006, 'Theoretical and Practical Arguments for Values-Centered Preservation' in *CRM Journal*, Summer 2006

Montagu Aesthetics Committee, 1991 – 2001, Minutes and correspondence

Montagu-Ashton Tourism Association, 2010, pamphlet titled *Historical Walk through Montagu*

Mouton, Johann and HC Marais, 1988, *Basic Concepts in the Methodology of the Social Sciences*, HSRC, Pretoria

Negussie, Elene, 2004, 'What is worth conserving in the urban environment? Temporal shifts in cultural attitudes towards the built heritage in Ireland', in *Irish Geography*, Volume 37(2), 2004, pp202-222

Perkin, Corinne, 2010, 'Beyond the rhetoric: negotiating the politics and realising the potential of community-driven heritage engagement', in *International Journal of Heritage Studies*, Vol. 16, Nos. 1–2, January–March 2010, pp107–122

Pistorius, Penny, 1989, *General Guidelines for National Urban Conservation Areas*, Professional and Technical Section, National Monuments Council, Cape Town

Pistorius, Penny, 2009, *South African Heritage Legislation*, notes for the Law of Conservation and Development course (APG5064F), University of Cape Town

Preston, Ronel, 2001, 'Not just "nog 'n dorp' in *Montagu Mail*, December 2001/January 2002

Price, Nicholas Stanley, Mansfield Kirby Talley Jr and Alessandra Melucco Vaccaro (Eds), 1996, *Readings in Conservation: Historical and Philosophical Issues in the Conservation of Cultural Heritage*, The Getty Conservation Institute, Los Angeles

Republic of South Africa, 1999, *National Heritage Resources Act, Act 25 of 1999*, Government Printer, Cape Town

Riegl, Alois, 1903, 'The Modern Cult of Monuments: Its Essence and its Development' in Price et al, 1996.

Rosenthal, Eric (Ed), 1965, *Encyclopaedia of Southern Africa*, Third Edition, Frederick Warne & Co. Ltd, London & New York

Sharp, Thomas, 1968, *Town and Townscape*, John Murray, London

Shepherd, Nick, 2008, 'Heritage', in Shepherd and Robins (Eds), 2008, *New South African Keywords*, Jacana Media, Johannesburg and Ohio University Press, Athens USA

Sitte, Camillo, 1889, *City Planning According to Artistic Principles*, translated by G.R. Collins and C.C. Collins, Phaidon Press, London.

Slater, TR, 1997, 'Conserving Europe's Historic Towns: Character, Managerialism and Representation' in *Built Environment*, 23(2)

Smith, Laurajane, 2009, 'Deference and Humility: The Social Values of the Country House' in Gibson and Pendlebury (Eds) 2009, *Valuing Historic Environments*, Ashgate Publishing Ltd, London and Burlington

Strategic Environmental Focus (Pty) Ltd, 2009, *Cultural Heritage Study of the Breede River Winelands Municipality*, prepared as a component of the Langeberg Municipality SDF, Durban

Sykes, JB (Ed), 1988, *The Concise Oxford Dictionary*, 7th Edition, Clarendon Press, Oxford

Taylor, Jessica, 2007, 'The Aesthetics of Mixed Use: Sharp, Cullen, and Jacobs in Context', Abstract from the Visual Planning and Urbanism in the Mid-Twentieth Century Conference, Newcastle upon Tyne

The Open University, 2009, *Whose heritage? Stories of Britain's changing attitudes to heritage*, BBC, Milton Keynes at <http://media.open2.net/savingbritainspast/heritagebook2.pdf> (accessed 22/05/2011)

Thompson, Paul, 1990, 'The role of the man in the street in the conservation process: Local attitudes and activism in Natal', pp120-124, in *Proceedings of the National Urban Conservation Symposium, Johannesburg 1990*, Published 1991, Oakville Press, Cape Town

Todeschini, Fabio, 1991, 'Main Street - From Ribbon Development to Proclaimed Main Road – Practice and Policy', pp93-101, in *Proceedings of the National Urban Conservation Symposium, Johannesburg 1990*, published 1991, Oakville Press, Cape Town

Todeschini, Fabio, 2007, 'Issues and Challenges in South African Material Landscapes – A Perspective from the Western Cape', in *Architecture SA*, March/April 2007

Townsend, Stephen S, 1988, 'A Polemic on Conservation Theory and the Place and Form of Aesthetic Control' pp26-29, in *Architecture SA*, September/October 1988, Institute of South African Architects, Cape Town

Townsend, Stephen S, 1990, 'Conservation-related control in South Africa, with particular reference to Cape Town', pp30-36, in *Proceedings of the National Urban Conservation Symposium, Johannesburg 1990*, Published 1991, Oakville Press, Cape Town

Townsend, Stephen S, 1993, 'Architectural and urban conservation in the dawning second Republic', pp29-31, in *Architecture SA*, May & June 1993, Institute of South African Architects, Cape Town

Townsend, Stephen S, 2000, 'A hundred years of conservation' in Prinsloo, Ivor (Ed), 2000, 'Architecture 2000 – A review of South African Architecture', Picasso Headline, Cape Town

Townsend, Stephen S, 2003, *Development Rights and Conservation Constraints: Urban Conservation-Oriented Controls in the City Centre of Cape Town*, unpublished PhD thesis, University of Cape Town

Townsend, Stephen S, 2007, 'Conservation and Development in Cape Town: The Question of Height', unpublished paper

Tunbridge, JE, 1980, 'Conservation Trusts as Geographic Agents: Their Impact upon the Landscape, Townscape and Land Use', in *Transactions of the Institute of British Geographers*, New Series, Vol.6, No.1, 1981, pp103-125, The Royal Geographical Society, Blackwell Publishing

Tunbridge, JE, 1984, Whose heritage to conserve? Cross-cultural reflections on political dominance and urban heritage conservation, in *Canadian Geographer*, 1984 Vol. 28 No. 2 pp. 170-180

United Kingdom Department of the Environment, 1994, *Planning Policy Guidance 15: Planning and the Historic Environment*, Her Majesty's Stationery Office, London

United Nations Educational, Scientific and Cultural Organization (UNESCO), 1976, *Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas*, Nairobi

United Nations Educational, Scientific and Cultural Organization (UNESCO), 2006, *Cultural Heritage & Local Development – A Guide for African Local Governments*, CRATerre-ENSAG / Convention France-UNESCO, Paris

Urban Dynamics, 2000, *Montagu Zoning Scheme Regulations*, approved 2001, (translated from Afrikaans)

Van Tonder, Jan and Lanz Von Horsten, 1998, *The Little Karoo*, Human & Rousseau, Cape Town

Vermeulen, Frederik S, 2009(a), *Conservation Legislation and Practice in Montagu*, unpublished paper for Course APG5064: Law of Conservation and Development, University of Cape Town

Vermeulen, Frederik S, 2009(b), *Restoration of 'Joubert House', 25 Long Street, Montagu - A Case Study*, unpublished paper for Course APG5063: History of Conservation, University of Cape Town

Waterton, Emma and Laurajane Smith, 2010 'The recognition and misrecognition of community heritage', *International Journal of Heritage Studies*, Vol. 16, Nos. 1–2, January–March 2010, 4–15

Watson, Steve and Emma Waterton, 2010, 'Heritage and community engagement', Editorial: *International Journal of Heritage Studies*, Vol. 16, Nos. 1-2, January–March 2010, 1–3

Ward, Pamela (Ed), 1968, *Conservation and Development in Historic Towns*, Oriel Press Ltd

Whitehand, JWR (Ed), 1981, *The Urban Landscape: Historical Development and Management: Papers by MRG Conzen*, Academic Press Inc., London

Whitehand, JWR, 1998, 'Continuity and Discontinuity in the Urban Landscape: A Geographer's View', in *Rethinking the XIXth Century City*, Attilio Petruccioli (Ed), The Aga Khan Program for Islamic Architecture, Cambridge, Massachusetts at http://archnet.org/library/documents/one-document.jsp?document_id=3766, accessed 18/02/2011

Worskett, Roy, 1969, *The Character of Towns - An Approach to Conservation*, The Architectural Press, London

Yin, RK, 1984, *Case study research: Design and Methods*, (1st Edition) Sage Publications, Thousand Oaks

Young, IM, 1990, *Justice and the Politics of Difference*, Princeton University Press, Princeton, NJ.

II. INTERVIEWS

Formal Interviews

Blackie Badenhorst – Museum specialist and conservation activist, former Curator of the Montagu Museum and former member of the Montagu Cultural Historical Conservation Committee – 2009/06/27 and 2010/08/09

Jeanne Biesenbach – Conservation activist, former Chairperson of Montagu Museum Board of Trustees, former member of the Montagu Cultural Historical Conservation Committee and former Chairperson of Montagu Aesthetics Committee – 2009/06/28, 2009/07/21 and 2011/06/17

Esther Hofmeyr – Conservation activist, former Chairperson of the Montagu Cultural Historical Conservation Committee, former Chairperson of the Montagu Museum Board of Trustees and former member of The Long Street Group – 2011/02/19

Attie Jass – Experienced builder/restorer, current member of the Montagu Aesthetics Committee - 2011/01/13

Ronel Preston – Artist, conservation activist and current member of the Montagu Aesthetics Committee, member of the Montagu/Ashton Tourism Association, previous President of the Breede River/Winelands Rotary Club- 2011/08/08 and 2011/10/11

James Thomson – Former Ward Councillor, previous Chairman of the Montagu Aesthetics Committee and Montagu Museum Board of Trustees – 2011/01/13

Informal interviews:

Ashley Lillie – Heritage practitioner and former NMC official – 2009/07/15





Penny Pistorius – Heritage practitioner, former NMC official, former member of Heritage Western Cape’s Built Environment and Landscape Committee, current member of the Swellendam Heritage Association – 2009/07/16






Calvin van Wijk – Deputy-Director: Heritage Western Cape – 2009/07/30






Jack van Zyl – Town Planner: Langeberg Municipality – 2009/05/28, 2009/06/11, 2009/07/21 and 2011/08/08






ANNEXURE



Proclaimed National Monuments (now Provincial Heritage Sites) in Montagu

	Address	Erf No	Description	Date proclaimed	Thumbnail image
1	50 (formerly 38) Long Street	Erf 135 Montagu	Rectangular, thatched, five-bay house, with, square and pedimented front gable and straight end-gables; timber steps, 1858, now 'Van der Merwe House'	15/11/1974	
2	41 Long Street	Erf 239	Old Mission Church, 1907, a cross-shaped building, now housing the Montagu Museum	23/05/1975	
3	32 (formerly 24) Long Street	Erf 1391	L-shaped, thatched building, consisting of a rectangular house and flat-roofed annex, attached to an end-on coach house with timber steps; c1860	25/07/1975	
4	35 (formerly 21) Long Street	Erf 241	Rectangular, thatched house, with square and pedimented front gable and fish-tail end-gables, 1860, once owned by artist Francois Krige and restored by Revel Fox	01/08/1975	

5	9 Rose Street	Erf 297	DR Church parsonage; a stately Edwardian villa with 15 rooms, designed by John Parker and built in 1911 for former parson, Dr DF Malan.	17/10/1975	
6	25 (formerly 13) Long Street	Erf 1005	'Joubert House', rectangular, thatched house with unusual front gable and timber steps; 1853 (the oldest surviving house in Montagu); restored in 1983, now a house museum.	05/12/1975	
7	6 Long Street	Erf 107	Rectangular, thatched house, end-on to the street, with straight end-gables; 1855. Its large oak tree is a landmark and is mentioned in the declaration notice.	27/07/1984 and 30/05/1985 (gazetted twice, due to an incorrect erf no. in the first notice).	
8	3 Piet Retief Street	Erven 454, 455, 456, 457, 458	Old primary school complex, with a five-bay central hall and front and end gables. Commenced in 1893, enlarged by John Parker in 1910, now the municipal offices and town library.	27/07/1984	
9	33 Long Street	Erf261	'Bonheur', Victorian pitched-roof townhouse on c/o Church Street, with cast iron verandah and fanlight above the front door	27/07/1984	

10	20 Bath Street	Erf 161	T-shaped, thatched house with concave-convex front and end-gables (the only example in town) and fanlight above the front door; 1854	27/07/1984	
11	24 Bath Street	Erven 254, 255, 256	Rectangular five-bay house with pilasters, iron roof, clipped gables, timber stairs and fine fanlights; 1860. Previously a magistrate's office, then library, now the tourist bureau	27/07/1984	
12	58 Long Street	Erf 3581 (formerly Erf 149)	Rectangular, thatched house with end gables and attached coach-house, end-on to the street, c1860	17/08/1984	
13	21 Piet Retief Street	Erf 432	Late-Victorian corner villa with fine cast-iron verandah decorations and quoined corners	17/08/1984	
14	26 Long Street	Erf 117	Unadorned, five-bay, double-storey Cape-Georgian house; 1860s, now called 'Long Acres'	17/08/1984	

15	17 Long Street	Erf 277	'Malherbe House', a rectangular thatched house, with a square and pedimented front gable and fish-tail end-gables; bays separated by pilasters; 1859	08/02/1985	
16	46 Long Street	Erf 127	Rectangular, thatched house with straight end gables and timber stairs, 1860, now 'Four Oaks' restaurant, wine shop and B&B.	15/03/1985	
17	30 Bath Street	Erf 251	Rectangular, thatched house, with straight gables and timber stairs; 1856. Flat roofed annex dates to 1880s,	07/03/1986	
18	13 Bath Street	Erf 333	Dutch Reformed Church complex; Neo-Gothic cross-shaped building, located at the top end of Church Street; Designed by George Burkett and constructed 1858-1862 by Joseph Barry; eastern and western galleries, designed by John Parker added in 1906.	09/05/1986	
19	20 Long Street	Erf 115	Four-bay, double-storey Cape-Georgian house with cornice and quoined corners; originally a c1857 single-storey house, extended c1890	23/06/1989	

20	40 Long Street	Erf 123	Five-bay, double-storey Cape-Georgian house with richly decorated parapet, plaster frames and pilasters (on ground floor); 1892	23/04/ 1993	
21	42A and 44 Bath Street	Erf 1783	Attached, late-Victorian house and office, with Dutch Renaissance revival gables, projecting off-centre portico and fine cast-iron verandahs. Designed by Reid, built 1899. Former ABC/Standard Bank and the bank manager's house.	23/07/1993	

Sources: Gazetted declaration notices on SAHRA website: <http://196.35.231.29/sahra/default.aspx>
accessed on 10/01/2011.

Montagu-Ashton Tourism Association, 2011, pamphlet titled *Historical Walk through Montagu*

Fransen, 2004, pp 414-418