



## **TWO RIVERS URBAN PARK**

### **CAPE TOWN**

## **BASELINE HERITAGE STUDY**

**Including erven Oude Molen Erf 26439 RE  
Alexandra Erf 24290 RE Valkenburg Erf 26439 RE,  
erven 118877,160695 The Observatory erf 26423-0-1  
River Club erf 151832 Ndabeni Erf 103659-0-2 RE.**

Prepared for:

NM&Associates, Provincial Government of the Western Cape (Transport and Public Works)  
and Heritage Western Cape.

**October 2016 updated February 2017.**

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**February 2017.**

# Executive Summary

This is a broad-based Baseline Heritage Study for the Two Rivers Urban Park (TRU-PARK)  
The Park consists of the following areas:

- The Black and Liesbeek River Corridors
- The Ndabeni Triangle
- Alexandra Institute Precinct
- Maitland Garden Village
- Valkenburg East including Oude Molen
- Valkenburg West including Valkenburg Hospital and Valkenburg Manor
- The South African Astronomical Observatory Hill and buildings
- The River Club and Vaarschedrift
- The Liesbeek Parkway Corridor
- The TRU-Park site as a whole.

It includes but is not limited to, the following erven:

Oude Molen Erf 26439 RE, Alexandra Erf 24290 RE, Valkenburg Erf 26439 RE, erven 118877,160695, The Observatory erf 26423-0-1, River Club erf 151832, Ndabeni Erf 103659-0-2 RE.

The Two Rivers Urban Park (TRU-Park) consists of 297 ha of land situated in the Municipal District of Cape Town. It is located approximately 5km from the Cape Town Central Business District, at the intersection of the N2, M5 and N1 freeways, and at the confluence of the Black and Liesbeek Rivers.

The ownership of sites within the TRU-Park rests with State, Provincial Government and Local Government entities as well as privately owned and leased sites.

The purpose of the study is to place the heritage component within the planning framework and to fulfil the requirements of HWC in terms of S 38(1) and S 38(3). The report identifies and assesses heritage resources within the site, provides historical and planning backgrounds and places the heritage assessments within the relevant policy frameworks. It assesses heritage resources and provides statements of significance (Section 10) followed by heritage related design informants (Section 11).

The report concludes that the requirements of the study to assist in the planning process by the identification and assessment of heritage resources and the provision of heritage-related Design informants have been met. It notes that future planning for the TRU-Park site will assist in overcoming the legacies of apartheid planning barriers and separation and link previously separated parts of the City.

In terms of heritage, the report notes that the TRU-Park site is complex and multi-layered, with many sites of heritage significance and with links to intangible heritage and memory. It is of significance in terms of tangible heritage resources and also, to contemporary amenity groups and people with strong historical and cultural associations with the site. The outstanding cultural significance of the site in its entirety and as elements of significance within the landscape, has been recognised and

supported the stakeholder groups and by the heritage conservation bodies. The report records that:

- The requirements as contained within the Response to the Notification of Intent to Develop of 25<sup>th</sup> August 2016, i.e. the requirements of S 38(3) in terms of the broad-based identification, mapping and assessment of heritage resources, have been met.
- The requirements for consultation with registered conservation bodies have been met. Consultation has been undertaken in two ways. The first is the submission of the Draft Baseline Report to registered heritage bodies for comment. The second is in terms of the extended period of public consultation underway by SUN with stakeholder groups some of which includes registered heritage bodies as well as other heritage and community groups with an interest in the TRU-Park. A list of those consulted both as stakeholders in the conceptual planning process and in terms of heritage, are attached as **Annexure 15.3**. The table of comments and response is attached to this report as **Annexure 15.3.4**. and the Baseline Report has been amended in places to accommodate concerns and responses by the groups.
- The Heritage indicators or HRDI have been identified based on an analysis of the character areas and statements of cultural significance. **(See Sections 10 and 11)**. The statements of heritage significance, character statements and heritage related design informants have received the general support of the stakeholder groups and the registered heritage bodies.
- The identification and assessment of heritage resources, the character statements and the heritage related design informants have received the support and endorsement of the commenting authorities – the City of Cape Town and the South African Heritage Resources Authority (SAHRA). **See Annexure 15.3.2**.
- The heritage sites and sites of memory exist at a variety of scales of objects of significance to entire landscapes of intangible value. Their cultural value, both tangible and intangible is strongly supported by the stakeholders.
- The entire TRU-Park site is important in the pre-colonial and early colonial history of the Cape and has very high heritage significance.

The Baseline Report recommends the following:

- That this Baseline HIA be endorsed by HWC as meeting the requirements contained in the Response to the NID, dated 25<sup>th</sup> August 2016.
- That the assessments (gradings) proposed in the study be accepted
- That the statements of cultural significance (Section 10) and the Heritage Related Design informants (Section 11) be considered sufficient to guide future heritage studies on a precinct by precinct basis and be endorsed accordingly.
- That future precinct based HIA's in the study area will use the statements of cultural significance, character statements and heritage related design informants as a basis on which to continue further detailed studies and analysis.
- That future precinct based HIA's may undertake further historical or other studies by suitably qualified persons if considered necessary by the heritage authorities.
- That future precinct-based HIA's will be submitted to HWC for comment in terms of S 38(8), NHRA.

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## Statement of independence

The heritage assessment report (HIA) submitted here was conducted by Melanie Attwell and Associates and Mr Graham Jacobs of ARCON Heritage and Design. Both parties are members of the Association of Heritage Assessment Practitioners.

The views expressed in the report are the objective, independent views and assessments of Ms Attwell and Mr Jacobs. Neither party has any business, personal, financial or other interest in the proposed development apart from remuneration for the work submitted. Neither party has been influenced by the views and opinions of other parties.

Signed M J Attwell

Signed G C Jacobs

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## List of acronyms

ACO	ACO Associates cc
BELCom	Built Environment and Landscape Committee
BAR	Basic Assessment Report
CF	Contextual Framework
CFR	Contextual Framework Review
CoCT/CCT	City of Cape Town
CTCMPBL	City of Cape Town Municipal Planning By-Law
DCF	Draft Contextual Framework
DEA&DP Development Planning	Department of Environmental Affairs and
DF	Development Framework
HIA	Heritage Impact Assessment
HPOZ	Heritage Protection Overlay Zone/s
HRDI	Heritage Related Design Informants/Indicators
HRS	Heritage Resources Section City of Cape Town
HWC	Heritage Western Cape
I&AP's	Interested and Affected Parties
NHRA	National Heritage Resources Act (Act 25 of 1999)
LN	Listing Notice
LSDF	Local Area Development Framework

NID	Notification of Intent to Develop
PHS	Provincial Heritage Site
PoP	Package of Plans
NEMA of 1998)	National Environmental Management Act (Act 107
NHS	National Heritage Site
SAHRA	South African Heritage Resources Agency
SAAO	South African Astronomical Observatory
SDP	Spatial Development Framework
TRUP Triangle	Two Rivers Urban Park excluding the Ndabeni
TRU-Park	Two Rivers Urban Park within its current (2016-2017) boundaries including the Ndabeni Triangle.



## 1. Introduction

The Provincial Government of the Western Cape and the City of Cape Town are undertaking a joint planning and development proposal for the area known as the Two Rivers Urban Park. The proposal is to undertake the preparation of a Local Area Development Framework in terms of Sections 12 to 14 (read with Section 11) of the Cape Town Municipal Planning By-law (Part 3), 2015, as amended in 2016. The joint planning and development application will use the services of a multi-disciplinary team. The aim of the project is to unlock the development potential of the area for the future growth of Cape Town by linking and developing areas of Cape Town formerly divided by apartheid planning.

The Two Rivers Urban Park's (TRUP) 2003 Contextual Framework (CF) was reviewed and found to be outdated in terms of current city making policies and planning legislation. In order to inform a new Concept for the TRUP site and replace the TRUP 2003 CF with a more relevant policy document, a Local Spatial Development Framework (LSDF) is presently being formulated.

Melanie Attwell and Associates together with ARCON Heritage and Design were appointed via NM & Associates Planners and Designers (the TRU-Park project leaders) by the clients (The Provincial Government of the Western Cape), to advise the professional planning team and to fulfil the statutory heritage related requirements throughout the process. These requirements were identified in a response to the Notification of Intent to Develop submitted to Heritage Western Cape (HWC) on 18<sup>th</sup> July 2016, followed by a meeting between the consultants and HWC on 19<sup>th</sup> July at which a proposed approach was agreed upon.

The approach agreed with HWC was, as the site was a large and complex one, the Baseline Study would focus on the larger study area as part of the Environmental Impact Assessment pre-application process and that precincts identified in the larger study area were to be investigated with separate HIA's as the planning process unfolded.

A broad overarching Baseline Study (which is the subject of this report) would therefore be the first and most useful step to initiate the heritage process. This report is intended to provide a framework for future heritage studies and is a response to the requirements of HWC, which requires work to be undertaken on a precinct by precinct level in due course.

It is intended to place the site in its social, heritage, physical and planning contexts; to identify, map and assess sites of cultural significance; and to provide heritage related design informants at a broad level. It also introduces the full consultation and stakeholder feedback process to date

The Two Rivers Urban Park (TRU-Park) currently consists of 297 ha of land situated in the Municipal District of Cape Town. It is located approximately 5km from the Cape

Town Central Business District, at the intersection of the N2, M5 and N1 freeways, and at the confluence of the Black and Liesbeek Rivers.

It includes *inter alia* the following sites of acknowledged heritage significance:

- The South African Astronomical Observatory.
- The Valkenburg Manor House and related structures.
- The Valkenburg Hospital site and related structures.
- The Oude Molen site and related structures and landscapes.
- Maitland Garden Village.
- The Nieuwe Molen at the Alexandra Institute.
- Sites of pre-colonial significance, crossings and trans-humant routes with associational significance to the First Nation People.

The site is also "sandwiched" between the Heritage Protection Overlay Zones (HPOZ's) of Observatory and Pinelands.

The extended site comprises about 341 separate erven which are either privately owned or registered in favour of parastatal, national, provincial and local government entities. The Western Cape Government owns several of the large properties within the TRU-Park. These include Oude Molen (Valkenburg East), the Alexandra Institute and the Valkenburg Hospital (Valkenburg West). The former two have been identified within previous planning studies as having some development potential and are therefore of planning and urban design interest.

Sites within the Park follow a range of uses from institutional, residential, community facilities, recreational open space, government research, educational, medical and industrial uses. The site itself includes a unique riverine and open space system within an urban environment. It also consists a series of cultural layers of use and practice which add to the cultural significance of the area. The site is also regarded as being of significant bio-diversity value in places.

The overview of the planning process is outlined in Section 1.1. and 1.2. of this Report.

### **1.1 Overview of the Planning Process**

As part of the terms of reference, the current TRUP Contextual Framework and Phase 1 Environmental Management Plan, 2003 (the 2003 TRUP CF) required review. The review (finalised in March 2016) identified a number of gaps in the 2003 TRUP CF and concluded that as cities, including Cape Town, are constantly growing and changing, it is necessary to revisit city-making legislation, policies and principles that should form the basis of planning in the current context bearing in mind that it has been 13 years since the CF was completed.

The review concluded that there is a need to provide an updated situational analysis of the TRUP site to not only understand the site within its broader and local context but also provide fresh guidance in terms of the desired nature, scale and form of development in the TRUP study area. To this end, the review concluded that the 2003

TRUP CF be updated and replaced with a new policy plan after a concept and specialist studies for the TRUP site are in place. A Local Spatial Development Framework (LSDF) will form the basis of that new policy and is expected to replace the 2003 TRUP CF once approved by the City of Cape Town.

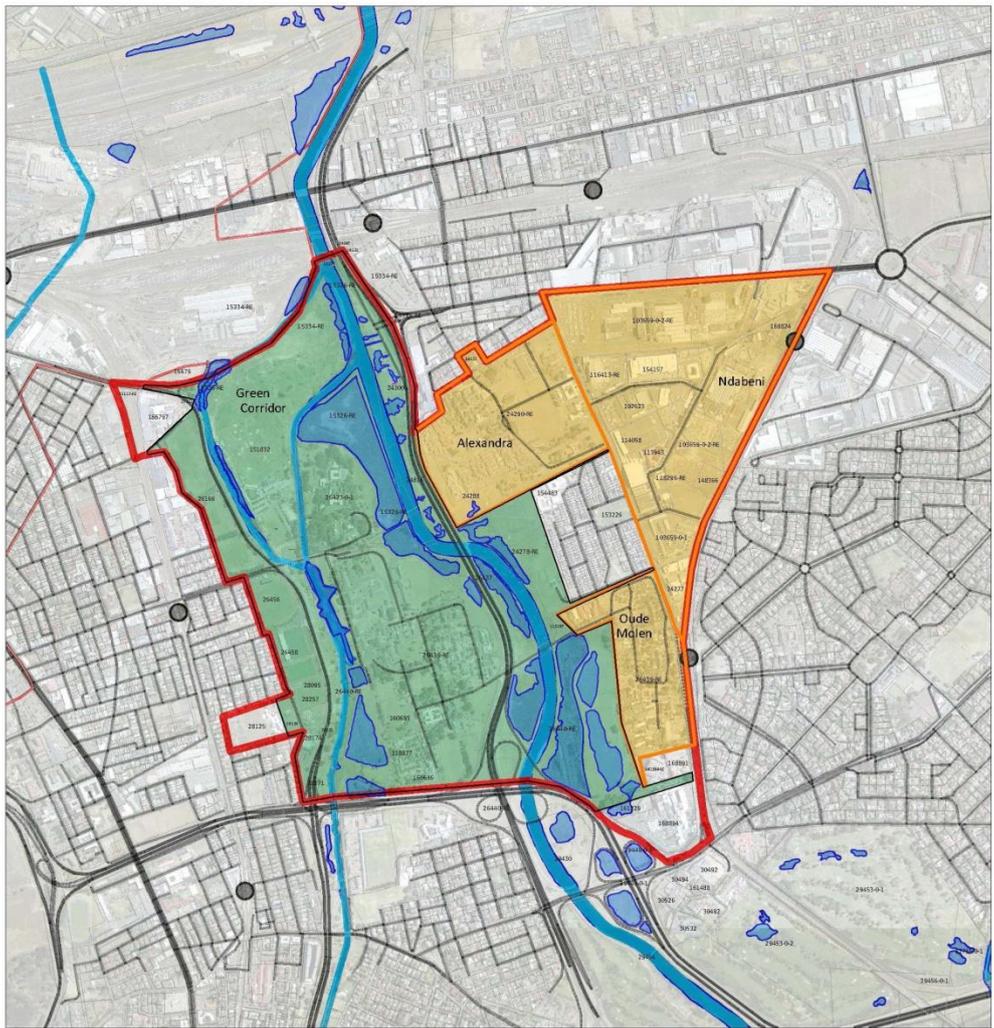
## **1.2 Local Spatial Development Framework (LSDF)**

Following a LSDF process in terms of Sections 12 to 14 read with Section 11 of the Cape Town Municipal Planning By-law (Part 3), 2015 as amended in 2016; facilitates the identification of precincts that can later be investigated in separate HIA's depending on whether these precincts form the basis of applications for rezoning and/or other related land use applications. Working with precinct related HIA's in the impact assessment stage of the heritage statutory process does not necessarily have to occur within a Package of Plans approach which was the original approach followed in terms of the TRUP terms of reference.

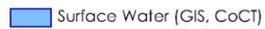
Three areas (or precincts) have already been identified in the terms of reference as potential areas where HIA's are to be conducted. These include:

- The Ndabeni Triangle between Alexandra Road and Berkley Road (various erven).
- The Alexandra Institute, Alexandra Road RE 24290.
- The Oude Molen Precinct off Alexandra Road RE 2639.

The Liesbeek and Black River Corridors (various erven) is the fourth 'green corridor' Precinct identified in the terms. Refer to Figure 1.1.



**Precincts**  
Compiled by: NM & Associates  
**KEY**

-  TRUP Boundary
-  Precinct Boundary
-  Green Corridor
-  Surface Water (GIS, CoCT)
-  Water Bodies (GIS, CoCT)

NM & Associates Project Team  
TWO RIVERS URBAN PARK



**Fig 1.1. The Precincts within the TRU-Park**

The LSDF process is outlined in the diagram below (Diagram 1) commencing with a mandate in November 2016 from the City of Cape Town to proceed with a TRUP: LSDF process. The LSDF and Environmental Impact Assessment including the statutory heritage related processes are outlined below in the diagram.

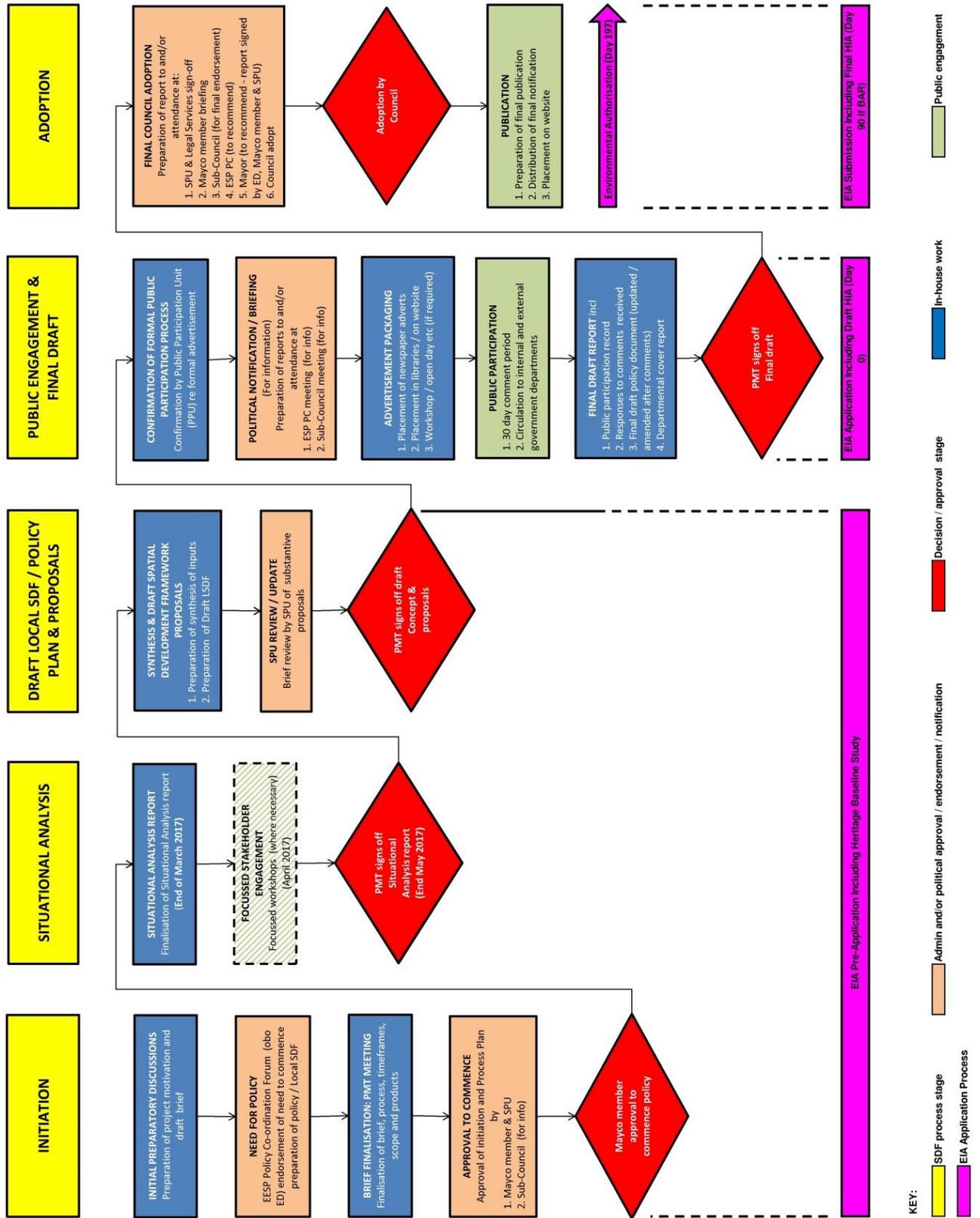


Fig 1.2. Local Spatial Development Framework and EIA Process.

### 1.3 Overview of the Heritage Process.

#### 1.3.1. Heritage Process to date: The Two Rivers Urban Park Contextual Framework Review and Preliminary Heritage Study

The heritage process as outlined by the client required an initial pre-colonial and colonial study following identified historical themes. This work was outside the statutory process and was explanatory and exploratory in nature. It has however informed the historical understanding of the site.

The precolonial study was undertaken by ACO Associates. It was submitted in November 2015 and re-submitted in May 2016 to the provincial Government of the Western Cape. It is attached to this Report as **Annexure 15.2**.

The research work included the precolonial, early colonial (and the contact period) historical research, and a series of theme-based historical analyses including the following:

- Nomadic use in the precolonial period.
- Agricultural use and the introduction of homesteads along the Liesbeek River.
- Institutional uses including key scientific uses.
- Medical Institutional uses.
- Management of the Black and Liesbeek Rivers.
- Early industries i.e. milling.

In addition, Melanie Attwell and Associates were required to support and inform the Draft Contextual Framework by undertaking a review (from a heritage perspective) of the Two Rivers Urban Park Heritage Baseline Study (Aikman 2002) and the Contextual Framework and Phase 1 Environmental Management Plan (2003). Its findings have informed the Contextual Framework Review currently underway. In brief, the report review noted the following:

- That the 2002 Heritage Baseline was out of date with much of the subsequent heritage assessments which have followed in terms of subsequent HIA's and heritage studies.
- That no 60-year-old buildings (S 34 NHRA), PHS's (S 27 NHRA) and archaeological sites (S 35) were specifically identified in the 2002 Report.
- That the City of Cape Town had developed a heritage policy (The IMEP Cultural Heritage Strategy, 2005) after the study which had an impact on policy guidance affecting heritage for the City.
- That the City of Cape Town had subsequently (i.e. after 2002) established Heritage Protection Overlay Zones (HPOZ's) which impacted on the management of heritage resources on the periphery (but not within) the TRU-Park. These include the Observatory and Pinelands HPOZ's.

- That the Contextual Framework and Management Plan had a strongly ecological and bio-physical bias which did not focus in any detail on heritage related constraints and opportunities.
- That the Contextual Framework and Environmental Management Plan did not fully address the heritage-related analysis required particularly in relation to the mapping and assessment of heritage resources required in terms of S 38(3) and S 31, and that further mapping and assessment needed to be undertaken. (This has been addressed in this Baseline Study).

The 2015/2016 report by ACO Associates entitled "The First Frontier" has served to inform the current HIA Baseline, in enabling the understanding of the cultural significance of the site. It is attached as **Annexure 15.2**.

### 1.3.2. Submission of NID parameters of the Baseline Study

A Notification of Intent to Develop (NID) was submitted in terms of S 38(1) and S 38(8) of the National Heritage Resources Act (Act 25 of 1999) on 18<sup>th</sup> July 2016. **See Section 3: Statutory Framework**. A subsequent meeting (19<sup>th</sup> July 2016) was held with officials from Heritage Western Cape to discuss a methodology and a way forward. It was decided in view of the complexity of the site, and because each precinct would be subject to a separate heritage impact assessment in terms of a phasing planning approach, a broad overarching HIA was required. It noted:

"that a phased approach will be appropriate for this project. Specialist studies will be undertaken at a later stage in the second phase relevant to each precinct."<sup>1</sup>

As part of the first (baseline) phase HWC required:

- Identification of all heritage resources.
- Identification of heritage indicators.
- Requests for comments of registered conservation bodies and provision where available.
- Request for comments from the City of Cape Town and provision where available.
- An integrated set of recommendations.

The Response to the NID is attached as **Annexure 15.1**.

### 1.3.3.A Phased planning approach: Related heritage methodology

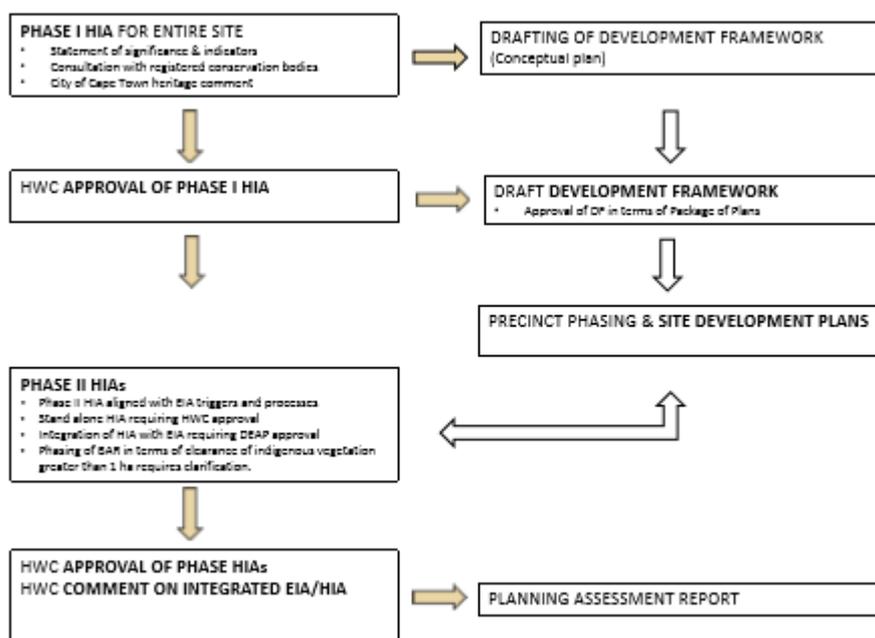
The HIA and related heritage responses to the planning approach potentially involves the following related planning and heritage activities: **(See Fig 1.4.)**

- Heritage: Baseline for the entire site including statement(s) of significance and heritage related informants.

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<sup>1</sup> Response to Notification of Intent to Develop Issues in terms of S 38(8) of the NHRA and Regulation 3(3)(a) of PN 298 (August 2003)

- Planning: Information fed into the drafting of the Local Spatial Development Framework.
- Heritage: Submission of Baseline to HWC for approval. (status)
- Formulation of Draft Local Spatial Development Framework
- Planning: identification of Precincts: Broad precinct-level planning and design guidelines, parameters and phasing.
- Heritage: Development of Phase 2 HIA's for identified precincts.
- Heritage: HWC approval of individual Phase 2 HIA's.
- Planning: Local Spatial Development Framework for approval from City of Cape Town.



**Fig 1.3. Potential integrated heritage process and planning (Development Framework) Source: SE Winter- diagram for the Tygerberg Hospital Site.**

#### 1.3.4. Other TRUP Heritage Studies.

Several significant heritage related studies have been undertaken in the TRUP area.<sup>2</sup> These include Heritage Impact Assessments, Heritage Studies, Heritage Screening Reports and Archaeological Investigations as well as heritage components and guidelines contained within urban design documents.<sup>3</sup>

<sup>2</sup> This excludes Ndabeni.

<sup>3</sup> See for example the heritage related components of: Citythinkspace *Urban Design Report* prepared for the provincial Government of the Western Cape (Department of Transport and Public Works) March 2012; and Le Grange, TKLA, *Regeneration: TRU-PARK/Valkenburg Revitalisation Project*, May 2013.

While the TRUP has been subject to intensive study, particularly in environmental matters, most heritage studies have focussed on single or grouped development parcels. There is only one earlier heritage study for the full site (excluding the Ndabeni Triangle which was added later). The study was undertaken by Aikman Associates in 2002 and entitled Two Rivers Urban Park Baseline Heritage Study. A full list of relevant studies is also attached in **Section 14: Sources Consulted**.

It should be noted that components of the identification, mapping and assessment of heritage resources contained in the several heritage reports and planning studies referred to, have been incorporated into this study; and a degree of conformity with the previous heritage assessments has been sought. This has been done by examining the criteria used and assessments made in each report and incorporating these into the existing study where applicable as well as the assessments contained in the various report. These assessments have been evaluated considering the assessments (Gradings) undertaken by both the City of Cape Town and SAHRA.

#### **1.4. The Purpose and Structure of this report.**

The purpose of this report is to fulfil the requirements contained in the response to the NID (**See Annexure 15.1**). The purpose is also to introduce the planning and policy context and prepare the mapping and assessment of heritage resources on a broad scale. This will enable future studies to be guided by such information and assessment.

Because the area is extensive, broad and varied in terms of types of heritage resources (both tangible and intangible,) the focus has been on mapping resources identified and assessed from other heritage studies, as well as a new look at the sites themselves. Because the site is of interest and value for community groups for reasons of identity and history, a focus has also included identifying areas of cultural and memorial potential. This is an exercise that needs to be continued with the assistance of stakeholders as the detailed studies get underway.

The report identifies the site within its context and provides a description of the general area. It identifies the major transportation frameworks and the environmental and planning contexts. (**Section 2 Site Location**).

It sets the site within the relevant statutory frameworks including the National Heritage Resources Act. It identifies the report within the statutory context as a broad baseline study attached to Section 38(8) process (Section 3).

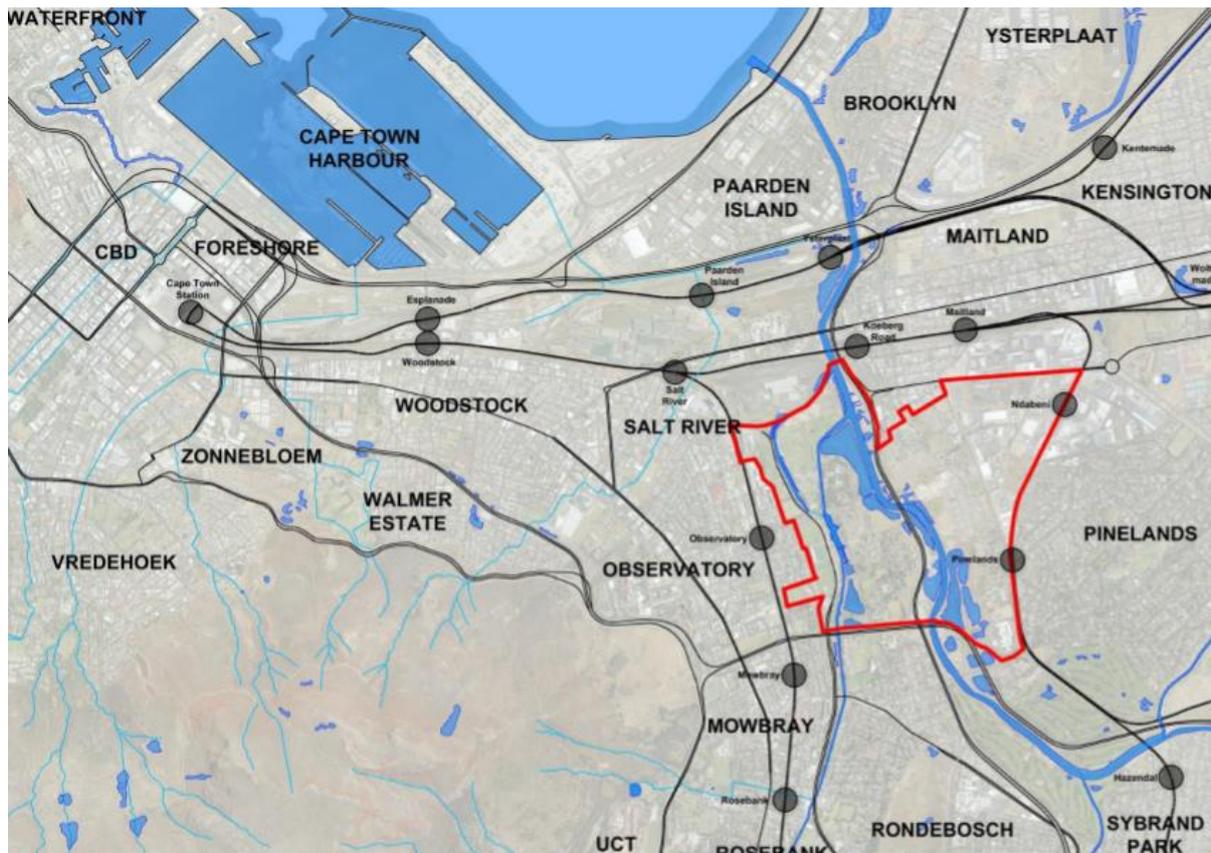
**Section 8** identifies the mapping and grading of heritage resources and **Section 9** explains the identification of interested and affected parties and progress achieved thus. The I&AP's include the registered heritage conservation bodies.

**Section 10** develops a statement of cultural significance for the site. **Section 11** prepares character statements for identified character areas and **Section 12** identifies Heritage-Related Design Informants (HRD).

## 2. Site Location and Context of the TRU-PARK

### 2.1. Site Location.

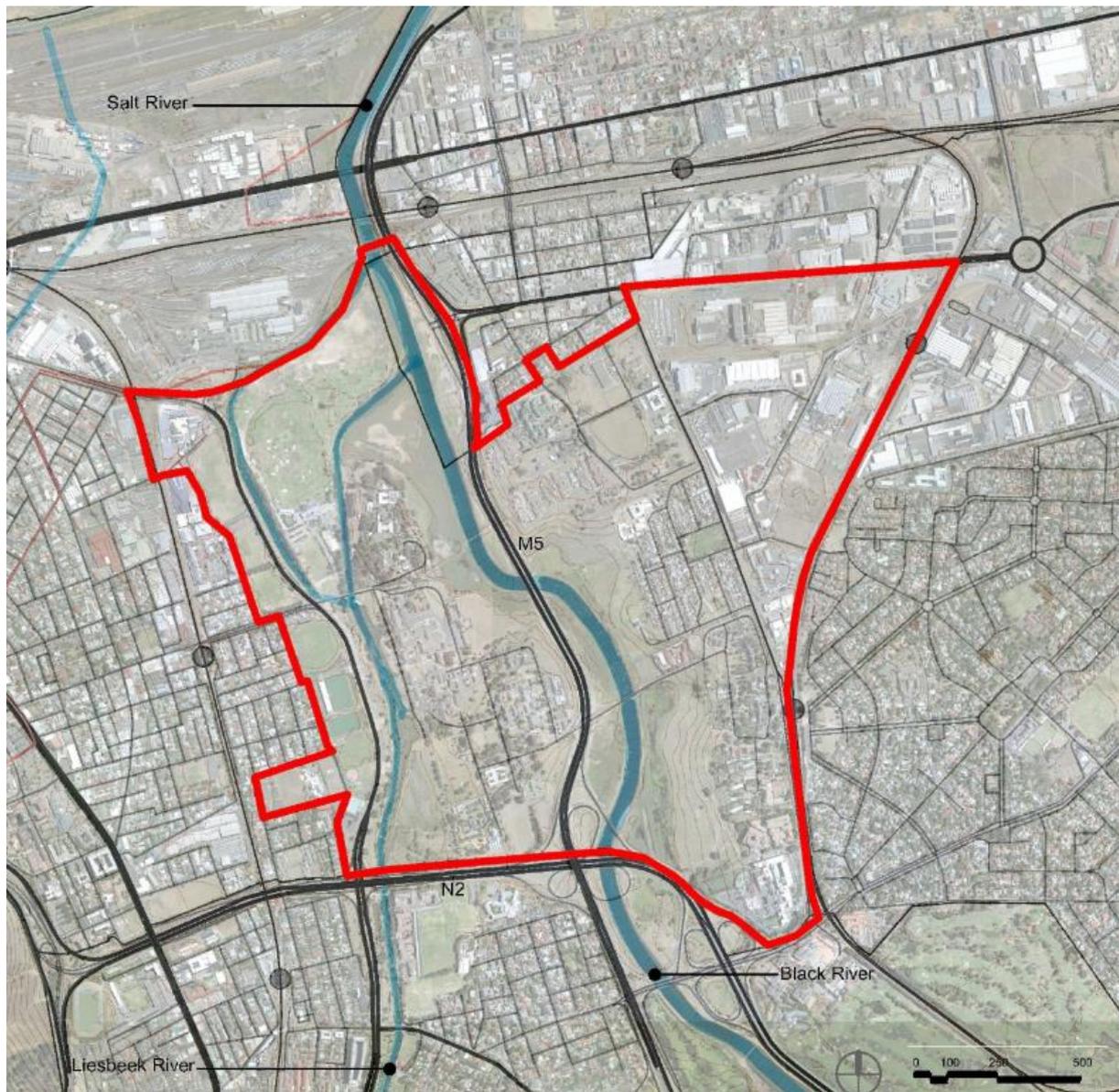
The TRU-Park site as defined by the terms of reference is located approximately 8km from the Cape Town central business district at the intersection of the N2, M5 and N1 freeways, and at the confluence of the Black and Liesbeek Rivers. The study area is depicted in Figure 2.1 below, and measures approximately 294 hectares in extent. It now includes the Ndabeni Triangle.



**Fig 2.1. General environs of the TRU-Park in relation to road networks, stations and urban areas**

While the Black and Liesbeek Rivers and related hills and riparian landscapes form a unifying feature, it should also be noted that the river system as a viable and positive system is currently compromised through poor environmental qualities. In addition, access to the Black River area from the west is compromised and fragmented by the M5 which creates a barrier between the two river areas.

Despite its strategic location, the TRU-Park is not well integrated into the surrounding areas and road accesses into the site are currently limited. It is however well served by rail links with several railway stations in close proximity.



**Figure 2.2: Location of the Two Rivers Urban Park (TRU-Park)**

## 2.2. Description of the site

The area as identified as the Two Rivers Urban Park is strategically situated at the confluence of the Black and Liesbeek Rivers. It is significant in extent, comprising some 294 ha in extent including wetland areas.

Its riverine and topographical qualities, and its proximity to densely developed urban cityscape, contribute to its value as a site of interest and character. It is situated within the Salt River catchment area, stretching from the Cape Flats to Newlands. The catchment areas are generally fully developed with limited open space in the Tygerberg and Table Mountain areas. The confluence of the Black and Liesbeek areas is characterized by a concrete canal which has altered environmental and water flow conditions.

The area itself is low-lying towards the west with the sports fields of Observatory, rising eastwards towards the Valkenburg and Slangkop (site of the South African Astronomical Observatory or SAAO) uplands, and slopes back towards the Black River, rising again to the Oude Molen, Maitland Garden Village, Alexandra Institute and Ndabeni sites. The area of Valkenburg, the SAAO and the River Club are contained within an "island" space between the two rivers. A wetland area extends beyond the Slangkop hill to the north-east which is visible from the M5.

The western edge along the Liesbeek Parkway is open and accessible with views towards the Liesbeek River and Devil's Peak and in the north across the floodplain towards the eastern bank of the Black River. The open spaces in the peripheral low-lying areas are, in parts, used for active recreational purposes. Valkenburg Hospital dominates the hill east of the Liesbeek River. There are views across the TRUP towards Valkenburg from the N2. There are also views of Valkenburg from the lower slopes of the Black River eastern banks with Devils Peak behind. Alexandra Road which provides access to the portions of site east of the Black River, is less open than Liesbeek Parkway, with walls and vibracrete restricting views towards the Black River corridor. The view of the river landscape, as one of interest, is therefore interrupted.



**Fig 2.3. Views towards Devils Peak from across the Liesbeek River**



**Fig 2.4. View from the base of the Slangkop Hill towards the wetlands and the M5.**



**Fig 2.5. Glimpses of the Nieuwe Molen, The Alexandra Institute and related security fencing from the Wetland.**

### **2.3 Site context: Transportation**

As illustrated in **Figure 2.6**, the site is surrounded by several significant infrastructural linkages. There are roads with various classifications around the TRU-Park site. The M5 which traverses the site, and the N2 which is located south of the site are considered freeways, whereas Liesbeek Parkway and Albert Road west of the site are considered lower order arterials. During the morning and afternoon peak periods, the road network around the TRU-Park site is congested. The road network during the afternoon peak appears to be more congested than during the morning peak. There are low levels of congestion during the mid-day peak. This suggests that during the various peak periods the road network is at capacity.

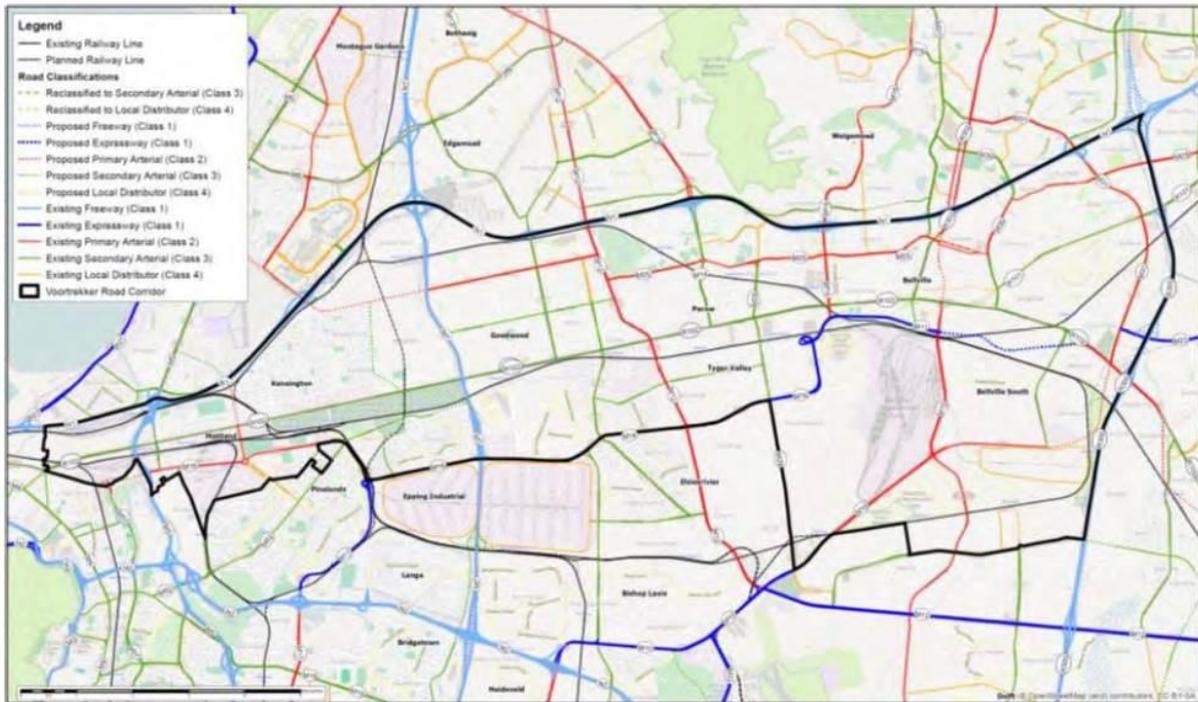


Figure 2.6: Major Road Network (Source: Voortrekker Rd Corridor Transport Status Quo, 2015)

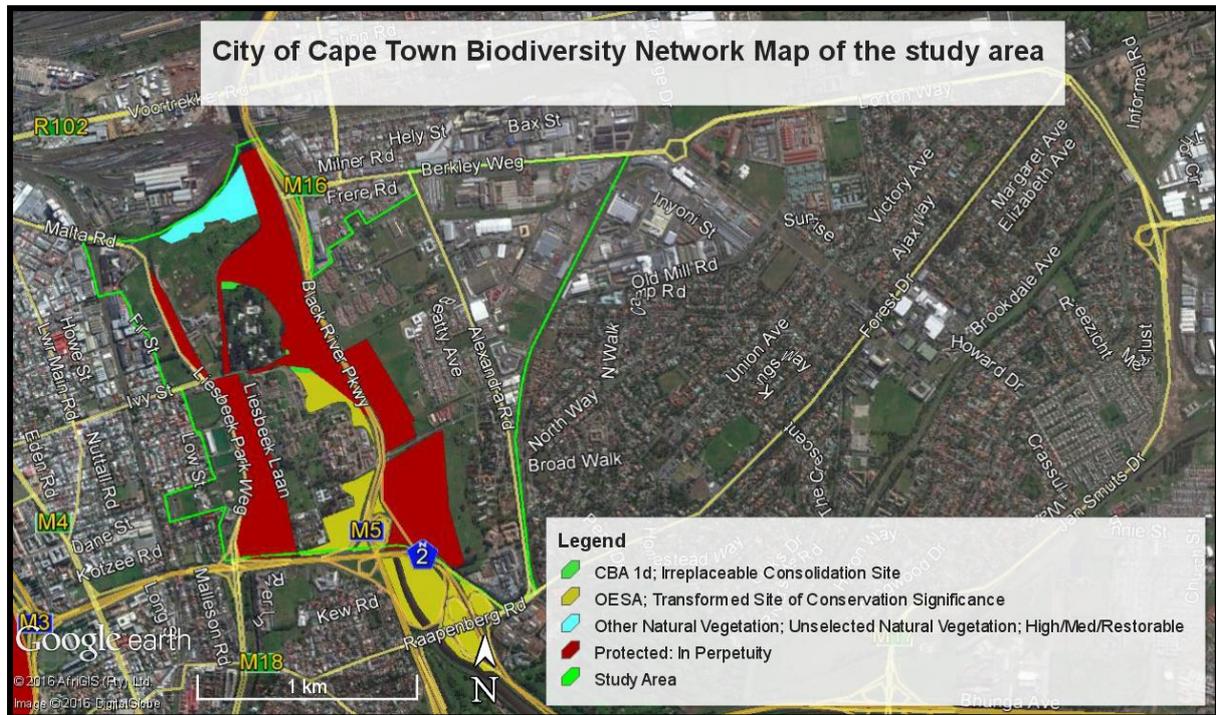
The TRU-Park site is surrounded by a mature road and rail network. An additional connection, whether for private or public transport, linking Berkley Road and Albert and Malta Road may assist in reducing the current congestion – but might create a bottleneck further west at Salt River - Woodstock circle. However, the current Integrated Transport Plan for Cape Town does not indicate significant road upgrades in the TRU-Park area. It is also evident that in 2032, most of the City's road network will be at capacity (and therefore congested), with the road network around the TRU-Park site being no exception.

#### 2.4 Site Context: Environment

Figure 2.7 shows the biodiversity network within the TRU-Park study area, which comprises protected areas as well as occurrences of other natural vegetation on site. Transformed sites of conservation significance in the southern portion of the TRU-Park study area are also shown. The highly-fragmented nature of the habitats found within and surrounding the TRU-Park study area can be seen in the figure. Despite this fragmentation, the level of transformation, and the polluted water courses flowing through the site, there are pockets of high biodiversity value.

The natural environment, when functioning optimally, provides a host of ecological goods and services, such as flood attenuation, reduction of heat islands, provision of water, and purification of air and water. When these processes are dysfunctional, it leads to increased social vulnerability (through the loss of natural services), and further environmental degradation. Despite the largely transformed nature of the TRU-Park study area, the site contains valuable pockets of terrestrial and aquatic biodiversity.

The Raapenberg Bird Sanctuary (a protected nature reserve) and Pallotti Wetlands are an important open space cluster in Cape Town. Located at the confluence of the Liesbeek and Black rivers, the 10-hectare sanctuary is a protected area, which is valuable for birds, as well as many members of the local community.



**Figure 2.7: Extract of the City of Cape Town's Biodiversity Network Map (2016) for the study area. The northernmost Protected Area west of the Black River includes the Raapenberg Bird Sanctuary.**

The conservation area includes a large portion of the wetlands found within the TRU-Park study area, as well as areas classified as 'critical biodiversity areas' (CBAs) according to the City of Cape Town's Biodiversity Network (**refer to Figure 2.7**). Unfortunately, there are some areas which have been identified as ecological support areas, which have not been included within the existing conservation boundaries. These conservation areas, CBAs, OESAs and the general surrounds of the TRU-Park study area are home to a variety of species, fauna and flora alike. The large range of bird species present is particularly evident, both within and around the Raapenberg Bird Sanctuary.

The functional patches of wetland which have been identified in the Black River can be recognised as two clusters. The first patch is on the western bank, immediately downstream of the M5 bridge crossing over the Black River. It consists of an expanse of mixed, permanently and seasonally saturated to shallowly inundated areas, dominated by extensive stands of the indigenous reed *Phragmites australis*. The cluster connects with the riverine wetlands of the Liesbeek River at Liesbeek Lake, forming an extensive and ecologically important reed bed (Ross-Gillespie & Day, 2008).

During a plant species assessment of the TRUP area in 2003, it was recorded that there are only 38 local species present on the site, and roughly 51 alien plant species. The high volume of alien plant species is concerning, and is mostly attributable to the highly-transformed nature of most of the site, including the polluted river which supports the growth of alien water plant species.

The South African Astronomical Observatory Precinct is the last known location where *Moraea aristata*, a critically endangered iris species, is found in the wild. However, there is still some conjecture as to whether this location can in fact still be considered as 'wild', as there is virtually no other remaining habitat (Rhett Smart, Cape Nature, Scientist: Land Use Advisor, personal communication, 17 September 2015). The population has been controlled and enhanced with plants grown at Kirstenbosch Botanical Gardens. The site can also be considered of cultural significance in terms of its rarity value and because of its "scientific" significance or value, identified as a component of cultural significance.<sup>4</sup>

In 2003, when the avifauna and plant species assessments were undertaken, it was reported that species numbers were declining. More than 10 years later, it is uncertain as to whether this declining trend has continued, and if this has negatively influenced the presence of indigenous species. If the trend did continue as expected, a negative influence is almost guaranteed.

The environmental sensitivity as well as the rich cultural heritage value of the area, has been recognised in the current management priorities for the site, set up by landowners and local stakeholders. The intention of the existing management priorities is to rehabilitate the polluted rivers for three purposes. These include enabling recreational activities; controlling alien vegetation and the presence of alien invasive fauna species; and creating walkways along the rivers for public enjoyment. Historic trees many of which are alien are considered part of the cultural landscape, particularly at the Valkenburg Hospital and Observatory area and should be considered sufficiently valuable to warrant conservation.

## 2.5. Land use context

The land use systems that predominate in the TRU-Park context area are varied in function, scale and intensity, but are informed by the early industrial expansion and institutional growth of the city. Land use systems initially clustered along the transport routes that extended into the hinterland. The TRU-Park site is currently surrounded by a convergence of three major urban corridor systems, namely the Voortrekker Road, Koeberg Road and Southern Suburbs/Main Road corridors which are examined here

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<sup>4</sup> Cultural Significance is defined in the National Heritage Resources Act as "Aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance". S 2 (vi).

to understanding the main land use systems within the sub-metropolitan area. See Figure 2.6.

While different in nature, these corridors accommodate a mix of land uses and access to different public transportation services. Typically associated with these corridors are areas of residential, institutional, commercial and industrial activity. The fast developing Koeberg Corridor is partially severed from the TRU-Park by the N1 and the main CBD – Bellville rail corridor, whereas the Voortrekker Road Corridor touches the site directly. Though removed from the immediate edges of the TRU-Park, the Main Road Corridor augments access to the Park. To the south of the N2 boundary of TRU-Park the Klipfontein Corridor transects Liesbeek Parkway which is part of a linear green belt system that connects with Rondebosch Common.

The Voortrekker Road Corridor to the north of the site is largely industrial in nature with small pockets of residential development along the rail line and the occasional school and civic building. The rail stations provide focal points.

The Main Road Corridor to the west of the site is different in nature with the focus being on institutional and fine grained commercial activity. The area between the Main Road and the site is largely small scale fine-grained residential, but it is serviced by a range of community facilities and schools, small-scale retail and restaurants. Large blocks along the rail line have in more recent years been developed into office parks and higher density residential blocks. These developments include those bordering the site, for example the Black River Office Park. Integrated into the mix is light industrial and offices, along the rail line and the Main Road.

South of the site and the N2 are the residential suburbs of Mowbray, Rosebank and Rondebosch, which also feed off the Main Road Corridor. The Rondebosch Common is a distinctive open space that attracts runners and walkers from across the metropolitan area.

To the east of the site is Ndabeni Triangle, which is considered part of the Voortrekker Road Corridor system. Beyond this and east of the Ndabeni rail line is Pinelands. Pinelands was developed as a Garden City, incorporating all required land uses to support a suburban community, including commercial centres, schools, sports and recreational facilities. These facilities and commercial developments have been focussed within two nodes embedded centrally in the suburb. Developments such as the Old Mutual Headquarters, with entities such as the College of Cape Town and Oude Molen Academy of Science and Technology, have located on the northern edge along the rail line. Other office parks have located along the southern edge of Pinelands at the Mowbray Golf Course with easy access off the N2.

## **2.6. Site Context: Heritage**

The Two Rivers Urban Park is significant from a heritage perspective, comprising a unique series of sites and structures associated with the agricultural, scientific, institutional, industrial and residential growth of the City of Cape Town. In addition,

because of its strategic position in relation to the river systems and the historic pastoral routes to the north and south, it has a significant role in pre-colonial history in terms of the history of transhumance and the indigenous residents of the Cape and their struggles to retain their land. As a result, it plays an important role in the cultural identity of the First Nation.

The site is recognised by stakeholders for the wealth and value and information it contains about past histories and narratives extending back to precolonial times. The cultural heritage and natural landscapes of the TRU-Park are closely linked with the cultural landscape have evolved from the constraints and opportunities presented by the topography and the riverine systems.<sup>5</sup> The use of the site has produced overlapping patterns of use and significance including the following:

- The use of the site for summer grazing by transhumant pastoralists, largely the Gorinhauqua and Goringchoqua during the pre-colonial period.
- The placement of barriers and the development of frontiers by the Dutch East India Company (VOC) to limited access to fertile land and water systems.
- The sites of the granting of the first lands under individual tenure; and the introduction of private property ownership and use in the early Dutch Colonial Period.
- Early industrial use and the development of windmills to support agriculture in the area. These include the Oude Molen, and the Nieuwe Molen which remains.
- The presence of early homesteads and werfs which faced the Liesbeek River and used the riverine system for the purposes of irrigation using channels, weirs and dams.
- The use of the site for scientific institutional purposes i.e. at the Astronomical Observatory.
- The use of the site for medical purposes which required societal distance and separation i.e. the Valkenburg Mental Hospital and the Alexandra Institute.
- The use of the site for racially based segregation in terms of medical institutions i.e. the Valkenburg East Mental Hospital.
- The use of the site for segregated formal housing systems i.e. at Maitland Garden Village.
- The development of high density housing on the periphery of the TRU-Park in Observatory and Salt River.
- The growth of the railway transportation links, the development of rail lines across the mouth of the isthmus and the estuary
- The loss of the historic werfs to development i.e. at Malta Farm and Vaarschedrift.
- The use of the areas prone to flooding and unsuitable for housing for recreation purposes i.e. Hartleyvale and the sport fields along the Liesbeek Parkway.

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<sup>5</sup> Baumann N, In *Regeneration: TRU-PARK/ Valkenburg Revitalisation Project* 2013.

- The cultural landscape of the area including mature tree plantings and avenue of trees.

All the above responses to landscape are retained either in memory or spatial relationships and add a series of cumulative values and significances to the site. The remnant structures and patterns of use and their visual spatial relationships need to be considered in understanding the cultural significance of the site.

2.6.1. In addition to sites of intangible heritage, there are several sites formally protected in terms of S 27 of the NHRA. These include:

The Valkenburg Hospital, forecourt, courtyards and related supplementary structures.

The Valkenburg Manor House and related structures.

The Alexandra Mill at the Alexandra Institute.

The Oude Molen while a heritage resource of outstanding historical significance is not a PHS and has not been formally protected in terms of S 27 (NHRA).<sup>6</sup>

There are PHS sites within the suburbs adjacent to the TRU-PARK including Observatory and Mowbray including:

- Wensch House, Wensch Road Observatory
- The Dovecote at Coornhoop Dixon Road Mowbray
- Molenvliet, Mowbray.

There are also PHS's within the suburb of Pinelands including houses and open space at The Meadway Road, Pinelands.

For a composite mapping of all known heritage resources see **Diagram 05**.

### **3. Statutory Framework.**

#### **3.1. TRU-Park Heritage parametres in terms of the National Heritage Resources Act (Act 25 of 1999).**

3.1.1. The National Heritage Resources Act (Act 25 of 1999) and Sections of the Act, apply in the case of the TRU-Park. The site contains a significant number of sites of significance, graded sites and formally declared sites (PHS's) as well as sites of memory and living culture.

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<sup>6</sup> This Report has assessed the Oude Molen site as grade 2 (as being of Provincial significance) and has recommended that the relevant heritage authorities and the landowner responsible urgently proceed with the formal protection of the ensemble as a PHS, in addition to implementing restoration and conservation management procedures.

A Heritage Impact Assessment is required in terms of Section 38(1) and 38(8) of the National Heritage Resources Act and is intended to fulfil the requirements as laid out in S 38(3) NHRA and issues in the HWC RoD in response to the NID.

Section 38(8) applies because a Basic Assessment Report (BAR) is triggered in terms of the National Environmental Management Act (NEMA). The commenting heritage body is HWC and the authorising agency in this instance is the Department of Environmental; Affairs and Development Planning.

In addition, as The Observatory Hill area and related structures has been graded a grade 1 site (or a site of national heritage significance). As a result, SAHRA is also regarded as a commenting authority in this project.<sup>7</sup> Comment from SAHRA has been received, responded to and is included in **Annexure 15.3.2**.

In terms of Section 38(1) the TRU-Park triggers are the following:

- (a) the construction of a road, wall powerline, pipeline, canal or similar form of linear development or barrier exceeding 300m in extent;
- (b) the construction of a bridge or similar structure exceeding 50 m in length;
- (c) any development or other activity which will change the character of a site-
  - (i) exceeding 5 000 sqm in extent,
  - (ii) involving three or more existing erven,
- (d) rezoning of a site exceeding 10 000 sqm in extent.

The combined cadastral extent of the site is 294 ha but it is currently unknown how much of it will be used for development purposes. This is because there are significant environmental and heritage constraints affecting the combined areas. The development framework and related decisions which are currently underway will take cognisance of this fact.

In terms of NHRA Section 38 (3) a report must address the requirements contained within S 38(3) of the NHRA. As outlined in the HWC response to the NID, the report must address in broad terms the following:

- (a) The identification and mapping of all heritage resources in the area affected;
- (b) An assessment of the significance of such resources as set out in the NHRA;
- (c) the development of heritage related design informants; and
- (d) The results of consultation with registered interested and affected parties.

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<sup>7</sup> The formal declaration as a National Heritage Site (NHS) will follow in terms of S 27 (1) NHRA.

3.1.2 Requirements for the study as contained within the HWC response to the Notification of Intent to Develop.

In terms of S 38(1) of the NHRA a NID was submitted in July 2016 to HWC.

A subsequent meeting between the heritage consultants dated 19 July clarified the way forward. **See HWC Response to NID as Annexure 15.1.**

The agreed process to be followed was the following

- A phased approach (see Section 1 above).
- Specialist and detailed heritage studies would be undertaken later and be relevant to each specific precinct.
- As heritage were likely to be affected HWC required that the first phase of the work include the identification of heritage resources and the development of a set of heritage indicators.
- The HIA should have a combined set of recommendations.
- The comments of registered heritage conservation bodies and the relevant Municipality must be requested and proof of such included. **(See Annexure 15.3.2).**

3.1.3. Other statutory parameters in relation to the NHRA apply. They include the following:

Section 27 Formally declared Provincial Heritage Sites (PHS's).

Such properties as identified in Section 2.6.1. above are formally protected in terms of the NHRA 27(18) which states, "No person may destroy, damage, deface, excavate, alter, remove from its original position, subdivide, or change the planning status of any heritage site without a permit issued by the heritage resources authority responsible for the protection of such a site".

The site contains several formally declared Provincial Heritage Sites with a further series of PHS's on the outskirts of the TRU-Park site. Formally declared PHS are the Alexandra Mill at the Alexandra Institute, the Valkenburg Manor House and Valkenburg Hospital. **(See Diagram 04 Formal Protections)**

Section 34: (buildings over 60 years of age).

There are a significant number of buildings older than 60 years in the study area and surrounding environment many of heritage importance. These include the whole of Maitland Garden Village, the historic Valkenburg Hospital and supplementary buildings, Valkenburg Manor House, the South African Astronomical Observatory and supporting scientific buildings, buildings of Oude Molen Village and the wards of Valkenburg East, the suburbs Observatory and Woodstock largely composed of building stock of 80 to 100 years of age, the hospital buildings and the Mill at the Alexandra Institute, the early Pinelands settlements and many others. Buildings older than 60 years have been mapped and are attached as **Diagram 03 structures older than 60 years.**

### Section 35: Archaeological sites.

These include early historical archaeology at the demolished farms at Malta Farm and Vaarschedrift and the potential sites of the early 17th century redoubts. These have been identified *where known* and included in **Diagram 01 Historical archaeological potential**. No precolonial archaeology on the site has been recorded.



**Fig 3.1. S 35 NHRA the archaeological remains of Vaarschedrift House within the Black River Office Park**

### Section 36: Burial Grounds and graves.

There is a known farm graveyard at Valkenburg and known graves at the Observatory of the founding astronomer, the Rev Fearon Fellowes; and Thomas Mc Clear are buried there. Both burial sites have statutory requirements attached in terms of this Section of the Act. There may be further unknown burials including precolonial burials.

The Observatory and related heritage structures and scientific objects within the grounds, is currently formally protected in terms of S34 of the NHRA. It has been graded by SAHRA as being of National (Grade One) significance, but is currently not formally declared a NHS. This means in terms of process, that SAHRA is a commenting authority but as the formal declaration has not yet occurred the heritage process will be run through HWC in terms of a S 38 application.

The presence of spaces, places and memories holistically speak to the idea of a cultural landscape of outstanding value as a green and riverine space situated within an inner-city area where an urban-rural environment provides an open and cultural amenity within the urban environment.<sup>8</sup>

Finally, it should be noted that while there are sites and structures of Provincial Heritage Significance or grade 2 sites, not all are formally declared Provincial Heritage Sites. The millers house and the historic Oude Molen Complex at Oude Molen for example is identified as being of outstanding (provincial) significance, but is not a

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<sup>8</sup> See SAHRA comment 1.1. in Annexure 15.5.4.

formally declared PHS. The complex is under severe threat as in 2016 the outer east wall collapsed due to very poor maintenance. Full collapse of the building including the beamed roof area is prevented by supports inverted by the City of Cape Town. A careful restoration and maintenance plan for this highly significant building is urgently needed, particularly because it is currently threatened with collapse.

#### 3.1.4. Further relevant Sections of the NHRA.

The NHRA has as its heart the need for heritage as the recognition for redress. Its Preamble states that heritage has the potential to:

- Affirm diverse cultures
- Facilitate healing and material and symbolic restitution
- Promotes research into oral traditions and customs
- Help us define our cultural identity.

The NHRA identifies the National Estate as including places, buildings, structures and archaeological sites, but also “places to which oral traditions are attached or which are associated with living heritage”.<sup>9</sup> Places in the National Estate are considered of cultural significance when they are important in history, are rare, yield information and have “strong or special associations with a particular community or cultural group”. Such principles as outline in the NHRA have particular resonance for the TRU-Park as it has strong symbolic associations with the First Nation and other groups who used the land in traditional patterns of settlement and culture and were displaced in colonial settlement.

### **3.2. The Restitution of Land Rights Act No 15 of 2014 and Act 22 of 1994.**

This legislation was passed to provide for the redress and restitution of land rights of those dispossessed of land rights and landed possessions after 1913 because of racially based apartheid legislation. It established a Commission on Restitution of Land Rights for those affected, to obtain appropriate redress.

No land claims for the Two Rivers Urban Park Areas have been received by the Commission and consequently no claims adjudicated.<sup>10</sup>

### **3.3. TRU-Park Heritage Requirements in terms of the National Environmental Management Act (NEMA) (Act 107 of 1998) as amended.**

In terms of S 38(8) of the National Heritage Resources Act, the responsible authority in the case of the TRU-Park is the Provincial Government of the Western Cape: The Department of Environmental Affairs and Development Planning.

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<sup>9</sup> NHRA Section 3(2).

<sup>10</sup> Letter land Claims Commission to NM&Associates 22<sup>nd</sup> September 2015.

The NHRA states that previous Sections in the Act do not apply where “the evaluation of the impact of such development on heritage resources” is required in terms of related environmental legislation, “provided that the consenting authority ensures that the evaluation fulfils the requirements of the relevant heritage authority...”<sup>11</sup>

NEMA provides for a series of listed activities in terms of Listing Notices 1 and 3 (GNR 983 and 985, where listed activities may not commence without environmental authorisation; and are deemed to require a Basic Assessment (BA) process leading to an environmental authorisation. The types of listed activities include construction, establishment and expansion of facilities, prospecting and phased activities.

Activities which may require authorisation in terms of TRU-Park include: (a) mixed land-use node, (b) formalisation of some existing uses, (c) watercourse rehabilitation, (d) storm water attenuation rectification, (e) renewable energy generation, (f) modification of internal bulk services within the site, (g) rezoning from public open space, (h) potential additional electrical infrastructure, (i) watercourse interventions, and (j) implications of new development footprints.

The development proposals for TRU-Park have not yet reached any form of finality and therefore the issues remain open ended at this stage. However, at a minimum a BAR will be required. It is noted that present no proposed interventions trigger the need for a S&EIR process. This may change as development proposals reach a form of finality.<sup>12</sup>

3.3.1. Several other environmental statutory requirements have relevance in relation to the TRU-Park. They include the following:

- The National Environmental Management (NEM) Waste Act (Act 59 of 2008).
- The NEM Biodiversity Act (Act 10 of 2004). This related to specifically critically endangered species and degraded ecological systems, both which are present in the TRU-PARK.
- The National Water Act (Act 36 of 1998).

3.3.2. The NEMA application: process to the present.

The NEMA application remains in pre-application mode until 2017. This is because it requires the development framework to identify potential triggers. Once that is done the EIA consultants Royal Haskoning DHV will submit a draft Basic Assessment Report (BAR) which will include the Heritage Baseline Study together with a basket of other specialist studies. The formal application will follow.

Changes in legislation have allowed for the application of a BAR other than a full EIA process.

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<sup>11</sup> NHRA S 38(8).

<sup>12</sup> RHDHV to M Attwell 4/10/2016

At present the supporting Environmental Baseline studies are currently being completed.

### 3.4. TRU-Park: Local Authority Heritage related formal protections: HPOZ.

Local authority protections: Urban Conservation (Heritage) Areas. At the time of the TRUP Heritage Baseline Study (Aikman 2002), the City of Cape Town had established conservation areas in Observatory and Woodstock which were then being managed in terms of Section 108 of the Zoning Scheme. This has been superseded by the current City of Cape Town Zoning Scheme.

There are areas which are on the periphery of the study area once part of conservation areas which have now become part of Heritage Protection Overlay Zones or HPOZ. They are managed in terms of the City of Cape Town's Zoning Scheme. Planned amendments which affect these areas some peripheral to the Park, are controlled in terms of those local protections. It should be noted that currently no HPOZ's fall within the TRU-Park boundaries other than a significant section of recreational space and facilities along the Liesbeek Parkway. **(See Diagram 4: (Formal protections))**

Road widenings or transportation amendments through HPOZ's as well as peripheral development affecting the scale and form of buildings on the outer edge of the HPOZ's may have impact and will need to be managed in terms of the requirements of the HPOZ's.

The HPOZ's for Upper and Lower Observatory and Pinelands have relevance. A further HPOZ is proposed for the full TRUP site (i.e. excluding the Ndabeni Triangle) as part of an extension to the Woodstock HPOZ but this has no status yet. **See Fig 3.2.**



**3.2. Diagram showing the established Observatory and Pinelands HPOZ and the proposed extended Woodstock HPOZ.**

## 4. Scope of Work and Methodology.

### 4.1. Scope of Work.

The Scope of work for the HIA was defined by a phased approach and the requirements attached to the HWC response to the NID.

It was decided that a broad overarching Baseline Study would be sufficient at the current stage. This would be undertaken firstly to inform the DF, and secondly to fulfil initial heritage related requirements outlined in the NID.

It was noted that a phased approach will be appropriate on account of the extensive nature of the project and the need to conduct more detailed heritage analysis at a precinct level. It was noted that "Specialist studies will be undertaken at a later stage in the second phase relevant to each precinct."<sup>13</sup>

<sup>13</sup> Response to Notification of Intent to Develop Issues in terms of S 38(8) of the NHRA and Regulation 3(3)(a) of PN 298 (August 2003)

In terms of the NID the scope of work was outlined as follows:

- Identification of all heritage resources
- Identification of heritage indicators or informants
- Comments of registered conservation bodies and provision when available.
- Request for comments from the City of Cape Town and provision when available.
- An integrated set of recommendations.

## 4.2. Methodology.

4.2.1. The methodology was as follows:

- To fully inspect the sites where accessible.
- To examine the edge conditions, urban morphology, cultural landscapes and view cones.
- To examine and assess previous heritage studies insofar as they related to the current study. These include the Aikman 2002 Report and HIA's undertaken by heritage specialists of individual sites for different clients.
- To consolidate known and HWC endorsed heritage evaluations.
- To consolidate with up-to-date information and evaluations.
- To undertake research on the site based on information available at the City of Cape Town and by the examination of secondary sources.
- To examine aerial photographs historic maps and photographs for an understanding of the development morphology of the area.
- To identify registered conservation and heritage bodies and inform the specialist public consultation professionals accordingly.
- To liaise with the planning professional and environmental consultants.
- To liaise with ACO as the archaeological consultants.
- To use the above to identify, map and assess heritage resources on the extended site.
- To liaise with NM&Associates in the development of heritage related design informants.

## 5. Limitations to the Study.

This current study has been limited by several factors. They include the following:

### 5.1. The extent and complexity of the study area.

The extent and complexity of the study area and the need for a “broad brush” approach to the mapping and assessment of heritage resources and related heritage informants. It is proposed that heritage factors will be examined in more detail as the precinct based heritage studies proceed. Because of the scope of breadth of the study analysis and mapping remains at the level of principle. Detailed studies which follow on a precinct level will need to examine such principles in greater depth and detail.

## 5.2. Limitations to access.

Access in the health sector was limited because of security. Thus, only the exteriors of buildings were examined. Interior inspections where necessary will be undertaken in more detail as the precinct based heritage studies proceed.

## 5.3. Limitations arising out of previous Heritage Baseline Study.

Limitations arising out of previous Heritage Baseline Study entitled “Two Rivers Urban Park Baseline Heritage Study”<sup>14</sup>. These included the following:

- The diagrammatic nature of the identification of heritage resources.
- The exclusion of the Ndabeni Triangle.
- The lack of identification and grading of all heritage resources.
- The lack of identification of formally protected heritage sites.
- The lack of identification of axial alignments, view corridors.
- The lack of identification of known archaeological sites.
- The lack of reference to a statutory framework.

## 5.4. Gaps in the heritage data record (CoCT).

This refers to a lack of a full and consolidated assessment of the area in terms of the City of Cape Town's grading system. The current City of Cape Town grading map is incomplete and work is ongoing. Later HIA studies have largely filled the gaps in assessments and gradings in terms of HIA's on individual sites but their status in terms of a consolidated grading system varies. Some areas such as the Alexandra Institute have not been graded and others such as the Maitland Garden Village gradings are outdated.<sup>15</sup> **Consequently heritage gradings in this report are proposed gradings only and would need to be endorsed by both the City of Cape Town<sup>16</sup> and HWC.**

## 5.5. Distinction between a PHS and a Grade 2 site.

**Diagram 04** entitled “Formal Protections” identifies the areas formally protected at a Provincial level in terms of Section 27; and at a local level in terms of the HPOZ. It should be noted that the City of Cape Town intends reviewing the gradings of sites within the Two Rivers Urban Park and extending the HPOZ - particularly the Salt River HPOZ, which may include the entire Two Rivers Urban Park, in the future.

5.6. Gaps regarding heritage in the 2003 Contextual Framework. The lack of a detailed heritage assessment and related information, the omissions regarding statutory

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<sup>14</sup> Aikman Associates for the City of Cape Town, 2002.

<sup>15</sup> The current grading is based on architectural coherence only and fails to consider the historical significance of the area as South Africa's first formal Garden Village.

<sup>16</sup> The City of Cape Town has endorsed the heritage assessments contained in this Report. See Letter City of Cape Town (Heritage Resources Section) Mr Mark Bell 22<sup>nd</sup> November 2016. Annexure 15.3.2.

frameworks and the dependence on the 2002 Heritage Study makes the heritage basis on which the CF is constructed incomplete and inadequate. This is a limitation in that the current directive for the planning approach for the site has shifted from a strongly ecological one to a focus on the use of the site to integrate a structurally divided city. This means that heritage decisions and assessments need to be more clearly articulated to inform future planning options.

5.7. Current heritage studies for privately owned or state owned sites are currently underway on The River Club Site and at the Observatory. Further studies including HIA's will follow. Such studies have followed their own trajectories in terms of methodology, attitudes to grading and scope of work. While there has been a degree of engagement with such studies. However, the work of such studies is at a more detailed level than this one, which is broad brush in nature and intended to provide a basis for future detailed HIA's of the priority release areas identified in **Fig 1.1**. Such heritage studies will need to provide more detailed heritage informants to guide development in the respective heritage areas.

## 6. Policy Frameworks

The Contextual Analysis and Development Framework underway has been informed by a series of policy frameworks which have relevance to the site.

### 6.1. Planning Policy Frameworks.

The following are the approved planning documents and as such any planning proposals for TRU-Park will need to take them into account.

#### 6.1.1. City of Cape Town Integrated Development Plan (2012-2017).

The vision set out in the City of Cape Town IDP is built on five key pillars, which are briefly touched on here in relation to how they may guide proposals for the TRU-Park site. They include ensuring that Cape Town functions as 'the opportunity city', 'the safe city', 'the caring city', 'the inclusive city' and 'the well-run city'. Of relevance to heritage are the notions of 'the caring city' and the "inclusive city". The inclusive city ensures inter alia to the ongoing goal of redressing the historical divisions of the city along the lines of ethnicity and income. This also implies the physical integration of fragmented parts of the City, to allow citizens to move freely and connect with each other.

#### 6.1.2. The Spatial Development Framework City(SDF) of Cape Town (2012).

The City of Cape Town's SDF is a long-term plan to manage growth and change in Cape Town. The TRU-Park site is identified within the SDF as a component of Cape Town's natural asset network and it plays a role within in the Coast -to-Coast Greenway.

The SDF requires the protection of its natural assets. TRU-Park is also identified as a high order destination place or a well-known public space which is of value in the unique

identity of Cape Town. In sum, the SDF supports the case for considering the reconnection of green linkages between the mountain, the sea and the rivers passing through the TRU-Park and opening up opportunities for larger scale city restructuring. This may be done through the release of land parcels as well as emphasising the role of higher order public spaces as key opportunities in growing cities. The active role of green and river systems and their edges as key public spaces can support land use intensification, mixed use / mixed income and

#### 6.1.3. The Table Bay District Plan (2012).

The TRU-Park site is identified in the TBDP as a district scale, sport and recreational amenity, as a destination place, with portions of the Black and Liesbeek Rivers and riparian areas identified as conservation areas. These are identified as Environmental Impact Management Zones and are flagged as areas of ecological value.

Three Provincial Heritage Sites are identified within the TRU-Park site – Valkenburg Hospital, the Nieuwe Molen at the Alexandra Institute and the Valkenburg Manor House.<sup>17</sup> The District Plan states that such heritage sites must be respected, protected and enhanced.

The TBDP contained key policy directives which are of relevance to the TRU-PARK in heritage terms. They include *inter alia*

- To ensure appropriate built form and land use.
- To improve the public realm in support of a quality built environment.
- To retain and protect existing built fabric that provides well-located residential opportunities.
- To develop a continuous green system from Table Bay to False Bay as a natural destination place.
- To facilitate the development of a mixed-use precinct at the Oude Molen site.

#### 6.1.4. The Two Rivers Urban Park Contextual Framework and Phase 1 Environmental Management Plan (2003).

The 2003 Contextual Framework (CF) is a City approved policy which currently guides development at the level of the TRU-Park site. It is a structuring framework, which provides broad land use and urban design guidelines. The 2003 TRUP Contextual Framework's vision is "to rehabilitate, secure and enhance the intrinsic ecological qualities of the area, to conserve the unique cultural landscape, to encourage environmental education, to maximise opportunities for all people and to promote sustainable development." The CF primarily focused on the environmental

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<sup>17</sup> This is an incomplete list.

management of the TRUP area with conservation and resource management as its key considerations.

The CF (2003) broadly identifies heritage goals as part of a social contract, stating that “cognizance shall be taken on the cultural and social significance of all the recognized sites”. The cultural heritage significance is regarded as central to the vision for the site, which is to *inter alia* “conserve the unique cultural landscape”. It does not however identify or articulate what the cultural landscape is or might be, or its component or related parts. The detailed and conceptual focus remains overtly environmental and ecological.

An important outcome of the document was the formation of the TRU-Park Association, which advises on planning within the Park.

## 6.2. Heritage-related policies

### 6.2.1. City of Cape Town: The IMEP Cultural Heritage Strategy.

This document was approved in 2005 after the 2003 Contextual Framework. Its vision was for a unique historic city where the heritage of its past and present inhabitants is respected, protected and enhanced through appropriate heritage management practices; adherence to sensitive, socially aware and appropriate heritage concepts; and integration with other City responsibilities and policy objectives.’

The City of Cape Town’s heritage policies relative to the development of planning frameworks state *inter alia* the following:

- Access: The City will ensure access to public heritage sites, particularly where the public has traditionally enjoyed rights of access.
- Archaeology: The City will assist the relevant archaeological authority (Heritage Western Cape) in mapping known archaeological resources.
- Community participation: The City will encourage partnerships between itself and the communities and organizations of Cape Town for more effective heritage management.
- Context and Scale: The City will consider the relevance of social and landscape contexts when making decisions affecting heritage resources. The City will acknowledge the significance of scale in making appropriate conservation-related decisions and in evaluating heritage resources within broader contexts. The City will ensure that the character of places based on their context and scale, (rather than individual sites and objects) is protected, wherever appropriate.
- Cultural diversity: The City will ensure that different readings and perceptions of heritage are acknowledged. The City will allow for cultural diversity and contestation, while seeking to be representative of the broad range of places and practices that are meaningful to cultural groups.
- Cultural landscapes: The City will ensure that the cultural landscape is protected and managed as an integral part of development and environmental planning.

### 6.3. Broad-based international policies.

#### 6.3.1. International Declaration affecting the Rights of Indigenous Peoples.

The Government of South Africa is a signatory to The United Nations Resolution: United Nations Declaration 61/295 concerning the Rights of Indigenous Peoples.

The resolution:

- Recognises

“the urgent need to respect and promote the inherent rights of indigenous peoples which derive from their political, economic and social structures and from their cultures, spiritual traditions, histories and philosophies, especially their rights to their lands, territories and resources.”

- Reaffirms that

“indigenous peoples, in the exercise of their rights, should be free from discrimination of any kind.”

- Is concerned that

“indigenous peoples have suffered from historic injustices as a result of, *inter alia*, their colonization and dispossession of their lands, territories and resources, thus preventing them from exercising, in particular, their right to development in accordance with their own needs and interests.”

Notions of redress and acknowledgement of past injustices are explicit and implicit in the NHRA. As a result, it is necessary in terms of the Act and guided by Resolution 61/295 to further examine notions of redress and acknowledgement of colonial and apartheid injustices. As a result, the United Nations Resolution should be examined to explore mechanisms and opportunities for redress and cultural acknowledgement in the TRU-Park. While this cannot be examined in detail at the broad level of this study, it is important that site specific HIA's recognise and accommodate the concept of redress in a meaningful way.

## 7. Historical background to the TRU-PARK

### 7.1. Background and findings: Precolonial history in relation to the TRU-Park.

Hart (2003)<sup>18</sup> notes that the TRUP site, situated as it is to fresh water, “has the potential to reflect any period within South African prehistory,” from the early stone age to the

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<sup>18</sup> Hart, T Archaeological Assessment for Baumann and Winter, *Valkenburg East: Draft Scoping Report Heritage Study* May 2003.

first establishment of burger farms along the edge of the Liesbeek River. The diary of Van Riebeeck<sup>19</sup> mentions that considerable herds of cattle were found close to the early Fort, especially the herds of the Gorinhauqua and the Cochoqua during the summer months. Herder groups followed a seasonal round, moving between the Vredenberg area and the current Cape Town area.

In the absence of physical archaeological evidence within the Two Rivers Urban Park's early history, the general archaeology of pastoralism, environmental factors and primary sources were used to synthesize an understanding of the role this area played in the early history of the Cape. This is more fully outlined in **Annexure 15.2: "The First Frontier: An Assessment of the pre-colonial and proto-historical Significance of the Two Rivers Urban Park."**

Khoikhoi<sup>20</sup> groups on the Cape Peninsula and Table Bay who made a living on the relatively limited resources that Peninsula had to offer, while there were more powerful groups to the north near Saldanha who came into Table Bay during the summer months. There was also the occasional maritime visitor to the Cape shores – Francesco D'Almeida and his crew being one group, although the exact location of their route inland and later massacre has not been fully established.

Due to the Peninsula's unfavourable geology, its carrying capacity was limited. It was isolated by the sterile sands of the Cape Flats. In contrast to this, the Liesbeek and Black River valleys formed a verdant strip of good grazing land that stretched from the Salt River Mouth to Wynberg Hill.

When free burghers began to cultivate the land circa 1657 and privatise land ownership, relations with the local Khoikhoi pastoralists deteriorate and later spilled into warfare as indigenous peoples resisted the loss of their lands. A colonial response was the construction of a cattle control barrier by the eastern bank of the Liesbeek and the eastern border of free burgher farms near Coornhoop. In places, a pole fence was built reinforced by cultivated hedges and thorn bush barricades, while several small forts and outposts kept watch over the movements of Khoikhoi. This short simple boundary was the very beginning of a process that saw the exclusion of the Khoikhoi from their ancestral grazing lands and access to water resources during the following century leading to greater barriers and exclusions in the future of the Cape.

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<sup>19</sup> Moodie, D. *The Record* as quoted in Hart Valkenburg East Draft Scoping Report, for Baumann and Winter 2003.

<sup>20</sup> The term Khoikhoi or Koina is contested. This this instance it refers to the groups who visited the Southern Peninsula on a seasonal basis largely the Goringchoqua (T Hart pers comm).



**Figure 7.1. Map showing potential sites of redoubts and areas of contestation, early structures along the Liesbeek and the historic Observatory urban area as a HPOZ: Source Baumann Winter Abrahamse Attwell (2012).**

While the exact positions of Van Riebeeck's defensive line of watch towers and redoubts is currently unknown, there is compelling evidence to suggest that the spine of land between the Liesbeek and Black Rivers, that now houses the Royal Observatory and Valkenburg Hospitals, played a key role. The site for the Royal Observatory was chosen in 1825 because its key location on raised ground that placed it in line of sight of Table Bay so the falling of the time ball could be observed from the Table Bay and the Castle. Descriptions contained in Moodie<sup>21</sup> and the *Resolutions* indicate that one of the major forts of the DEIC (Fort Ruitervacht II) was built on the same site, as its signals could be observed from the Fort and other watchtowers that formed the system.

The exact places where incidents and confrontations occurred are unknown, but what is evident is that the historic landscape between the Black and Liesbeek River marks one of the most tangible and earliest historical frontiers that were to eventually herald the fragmentation of the Khoikhoi Nation. A resurgence of identity politics has led the First Nation to re-examine their roots – their traditions, beliefs and cultural

<sup>21</sup> Moodie, D. *The Record: A Series of Official Papers relative to the conditions and treatment of the Native Tribes of South Africa*. Cape Town, A S Robertson (1959 reprint).

practices in relation to known sites of significance including the shallow hills and Valleys of the Black and Liesbeek Rivers.

The area has high historical significance as the site of the war for the valley (1659 – 1660) when indigenous groups attacked the Company's stock in retaliation for the free burgher farms along the river from the East. In on-off operations they advanced and retreated, sometimes with captured stock, back across the Liesbeek to the Black River which was regarded as a "safe zone". In the early contact period the area could thus be regarded as a war zone.<sup>22</sup> In terms of the history of the settlement for the next 400 years the site thus has considerable significance as one of the first sites of displacement of local communities and progressively marginalised community groups.

Other places of significance are the sites of crossing the Rivers and the cattle routes and drifts that were used. In this instance the Vaarschedrift meaning "fresh water crossing" was possibly of significance.

In terms of the criteria contained in the NHR Act the site thus has considerable significance in reflecting the broad patterns of South African history as a place of conflict, contestation, incarceration and displacement.<sup>23</sup> What is also of importance in terms of the early (precolonial settlement) era of the TRU-PARK is the contemporary significance accorded to it by the First Nation peoples, as a site that is closely identified with their history and traditions.

## **7.2. Background and findings: The river systems.**

The estuaries of the Black and Salt Rivers formed a tidal estuary which, according to Durden (1992)<sup>24</sup> may have been historically navigable as far as Vissershoek. Early maps show that the confluence of the Liesbeek, Black and Salt Rivers formed a significant tidal wetland. The Black and Liesbeek Rivers joined just beyond Observatory Hill (where the SAAO is situated). Beyond this to the west was an extensive wetland extending to the coastline. This was destroyed in the late nineteenth and early twentieth centuries with the development of transportation routes, and later the reclamation of the Culemborg area and the development of Paarden Eiland for industrial and commercial purposes.<sup>25</sup>

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<sup>22</sup> (Dan Sleight: Valkenburg East Heritage Study, pers.com. 20 February 2004). From Baumann and Winter 2011).

<sup>23</sup> For the full report see ACO Associates, 2015, *The First Frontier: An Assessment of the Pre-Colonial and Proto-historical Significance of the Two Rivers Urban Park, Cape Town*, attached as Annexure Two to this report.

<sup>24</sup> Hart T in Baumann and Winter Heritage Consultants Valkenburg East Draft Heritage Report (2003)

<sup>25</sup> Hart T in Baumann and Winter Heritage Consultants Valkenburg East Draft Heritage Report (2003)

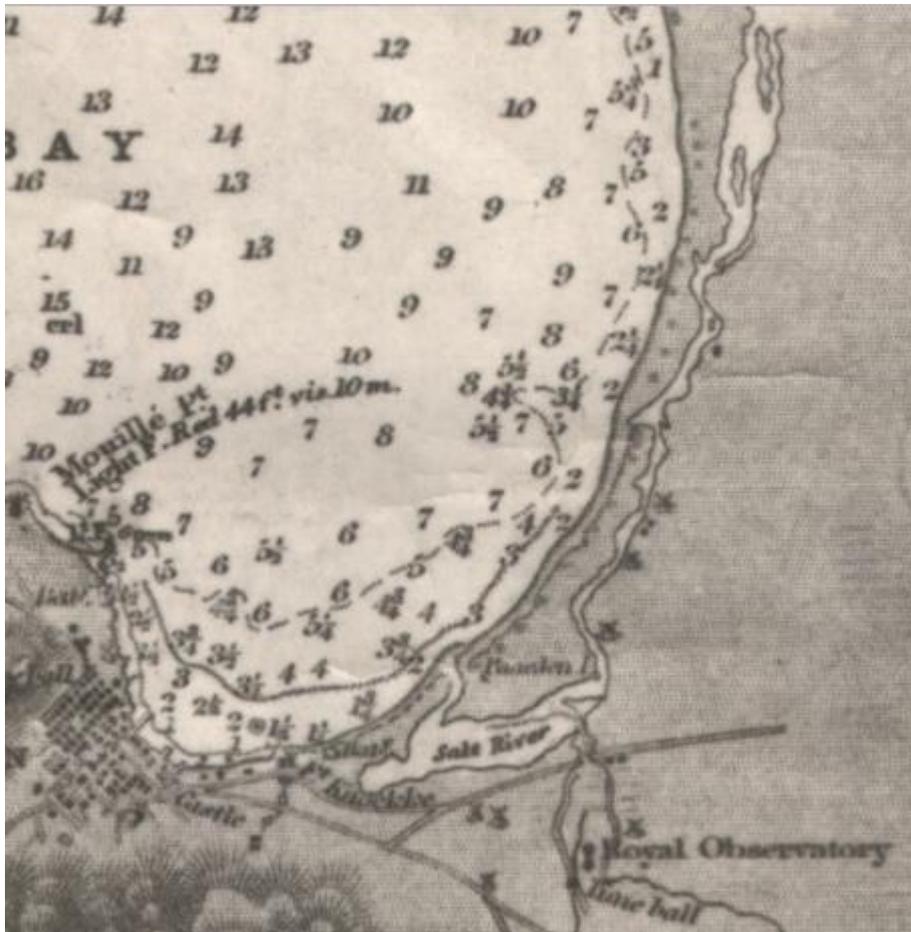
The Black River also had significance in the early contact period because it functioned as a natural boundary between the early colony and beyond the settled VOC area. Former pastoralists were pushed beyond the boundaries of the Black River. This action established a spatial precedent for the TRU-Park as a place of separation, and as a place of barriers.



**Fig 7.2. Extract: Plan Militaire de la Peninsula du Cap By Lieut Col Bridges BMM 6821.f.1 University of Cape Town. 1806. This map although not strictly to scale, provides more detail on the settlement patterns along the Liesbeek River Valley than 7.2. It also how the Black and Liesbeek Rivers feed into an extensive tidal estuary.**



**Fig 7.3. Extract: Map of the Cape of Good Hope: CK Macdonald C86LC June 1824. This shows the area before the building of the Observatory on what the outskirts of Cape Town. It shows the confluence of the Liesbeek and Black Rivers leading into an extensive wetland area which extended along the coastal area. The Map shows routes and tracks but no cultivation and settlement which existed at the time.**



**Fig 7.4. Skead's Nautical Chart. Map of the Cape Peninsula including Table Bay, Hout Bay and False Bay. Surveyed in 1822, with corrections to 1861, July 1862, September 1863, and November 1864. This useful chart accurately maps the coastline and shows the extent of the Liesbeek Black and Salt River Estuary. It identifies the prominent position of the Royal Observatory in relation to Table Bay.**

The Liesbeek River by 1657 because it was along the river that the first private land grants were made which effectively created a model for the dispossession of the indigenous peoples. Agriculture mostly the production of wheat was practised for the first time in the valley. This partly accounted for the large number of windmills in the area.

Both the Liesbeek and the Black River flooded seasonally over the wetlands near Malta Farm, Vaarschedrift and Paarden Eiland. The Liesbeek River, with its streams and tributaries, was an essential component for the growth and development of the Liesbeek River Valley extending from Newlands where streams of good fresh water descended the mountains slopes.



**Fig 7.5. Photo: Woodstock Beach Salt River Works and the mouth of the Liesbeek /Black River c 1930: Source University of Cape Town.**

The smaller municipalities that developed in the southern suburbs were the Municipalities of Woodstock, Mowbray, Rondebosch and Claremont. They were largely dependent on the wells, small springs and streams; and the Liesbeek River for their survival. Noxious industries like the Mossop Tannery in Rondebosch, the wool washing establishment in Salt River and the Woodstock Glass factory in Observatory used the Liesbeek water source for industry purposes and in so doing severely polluted the water source that was also used for human consumption.

Water scarcity, increasing pollution and water-borne health problems accompanied rapid urbanisation. The municipalities most affected were those downriver from the others. By 1913 the Municipalities of Cape Town, Green Point, Woodstock, Mowbray and Claremont amalgamated into the Corporation of Cape Town, partly to investigate and fund a new and reliable water source, this time from the building of the Steenbras Dam.

The homesteads of the Liesbeek River Valley like Valkenburg Bellevliet, Westoe and the now demolished Malta Farm and Vaarschedrift; were situated on higher ground and avoided the seasonal flooding. They also made good use of wetland areas. Malta Farm harvested water lilies; and the grazing that followed the wet season was good for stock farming.

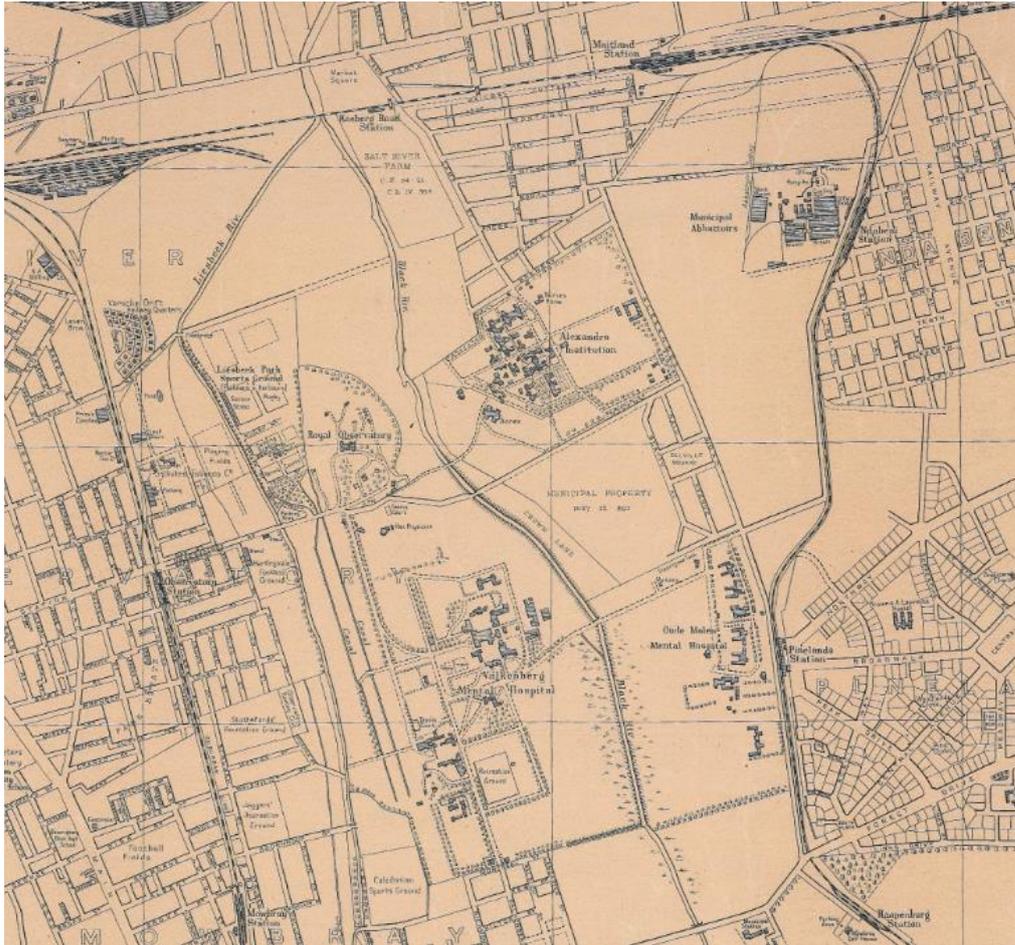
The response to seasonal flooding was canalisation. The first known canalisation of the Liesbeek River occurred in 1917 near Observatory Road (later Station Road) towards the Observatory.



**Fig 7.6. Harvesting water hyacinth below Malta Farm**



**Fig 7.7. Rare early photograph of the canalisation process with a portion of the Observatory hill on the right. ABE 1917.**



**Fig 7.8. c 1930. This shows fundamental changes to the area since the nineteenth century including the beginnings of the process of canalisation west of the Valkenburg Hospital extending to Station Road, with canals being led west of the railway sports grounds and the River, extending to the Vaarschedrift railway workers cottages off Nelson Road and linking with the Black River before the railway bridge. The area itself is fundamentally changes with urban development of Maitland, Maitland Garden Villages and Pinelands.**



**Fig 7.9. 1945 Aerial photographs showing original course of the Liesbeek River (arrowed) the wide water body in front of the Valkenburg Hospital and the continuing canalisation of the Black and Liesbeek Rivers.**

### **7.3. Background and findings: Agricultural Use in the Black and Liesbeek River Valleys.**

The introduction of formal agriculture and the granting of freehold rights marked a fundamental change in the landscape of the Liesbeek and River Valley and indeed the Cape itself. Land was privatised and domesticated, crops sown and homesteads were built. Farming appears to have been mixed and cattle trails and river drifts remained a feature of the landscape well into the nineteenth century. Thibault (See Fig 7.10) shows agricultural production before the residential invasions with neat ordered orchards and wheat fields which were irrigated by the Liesbeek River. The riparian landscapes of the Black River were domesticated later, if at all.

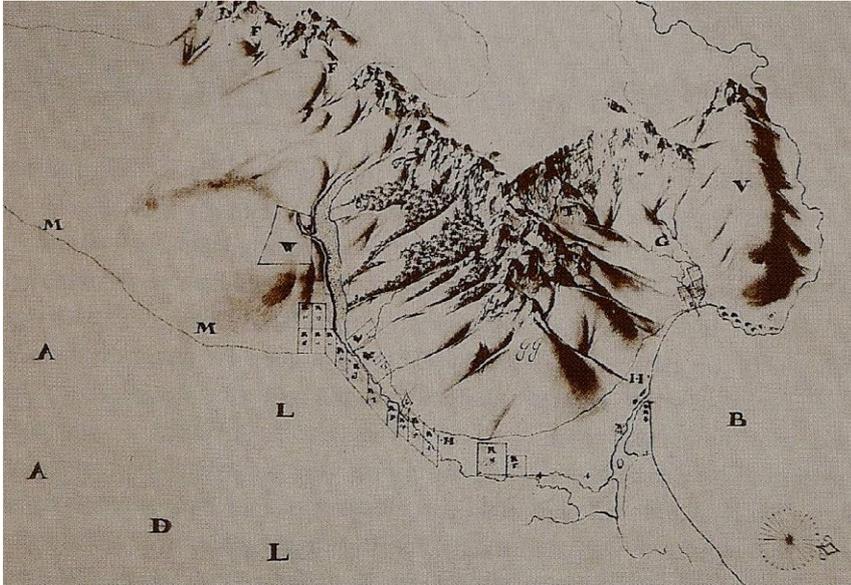


Fig 7.10. Early map showing the first land grants in the Liesbeek River Valley to free burghers. The line marked "M" marked the limit of the area most suitable for burghers to build and farm thus forming the first colonial boundary. M3/9/KAB, Baumann and Winter 2011.

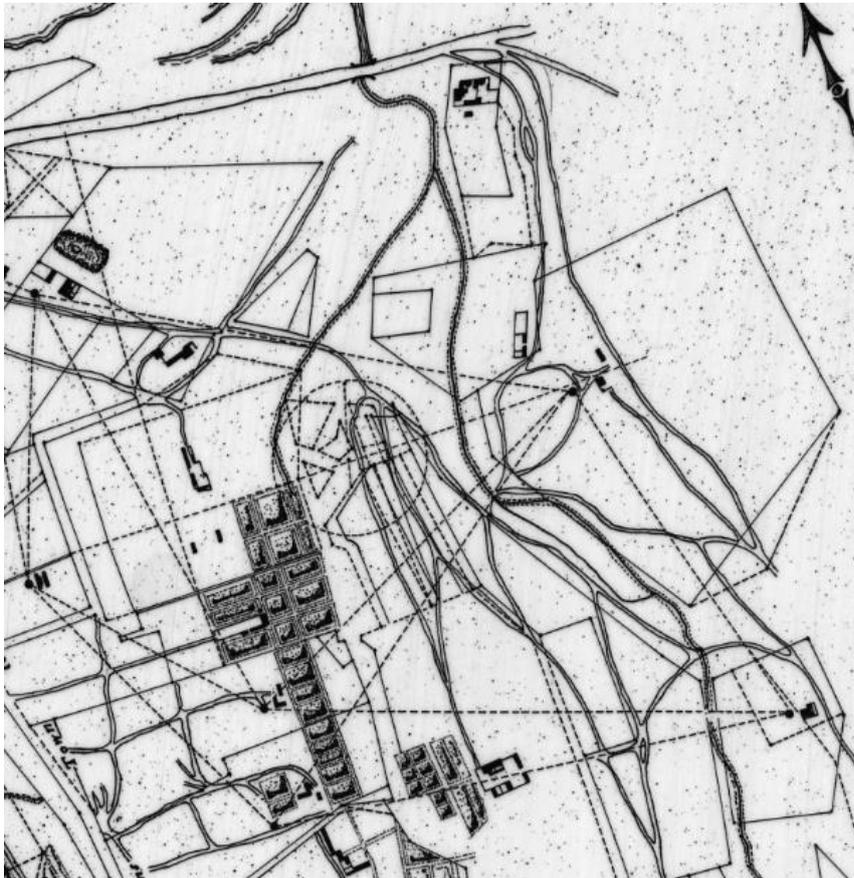


Fig 7.11. Portion of LM Thibault, Survey of the Abodes and Properties 1812-1813 showing a road and bridge over the Black and Liesbeek. This shows the cultivated fields east of the Liesbeek and the vantage point of the Oude Molen from which Thibault took his measurements. A network of routes, crossings, bridges and tracks show how intensely the area was traversed.

A permanently settled landscape based on agriculture followed, with cultivated (and fenced) lands, farmhouses, werfs outbuildings and functional road and route patterns. Dairy farming remained a consistent use, well into the twentieth century. Open space

for agriculture and cattle farming was gradually taken up by the need for mass housing in the late nineteenth and early twentieth centuries. The network of cattle trails and routes which crossed the Liesbeek River Valley towards the Cape Flats was testament to the success of cattle farming begun in the pre-colonial times.<sup>26</sup> Routes and particularly bridges weirs and drifts altered by way the land was used and eventually imposed a structure. Bridges along the Liesbeek River.

Of the many farms that once bordered the Liesbeek River, some historical homesteads remain. Other homesteads are embedded within late 19<sup>th</sup> early 20<sup>th</sup> century suburban expansion which became the suburb of Observatory and Mowbray. For a summary of the farms in the vicinity in the Liesbeek River Valley see below.

The following agricultural homesteads have been demolished:

- Vaarschedrift. C 1783. The building footprint has been excavated and there are partial remains in the grounds of the Black River Industrial Park.
- Malta Farm, previously Uitwijk, Van Riebeeck's farm in 1659.
- Coornhoop late eighteenth century, (demolished for Settlers Way). The remaining dovecote is a Provincial Heritage Site (PHS)
- Rheezicht and windmill mid eighteenth century. Site near Arnold Street, Observatory.

The following homesteads remain in altered form:

- Valkenburg Homestead, a PHS.
- Westoe (in Mowbray) a PHS, originally part of the Coornhoop farm, c1740.
- Onderneming (in Observatory) a PHS.
- Wrench House (in Observatory), a PHS, 1785.
- The Oude Molen homestead. Grade 2 site. (Early mill demolished).<sup>i</sup>
- Bellevliet c 1750 -1800.

The following agricultural remnants remain:

- The Nieuwe Molen at Alexandra Institute a PHS, (c1780) once part of a larger agricultural establishment now demolished.

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<sup>26</sup> From Attwell, M for N Baumann. Unpublished Report: Valkenburg West Historical Background Report, Historical and Social Significance, 2012

#### 7.4. Background and findings: The South African Astronomical Observatory and the Observatory Hill.

The hill on which the South African Astronomical Observatory is situated, is highly significant in the scientific history of Southern Africa indeed in the world, as it was here that the Royal Observatory made significant advances in the astronomical record from the early nineteenth century onwards and surveyed the Southern skies. The intention in establishing an Observatory at the Cape was to find “accurate star positions and provide a reliable time service to aid the navigation of ships”. For the latter function a clear view of Table Bay was essential to pass on visual time signals. Maclear erected a “time ball” visible from the harbour which dropped at 1pm. In the 1860s an electrical signal dropped time balls at the Observatory, Cape Town Harbour, Simon’s Town, Port Elizabeth and East London – and fired the Cape Town noon gun (Signal Hill). An electronic signal from the Observatory still fires the noon gun today.

The site chosen was on the low hill between swampy ground near the Black and Liesbeek Rivers – an area known as Slangkop. A reason for the choosing of the Observatory site was that the buildings of the Observatory also needed to be east of Table Mountain for an unobstructed meridian.

The building of the Observatory on the hill which was considered far from the town centre resulted in the area, previously empty wetland, being put to institutional use for the first time. The Observatory campus itself consists of a coherent group of buildings with the main Observatory building itself set in a commanding position at the apex of the rise of the hill. This building was designed by Sir John Rennie of the Royal Admiralty in the Greek revival style and built in 1825-1826. The roofs are flats with the domes shown in the early images having been removed. Also, situated in the grounds is the McClean building, a structure designed by the renowned architect Herbert Baker, which houses the McClean telescope erected in 1896.<sup>27</sup>

The entire site has been declared a Grade One Heritage Site by the South African Heritage Resources Agency, i.e. as a site of national cultural significance.<sup>28</sup> A case study has also been undertaken by ICOMOS, (the International Centre for Monuments and Sites) on its outstanding cultural significance (2014). A heritage study was undertaken by Baumann and Winter in 2011 and its findings are cited in the ICOMOS report.<sup>29</sup> The report sums up its character in the following way:

“The Observatory campus forms a coherent enclave of scientific buildings. It was administered at first by the Royal Navy and, even following the Simon’s Town agreement (when the Royal Navy withdrew from South Africa), enjoyed extra-territorial rights. This led to a certain unique atmosphere and a feeling that it was a

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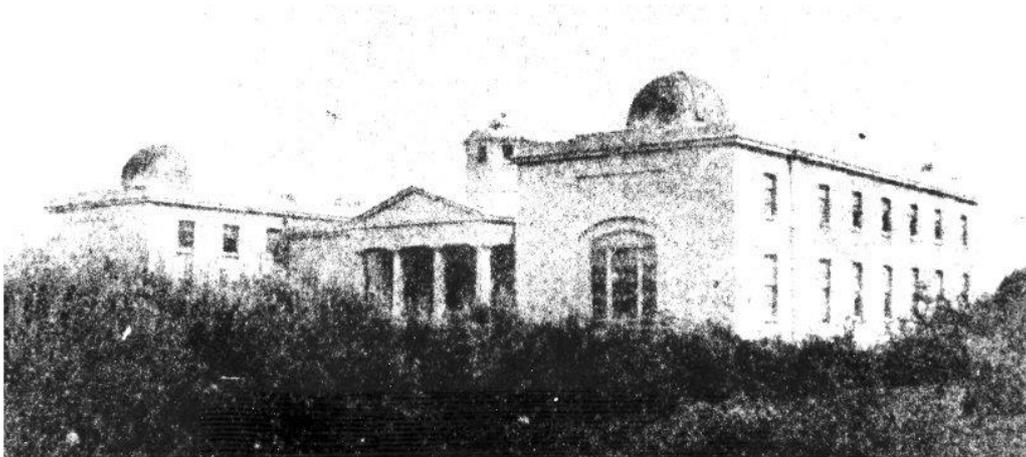
<sup>27</sup> This has been superseded by the NHS Grade One protection by SAHRA.

<sup>28</sup> Stakeholder Observatory Civic association has issued a request for the entire Riverine system to be made a Grade One site

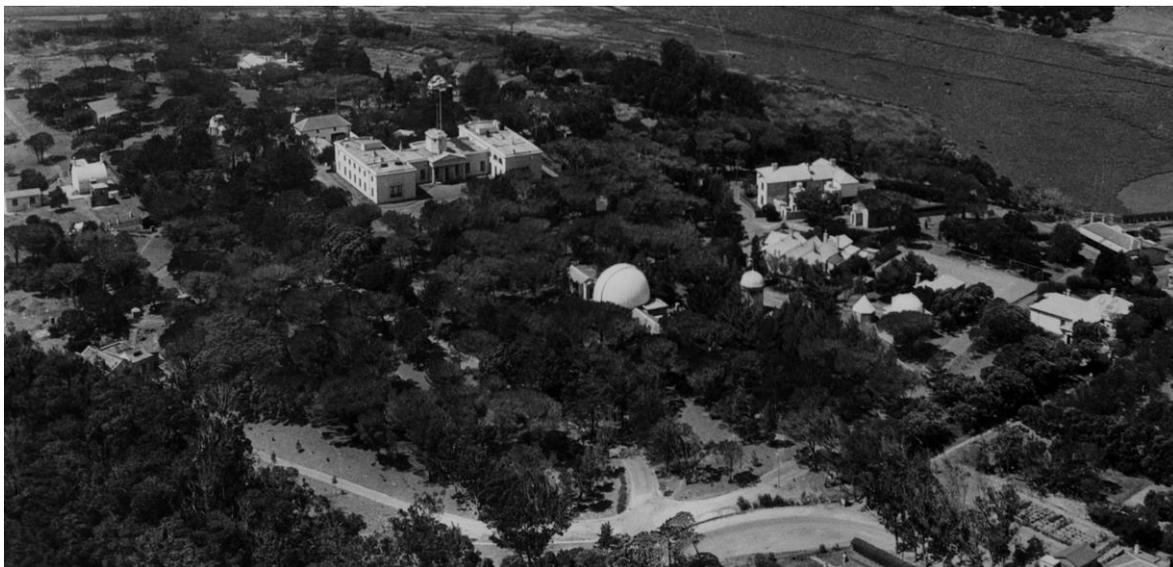
<sup>29</sup> <http://www2.astronomicalheritage.net/index.php/>

special outpost of empire. The buildings are all white-painted in the general style of Cape Town, with its Dutch colonial heritage. For much of the twentieth century there was little change or development, leading to a unique atmosphere preserved up to the present day.”<sup>30</sup>

“For most of its existence the Royal Observatory was the major contributor to positional astronomy in the southern hemisphere.” Outstanding contributions in the field of international astronomy have been made by astronomers working at the Cape including Thomas Henderson, Thomas Mc Clear and his assistants Charles Piazzi Smyth and William Mann; and David Gill.



**Fig 7.12. Early photograph of the Observatory Charles Piazzi-Smith 1841. This is the earliest photographs taken in South Africa.**



**Fig 7.13. Aerial view of the SAAO in 1931 showing the treed campus and the position of the main building on the hill surrounded by wetland. (SAAO Archives Baumann and Winter 2011).**

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<sup>30</sup> ibid

## 7. 5. Background and findings: The medical institutions at Valkenburg and Nieuwe Molen (the Alexandra Institute).

Institutions in the Two Rivers Urban Park area dominated late nineteenth century and early twentieth century use. For the mental institutions of Valkenburg and Alexandra Hospital, the authorities required that the housing and treatment of mental patients be a distance from town. The distance and isolation of the sites were further enhanced by the barriers presented by the rivers. A designed landscape of trees and buffers separating the mentally ill from common sight, completed the sense of isolation and "apartness".

Deacon considers the area around Valkenburg being characterised as a place for institutions "of social or physical "impurity" thereby by exclusion, sanitising the town"<sup>31</sup>. She cites the other uses of Ndabeni to accommodate black workers after plague scares in 1901, the presence of the abattoirs (1915), the treatment of leper cases, and the use of the Oude Molen site to accommodate black mental health patients after 1913. Another institution noted include a TB hospital at the Alexandra Hospital in 1906, followed by use as a hospital for the "medically defective" in 1918.

Valkenburg West.

Valkenburg Hospital was a purpose-designed institution for the housing and treatment of the insane. Scottish architect Sydney Mitchell of Sydney Mitchell and Wilson undertook the first commission, with project management being undertaken by the Department of Public Works Department. The Valkenburg design shows some resemblances to Mitchell's Scottish asylum designs and hospitals.

Valkenburg was developed on a low rise looking west towards the Liesbeek River, and over time, developed a well ordered picturesque quality in the best of the English landscape traditions. The focal point of the design was the double story administration block surmounted by a tower (containing the water tank) and flanked by a series of double storey and single story symmetrical wings extending in an orderly hierarchical progression. By 1897 the core buildings were completed, including all the north and south wards of the main complex. When shortage of accommodation became an issue, additional female wards were undertaken in 1911 and subsequently extended, followed by an additional male ward to the south in about 1915.<sup>32</sup>

Valkenburg East in the Oude Molen area.

The Oude Molen site was acquired by the Union Government in 1912 and by 1915 existing buildings may have been converted for use by black patients. By 1917 a process of the construction of wards was underway. This part of Valkenburg Hospital

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<sup>31</sup> Deacon, H in Baumann and Winter, 2003, page 3.

<sup>32</sup> This information is obtained from Baumann Winter Attwell and Abrahamse Valkenburg Hospital Phase One HIA.

was intended for the use of black patients with Valkenburg west remaining for the use of white patients, thus creating spatially and racially divided mental treatment facilities and wards. The wards which were built between 1917 and 1920 are F-shaped and grouped around a series of courtyards, like the Valkenburg west pavilion style model.

### 7.6. Background and Findings: Mills and early industry in the TRU-Park.

Some of the early farms on the Liesbeek area had their own mills – Onderneming was one and Rheezicht <sup>33</sup> another. There were also number of windmills situated in Salt River many of which remained into the nineteenth century. The most significant of the early Company mills were the Oude Molen on the current Oude Molen site (now demolished), and its replacement, the Nieuwe Molen which still exists.

Although the mill was demolished, Oude Molen site retains the early eighteenth century farmhouse. The first detailed map of the complex is the Thibault survey of 1812-1813 on which the mill house is clearly marked. The mill house and remaining *opstal* were used by the state for a variety of purposes including the imprisonment of King Ceteswayo between 1879 and 1882. It was formally transferred to the State in 1912 after which the Department of Public Works leased it out on an annual basis.<sup>34</sup> Currently Oude Molen forms the focus of a thriving ecological village.

Alexandra Mill or the Nieuwe Molen the “oldest remaining and largest windmill in the country.” It stands an impressive four stories high and is visible from some distance away.<sup>35</sup> The mill remained operational until the advent of steam-driven mechanisation and industrialisation in the 1870's.<sup>36</sup> The mill gradually deteriorated and was stripped of many of its features but was subsequently restored.

The Nieuwe Molen site itself has a varied history. Around the Nieuwe Molen developed a large *opstal* which is shown as early as 1813. It grew as an agricultural establishment until the late nineteenth century, when it was acquired by the Colonial Government for use as a military camp in the Anglo Boer War 1899-1902. There was a tented military camp and by 1901 the Colonial Government had started on the construction of a military hospital. The institutional and medical use remained entrenched with the opening of the Alexandra Institute as a mental asylum. A series of buildings, wards and spaces have grown around the original site. The new buildings have adversely affected the character of the environment.

### 7.7. Conclusions regarding historical background.

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<sup>33</sup> The mill has been demolished by would have been situated on the corner of Milton and Arnold Road Observatory (Hislop 61)

<sup>34</sup> *ibid*

<sup>35</sup> Hislop pg 86.

<sup>36</sup> Hislop pg 86.

Material contained in previous HIA's has proved a valuable source of historical information on the site.

The precolonial study undertaken by ACO Associates in 2015/2016 is attached to this report as **Annexure 15.2**. For additional information on the historical (colonial period) see Attwell 2015/2016 *The Two Rivers Urban Park Contextual Framework Review and Preliminary Heritage Study*. Further information has been obtained from published secondary sources. For a full list of sources consulted see **Section 14**.

The historical detail briefly summarised above provides an initial explanation as to the complexity of the historical record, both in tangible and intangible heritage terms. What emerges in the historical background is a multiplicity of layers of uses and functions, meanings and values associated with the site and which are bound into its history, both colonial and precolonial.

While geography and human use has imposed a structure in terms of routes, bridges, institutions, water management features and structure, the over-riding characteristic of the site is imposed by the river system.

The river system the confluence of the Black and Liesbeek Rivers and the extensive tidal estuary system remained intact until the mid-to-late nineteenth century and the early twentieth century. The increasing attempts to manage seasonal flooding, always a characteristic of the river system together - with increasing urbanisation and pollution, has caused environmental conditions to deteriorate.

The site has the potential to reflect any period within the colonial and pre-colonial period. The late precolonial period is of interest considering the contemporary resurgence of First Nation interest in their historical culture and identity. The early contact period and the establishment of barriers and access restrictions has formed a characteristic of the site since earliest times, first with the barriers to entry and the privatisation of land on the part of the early VOC settlement, to the later use of the site for mental and medical functions that required a distance and screening off from society. Notions of separation and barriers increased with the development of apartheid style settlement planning including the provision for accommodation in Ndabeni for black workers forcibly displaced from District Six in the early twentieth century<sup>37</sup>; the development of Pinelands as a "whites only" suburb and the development of Maitland Garden Village for "coloured" workers in 1918.

The historical legacy of barriers, dispossession, racial and spatial developments is a conceptual legacy that strongly needs to be overcome in integrating the site into the future life of the City.

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<sup>37</sup> They were later moved to Langa and Ndabeni was rezoned for industrial use.

## 8. Identification, mapping and grading of heritage sites in terms of S 38(3).

### 8.1. The historical record and heritage resources.

The historical record is complex and there are many layers of meaning inherent in the site. **(See Section 7.)** At best identification and mapping can rely on existing records to spatialize what is known about the sites and their layers of meanings. Mapping is related to spatial phenomena but their meanings are fluid and open to interpretations by many parties. In preparing the grading map the previous grading system of the City of Cape Town has been consulted, together with the gradings proposed in the heritage studies undertaken by previous heritage consultants on specific sites including Valkenburg East and West; and the Observatory.

### 8.2. Assessments and grading of heritage resources.

The gradings are proposed gradings. Sites within the TRU-PARK itself have been graded in this report per the required systems and criteria of grading as listed by HWC as well as within the limitations identified within **Section 5**<sup>38</sup>. Gradings and assessments of heritage resources have occurred in successive heritage studies on individual sites which have been consulted. Consequently, the assessments have been used with a degree of confidence in this report.

Criteria for the assessment of heritage sites and sites of memory are based on the criteria contained in the City of Cape Town's IMEP Cultural Strategy (See Section 6 Policy Frameworks); and the criteria in the NHRA S 3(3).

These include the following:

- Importance in the community, or pattern of South Africa's history,
- Possession of uncommon rare or endangered aspects of South Africa's natural or cultural heritage,
- Its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage,
- Its importance in demonstrating the principal characteristics of a particular class of South African 's natural or cultural places or objects,
- Its importance in exhibiting aesthetic characteristics valued by a community or cultural group,
- Its importance in demonstrating a high degree of creative or technical achievement at a particular period,

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<sup>38</sup> See HWC A Short Guide to and Policy Statement on Gradings May 2002.

- Its strong or special associations with a particular community or cultural group for social, cultural or spiritual reasons,
- Its strong association with the life or work of a person group or organisation of importance,
- Sites of significance associated with slavery.

It may be argued that all the criteria identified above are present in the entire TRU-PARK either in whole or in part. A case could be made for the TRU-PARK having substantial cultural significance for associational, symbolic, spiritual, historical aesthetic (scenic) reasons.

The entire TRU-Park site itself could be regarded as being of outstanding historical, symbolic scenic and amenity value, or a Grade 2 site. It is of sufficient cultural significance in terms of the definition and criteria contained within the Act. Within this, specific sites have been identified as following:

#### 8.2.1. Grade 1 Sites

They are identified as “heritage resources with qualities so exceptional that they are of special national significance.

Authentic in terms of design, materials, workmanship or setting and is of such universal value and symbolic significance that it can promote human understanding and contribute to nation building and its loss would significant diminish the national heritage.”<sup>39</sup>

The Observatory Hill has been identified by SAHRA as a Grade 1 site. **See Diagram 02 Graded Resources.**

#### 8.2.2. Grade 11 sites.

They are identified as “those with special qualities which make them significant in the context of a province or a region and should be applied to heritage resources which:

- Are of great significance in terms of the criteria laid out in the NHRA.
- Enriches the understanding of cultural historical social and scientific development in the province or region in which it is situated but that does not fulfil the criteria for the Grade 1 status.

Grade 11 sites have been identified as the Oude Molen complex and the core Alexandra Institute complex. Formally declared PHS's could also be grade 11 sites. (See Diagram **02 graded Resources**).

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<sup>39</sup> Reg 43 GG 6820 No 24893 Notice 694.

### 8.2.3. Grade 111 sites.

They are divided into the following:

- Grade 111A. Buildings and sites of sufficient intrinsic significance to be regarded as local heritage resources and are significant enough to warrant any alteration being regulated.
- Grade 111B This is applied to buildings and sites of marginally lesser significance than grade 111A.
- Grade 111C. This grading applies to buildings and sites whose significance is in large part a significance that contributes to the character or significance of the environs. They may be protected if the significance of the environs is sufficient to warrant protective measures.

(See Diagram **02 Graded Resources**).

### 8.3. Identification and mapping required in the NHRA (S 38(3)).

The NHRA requirements for an HIA includes, "The identification and mapping of all heritage resources in the area affected" (S 38 [3a]).

Individual heritage studies previously undertaken on specific sites previously identified and mapped heritage resources. They have however not been for the full TRU-PARK site. The methodology for this report has been to work with previous studies and reflect as so far as possible their findings together with the application of the assessment criteria contained in HWC guidelines of May 2002.<sup>40</sup>

Heritage resources are defined in the NHRA as "any place or object of cultural significance" (NHRA 2 xvi). Place of heritage significance are taken in this instance to mean tangible and intangible and would include not only structures and objects but landscape associated with meaning tradition and custom. As a result, notions of "living heritage" including cultural traditions and indigenous knowledge systems become of significance. (NHRA 2 xxi).

Historical studies and public consultations have highlighted potential areas of significance for heritage groups (**See Section 9**). It is expected that the layers of significance will be revealed as further studies and consultations are undertaken during detailed studies. Structures and sites of heritage significance have been graded according to the standard HWC criteria and mapped in terms of categories Grade 1, Grade 2 and Grade 111A, 111B and 111C.

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<sup>40</sup> HWC: A Short Guide to and Policy Statement on Gradings May 2002.

The mapping and assessment in terms of grading is contained in **Diagram 02 entitled Graded Resources**. This diagram identified the following:

Grade 1 area.

Grade 2 sites.

PHS's Formally protected PHS's.

Grade 111A structures and sites.

Grade 11B structures and sites.

Grade 111C structures and sites.

8.3.1. Buildings older than 60 years (S 34 NHRA). This provides an indication of the historical morphology as well as buildings affected by S 34 NHRA. **See Diagram 03**. This diagram shows the distribution of buildings older than 60 years.

There are a significant number of buildings older than 60 years within the TRU-PARK as well as historical urban settlements within and without the TRU-PARK. A notable exception is the Ndabeni Triangle. They include the following:

- Peripheral urban area including the suburbs of Observatory, Salt River and Pinelands which contain a high degree of fabric older than 60 years.
- Suburban environments within the TRU-PARK. This refers the Garden Village of Maitland where the buildings and related design spaces are older than 60 years.
- Institutional buildings within the TRU-Park. These include Valkenburg Hospital and related buildings older than 60 years, Valkenburg Manor House and related werf, The F-shaped wards at Valkenburg east, the Oude Molen complex, the River Club Building and the buildings on the Observatory Hill.
- Industrial buildings near Salt River.
- Recreational facilities including the stadium at Hartleyvale.

8.3.2. Archaeological Potential (S 36 NHRA) See **Diagram 01 Potential Archaeological Sites**.

Few archaeological sites are known and even fewer have been investigated. and excavation have been undertaken previously at Valkenburg.

**Diagram 01** shows the distribution of the early agricultural and industrial sites within the TRU-PARK. It also shows a potential position of VOC redoubts and palisades.<sup>41</sup> Of the mapped sites the following no longer exist:

- The Oude Molen Mill.
- The Opstal at Nieuwe Molen.
- Coornhoop (excepting the dovecote.)
- Malta Farm.

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<sup>41</sup> These sites have not been further investigated and ACO Associates considers that the likelihood of materials finds is low. (2015)

- Vaarschedrift except foundations.
- Early contact period palisades and redoubts.

Furthermore, no archaeological/material evidence of Khoi settlement has yet been uncovered.

### 8.3.3. Formal protections (S 27 NHRA) **See Diagram 04.**

This diagram shows the three formally protected heritage sites which are all PHS's. Formally protected sites are sites which are subject to the requirements of the NHRA (S 27). Such sites have been through a formal process of nomination and declaration; and are formally protected in terms of the NHRA as sites of Provincial Heritage Significance.

There are unusually few PHS's in the TRU-Park site bearing in mind the importance of the site as a whole and its role in the early history of the Cape Peninsula. Within the TRU-PARK the following are formally declared PHS's.

- Valkenburg Hospital, wards, quadrangles and service buildings.
- Valkenburg Manor house and related structures.
- Alexandra Mill Alexandra Institute.

Several formally protected sites (PHS's are situated in Observatory and Pinelands. It should be noted that although several sites including the Oude Molen site and the Observatory Hill site are graded 2 and 1 respectively i.e. of provincial and national significance they have not been formally declared.

**Diagram 05** is a composite diagram showing the distribution and significances of the heritage resources on the site including the River Corridors which have symbolic significance. As noted, the entire site has heritage significance.

## **8.4. Photographic record of selected heritage resources.**

### 8.4.1. Formally declared Provincial Heritage Sites.



**Fig 8.1. Valkenburg Manor House Declared PHS in 1986.**



**Fig 8.2. The Nieuwe Molen declared a PHS in 1978.**

8.4.2. Grade 1 Buildings.



**Fig 8.3. The Observatory Hill and buildings graded a Grade 1 site in 2016.**

8.4.3. Grade 2 buildings (not PHS).



**Fig 8.4. The eighteenth-century house at Oude Molen**



**Fig 8.5. The Administration Building Alexandra Institute**

8.4.4. Buildings and settlements older 60 years of heritage value i.e. graded buildings.



**Fig 8.6. Graded buildings older than 60 years Maitland Garden Village.**



**Fig 8.7. Graded buildings older than 60 years The F shaped wards Valkenburg East.**

#### 8.4.5. Sites of symbolic heritage significance.



**Fig 8.8. Two images of the Liesbeek River near Vaarschedrift: Potential site of crossing from pre-colonial times**



**Fig 8.9. The crest of the hill near the stable area Oude Molen: Of symbolic significance for the First Nation.**

#### 8.4.6. Known graveyards and burials.



**Fig 8.10. The grave- site of Thomas Mc Clear astronomer.**

#### 8.4.7. Graded buildings under threat.

There are sites whose context has been adversely affected by development such as the Alexandra Institute. Current immediate threats to the fabric of buildings are as follows:

- The lack of ongoing maintenance of the Alexandra Institute and the condition of the roof which will allow damp penetration
- The urgent matter of the collapse of the west wall of the Oude Molen building which has been identified in this report as highly significance, and extremely historically valuable not only in terms of its age but because of its historical connotations. The collapse of the west wall through water penetration and the

potential collapse of the roof beams is a serious matter<sup>42</sup> and requires urgent attention on the part of the heritage authorities, the registered owners and the lessees.



8.11. Collapsed outer west wall at Oude Molen. Photo Jan 2017.

## 9. Consultation with registered heritage conservation bodies and interest and affected parties. (I&AP's).

### 9.1. Background to public consultation.

Planning for the TRUP site has had a strong consultation component since the initial processes as early as 1998. This involvement continued during the development of the 2003 TRUP CF. Notably a significant part of this process was the setting up of a "social contract" of 1999 which comprised a set of principles to adjudicate future proposals for the area and the setting up of the TRUP Association. The TRUP Association was set up as a vehicle for ongoing public involvement of interested and affected parties. It had a constitution on which the Association conducted its mandate.

The current process of consultation was established in 2015 by the setting up of a specialist team consisting of SUN (Sustainable Urban Neighbourhood Development) to undertake the necessary consultation arising out of the Provincial and City initiative for the TRU-Park.<sup>43</sup>

SUN Development initiated a process of engaging key stakeholders in 2015. Work undertaken by SUN Development focused on stakeholder engagement and the wider planning process. The first series of engagements were with structures directly

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<sup>42</sup> This matter has been brought to the attention of the heritage consultant by the Vernacular Architecture Society (VASSA).

<sup>43</sup> A full history and list of meetings is available on the website <https://www.westerncape.gov.za/general-publication/two-rivers-urban-park—towards-sustainable-integrated-urban-development>

affected by the proposed processes. These were followed with both one on one meetings and a series of workshops with the larger groups during 2015.

The Public Participation Process [PPP] has been, and still is unfolding along with the design and planning process at this stage. It is fostering co-design workshops, where the different stakeholders can actively participate in the co-design process. In ensuring an active co-design approach.

A requirement of HWC (see **Annexure 15.1**) is that stakeholders and registered heritage conservation bodies are consulted during the development of the HIA. Proof of this consultation process is required. A list of meetings undertaken with stakeholders including the registered heritage groups is attached as **Annexure 15.3**.

## 9.2. The consultation process to date

There has been a planning consultation process and a heritage consultation with registered heritage bodies and heritage commenting authorities. The First Peoples Museum (Mr R Martin) was consulted in terms of the heritage process but has not yet responded. Both processes have intersected when the heritage study was presented to the stakeholder group on 14<sup>th</sup> November 2016 and comments sought.

The processes are further outlined as follows:

### 9.2.1. Stakeholder public consultation.

The planning framework has been the subject on ongoing public consultation with a wide group of stakeholders and has been undertaken Public consultation relies on information sharing and feedback with stakeholders on a variety of topics including heritage. This approach is inclusive and focused on active participation. It has included the following:

- Identification of stakeholders.
- The compilation of a Draft Manifesto, indicating the guiding overarching principles for the future development of the TRU-Park site.
- The compilation of a series of 'constraints and opportunities' maps is aiming to capture the stakeholders' knowledge and perception of the site, as well as their visions and ideas for the future.
- A series of resource maps capturing the stakeholders' various inputs about the site. A series of scenarios to facilitate the debate around the future of the TRU-PARK site, testing the socio-spatial implications of each scenario. Several sessions have been held this year with a combined group of stakeholders.
- On-going co-design process with stakeholders, officials and specialists.

At this stage the Public participation is ongoing and includes the following steps:

- Identification of a broad group of stakeholders.
- One-on-one and in small groups stakeholder's engagement.
- A series of TRU-Park stakeholder's workshops involving the broader group of stakeholders.

The sessions completed are identified in **Annexure 15.3**.

The public participation process started by identifying and engaging key stakeholders in 2015. The first series of engagements were conducted with stakeholders directly affected by the proposed processes. These were followed with both one on one meetings and a series of workshops with the larger groups during 2015. A series of TRU-PARK stakeholder's workshops have been held this year with the broad stakeholders group.

Several workshops have been held this year with the broad group of stakeholders. During these workshops, the broader stakeholder group have been involved in the compilation of the TRU-Park Manifesto, a series of Constraints and Opportunities maps at the TRU-Park scale, walkabouts and scenario-based discussions. The heritage component of the TRU-Park is playing an important role in discussion during public engagement. Heritage consultation is ongoing. The stakeholders professed substantial support for a scenario C which had a strong conservation focus focusing on the Park was a green space for the people.

Consultation began with the negotiation and establishment of an agreed **Draft Manifesto**. This is a dynamic process with the compilation of the Manifesto aiming to support the co-design process, pinning down the overarching essential objectives and vision for the future development of the TRU-Park site. At the heart of the Draft Manifesto is an agreement that the TRU-Park site is an ecological and cultural asset of unique value, offering an opportunity to re-address legacies of socio-spatial exclusion. This was followed by stakeholders' resource mapping including the compilation of a series of 'constraints and opportunities' maps is aiming at capturing the stakeholders' knowledge and perception of the site, as well as their visions and ideas for the future.

The Manifesto aims to conserve the tangible and intangible heritage assets and enhance the cultural narratives embedded in the TRU-Park site. The approach to culture and heritage is clearly stated in Objective 8 of the Manifesto, which is:

"To develop TRU-Park as an integrative space that responds to culture, heritage and memory of the site – a place that joins together this region of the city and its local communities, rather than continuing to serve as a 'barrier space' and therefore, assists in undoing apartheid spatial planning and attending to the needs of the current and future communities. This is to be implemented with sensitivity to the heritage of the site and be inclusive of the diverse cultural characteristics".

This was followed by the presentation of a set of scenarios which had heritage implications. They included scenarios developed by the TRU-PARK Association. This process is ongoing.

## Heritage Consultation:

Heritage consultation with registered heritage bodies involved to submission of the draft baseline study by the heritage consultant for comment within a 30-day period as required by HWC. In addition, the HWC response to the Notification of Intent to Develop must specify requirements around heritage commenting authorities.

An additional application for comment was made to Mr Mark Bell of the HRS who had been deputized to respond on behalf of the HRS. A meeting between him and the heritage consultant took place on 14<sup>th</sup> October 2016 and the HRS comments were received on 22<sup>nd</sup> November 2016. **See 15.3.4.**

Submission to SAHRA was made via the SAHRIS website on 24<sup>th</sup> November 2016 and comment received on 1 December 2016. The comments made by the heritage bodies were supportive of the identification and assessment (gradings) of the heritage resources and the heritage related design informants were supported in full. **See 15.3.4.**

### 9.3. Stakeholders.

The Planning participation process has included different levels of public engagement, namely government, directly affected, and interested parties. Firstly, the engagement at the government level includes the following stakeholders:

1. Sub-council's wards City of Cape Town, representatives and Provincial Government departmental representatives.
2. A second level layer directly affected parties including Associations and Forums including TRUP Association, The Oude Molen Forum, Western Cape Diverse Traditional Leaders Forum, and the First Nation groups.
3. Landowners, and Private businesses. The last stakeholder group is formed by the interested and affected stakeholders, including surrounding businesses, research institutions, environmental initiatives and individuals including the University of Cape Town, Friends of the Liesbeek, Friends of the Black, River.
4. Registered heritage conservation bodies. These do not form a separate group but are included in the second level of stakeholders. They include the following:

The Observatory Civic Association.

The Pinelands Ratepayers Association.

The Rosebank and Mowbray Association.

In addition, the heritage consultants submitted the Baseline Heritage Study to Mr R Martin 'representing the First People's Museum for comment.

### 9.4. Public Consultation and heritage to date.

In the response to the Notification of Intent to Develop of 25<sup>th</sup> August 2016 HWC noted the following:

“The comments of relevant registered conservation bodies and the relevant Municipality must be requested and included in the HIA where provided. Proof of these requests must be supplied”. **See 15.3.**for comments from I&AP’s.

There has been an ongoing series of engagement with stakeholders (See above and **Annexure 15. 3**) regarding a vision, a draft Manifesto and future planning for the TRU-PARK. The Draft Manifesto included the following preamble:

“The Two Rivers Urban Park (TRU-Park) and its associated landholdings offer a unique opportunity for the City of Cape Town. This strategically located site has many attributes and unique qualities that can help to “heal the city” and give hope to its people. TRU-Park is located at a strategic confluence of important ecological elements and urban corridors. The surrounding communities are culturally diverse and live in different socio-economic conditions.” See **9.2.** for mission statement regarding cultural heritage.

#### 9.4.1. Registered heritage conservation bodies.

The Registered heritage bodies have been approached for comment as part of the Baseline Study (see Section 9.4.4. below).

#### 9.4.2. Workshops with the Nguni Council and the First Nation representatives.

The outcomes of the engagements with stakeholders has informed the Heritage Baseline Study. Workshops have been held with representatives of the Nguni Council. The First Nation (King Khoebaha Kelvin Denver John Cornelius and Traditional Leaders) have made presentations at TRU-Park stakeholder engagement workshops. inputs have noted associations with the following aspects or areas of the TRU-PARK site.

#### 9.4.3. Feedback from the stakeholder groups in terms of the Planning Framework includes the following:

There are strong associations of memory with the TRU-Park’s neighboring areas including:

- Ndabeni and Pinelands in respect of the Nguni Council's inputs. The Nguni Council notes that according to its history both King Langalibalele, once released from Robben Island in 1875 and King Ceteswayo lived in Pinelands.<sup>44</sup> Black workers were moved from District Six to Ndabeni in 1901 but were removed from the area to Langa as early as 1923 as a result of colonial rule.

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<sup>44</sup> King Ceteswayo was in fact held at the Oude Molen Building on the Oude Molen site.

- There were no direct land claims made against TRU-Park or the neighboring areas but there is a desire to establish a Nguni presence within the proposed development for TRU-Park.
- In respect of the First Nation represented by the current King Cornelius (the narrator of the video recording)<sup>45</sup>, it was noted on 11 August 2016, that there are strong associations with the crossing of the Liesbeek River as well as the Maitland Garden Village. Whereas the King's mother, Theresa Magdalena Roman, was born in the Maitland Garden Village; the King reported that Kratoa crossed the Liesbeek River near TRU-Park (around Mowbray) when she visited her mother's abode. The Oude Molen Precinct resonates with current cultural practices where Traditional Leader participants described at length the existing rituals that take place at Oude Molen (OM) where the Chief conducts ceremonies, slaughtering occurs and dancing inside the OM hall from time to time. Ideally participants require a kraal or a private site for rituals so that no one is offended by their ceremonies. The ceremonies take place typically on 6, 7 and 8 August each year where they prepare and decorate the hall. As the traditional leaders' group, the Khoi and San work together. OM is the best place for this to happen at the horse stables where it is taking place now. These rituals have been taking place for more than 10 years at OM – the site has strong ancestral connections, according to the traditional leaders' group. Ideally a dedicated ritual space, private kraal space and semi-private space for cultural activities that can be shared with outsiders or the public, are required at OM. This is already indicated in the Design Capital proposal for OM which plan makes provision for multi-culturalism.
- The Maitland Garden Village community who presented to the stakeholder group on 07 July 2016 made several observations of social heritage significance. The first has to do with historical (direct) access to the Liesbeek River which was enjoyed by the community. The second included soccer as a traditional sport in the community and the open space / soccer field that edges onto Alexandra Road as a community recreational / sports gathering space. The third refers to the laundry houses of which there were a series of small buildings where handwashing of laundry took place. The last remaining one is presently used for the payment of municipal bills where mainly elderly folk go to settle municipal accounts.

In summary, engagements with stakeholders have revealed the following opinions about heritage:

- Areas needed for proper social development.
- Traditional leaders need a cultural centre to attract tourists.
- Alexandra Road should have an active street edge.
- There should be a cultural Village in the Oude Molen Precinct.
- There is a need for a ceremonial and ritual space for the First Nation.

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<sup>45</sup> For the video recording visit

- There should be food gardening markets and arts and crafts in the Oude Molen Precinct.
- There is a need for an educational centre.
- There is the potential for large scale murals and public art.
- There is a need for a museum or interpretive markers to help people understand the history of the area.
- Build and develop a spirit of free cultural exchange and about the cultural activities of the people in the Western Cape.

These comments will be taken in account and will be reflected in the future planning for the various precincts.

For a list of the interactions undertaken in terms of public consultation **See Annexure 15.3.** which includes the following:

- 15.4.1. List of consultation meetings undertaken by SUN.
- 15.4.2. List of Stakeholders consulted by SUN.
- Comments from I&AP's.
- 15.4.4. Heritage Consultation: Comments and Responses Table.

The following heritage authorities responded:

- The South African heritage Resources Agency.
- The City of Cape Town's Heritage Resources Section.

The following registered heritage conservation bodies responded.

- The Observatory Civic Association.
- The Pinelands Ratepayers Association.
- The Rosebank Mowbray Planning and Aesthetics Committee.
- The Vernacular Architecture Society of South Africa.

The following bodies not registered as heritage conservation bodies but part of the TRUP Association consulted via SUN responded:

- TRUP Association.
- Ms E Wheeler representing Friends of the Liesbeek, the Western Cape Wetlands Forum, the Historical Society of South Africa and the Wildlife Society of South Africa.
- Ms H Bowen, TRUP Member.

9.4.5. A summing-up: Comments from I&AP's:

In general, the approach taken in the report, the methodology used, the findings and assessments, the character statements and heritage indicators; were supported by those who responded. There was a strong sense that the study highlighted the importance of the landscape in both tangible and intangible terms and needed to be endorsed. Some respondents felt the report was not detailed enough and some used the opportunity to express misgivings about the approach taken by the

authorities, particularly with regard to planning conducted in what was considered a piecemeal fashion. Many comments were not directly heritage related. Where there was a clear indication that the matter was a planning issue it was passed to the planners NM&A and has been included in the comments and responses table. Where comments were of an environmental or ecological nature they were flagged to be addressed by the EIA consultants Royal Haskoning DHV during the EIA process which has yet to commence. Issues relating to public consultation were responded to by SUN.

The issue that raised the most concern in terms of stakeholder responses was the proposal to develop the River Club site and the height, bulk and extent of the proposal. It was felt that the site was zoned as open space and the riverine and landscape features that were so deeply valued by the community were at risk. It should be noted that detailed informants for this project have been undertaken in a separate HIA and submitted separately to HWC.

The list of comments and responses from the heritage consultant and planning consultants are included in **Annexure 15.3**.

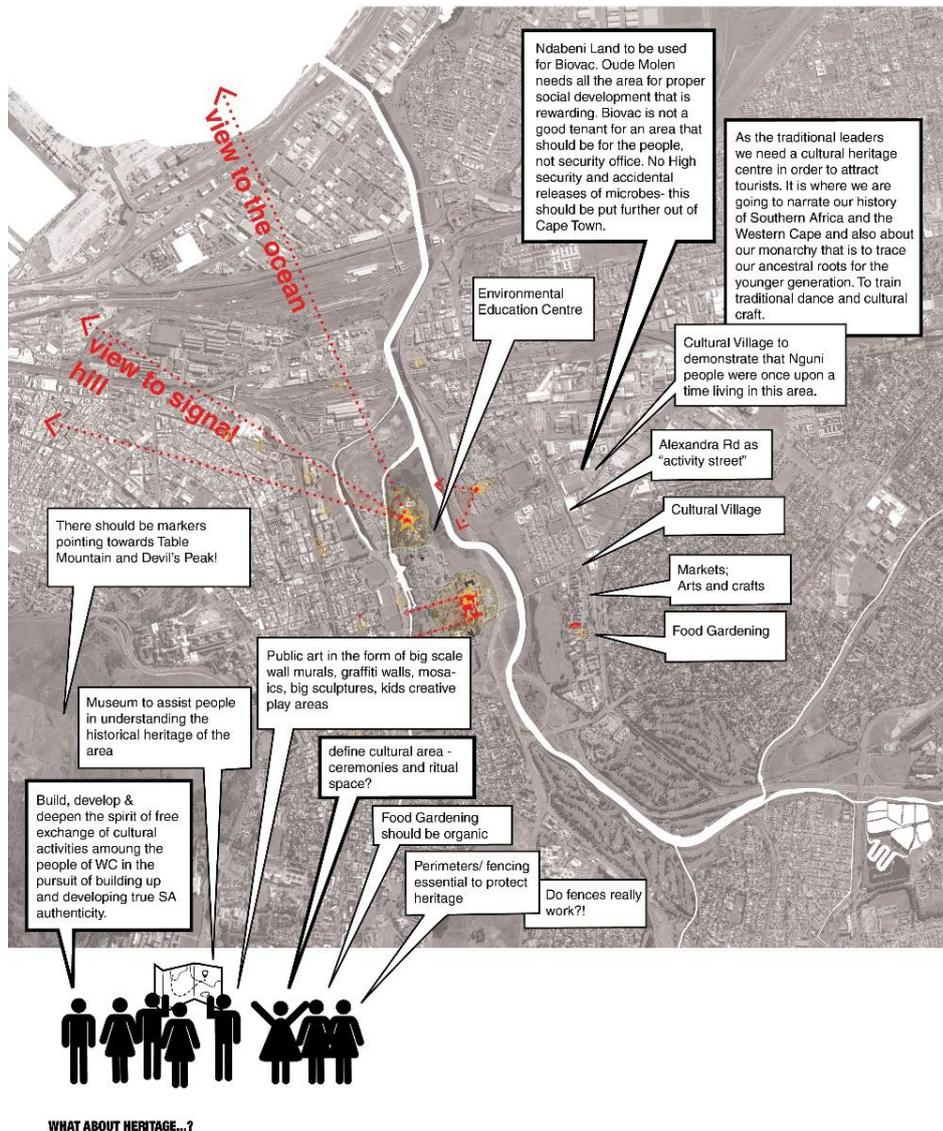


Fig 9.1. Summary of inputs from stakeholders regarding Heritage: Source SUN 2016.

## 10.Character statements and Statements of Cultural significance.

The following analysis consists of character statements for the site and individual character precincts, followed by statements of cultural significance.

The identification of cultural significance is a requirement for the HIA.

Cultural significance is defined as “Aesthetic, architectural, historical, scientific, social, spatial, linguistic, or technological value or significance” (NHRA).

The TRUP area is an area of high cultural and visual significance. It is a multi-layered and complex series of overlays of sites and associations of value. It includes such values as ancestral use, ancestral memory, historical significance, institutional and scientific significance, significance as a green space containing valuable vegetation, a historic place of barriers. It also includes contemporary significances such as a socially valued, recreational landscapes within a riverine setting and significance as a landscape presenting an opportunity for the redress of past barriers and inequalities.

A further applicable cultural value is contained in the concept of “living heritage” which refers to intangible aspects of inherited culture and may include elements such as “tradition, oral history and popular memory, ritual, and indigenous knowledge systems”. S 2 [xvii]. These are closely associated with the TRUP site.

The National Heritage Resources Act also identifies the significance of *associational values* in the identification of cultural significance. Such values may be based in memory and present intangible associations with place. The NHRA refers *inter alia* to:

- “Places buildings structures and equipment of cultural significance” (all of which are present in the TRUP); and
- “Places to which oral traditions are attached or which are associated with living heritage.” These may be present at the TRUP in relation to links with formerly marginalised groups.

Consequently, it is necessary to examine the TRUP for both tangible and intangible heritage values which are rooted in the past histories of the sites and the wider surrounding environment; and which may affect its contemporary significance.

Identification of these intangible aspects is highly important to the identification of cultural significances which could be both notional and associational. Cultural significance relating to intangible and living heritage should be considered within the context of a range of historical themes and events as well as the cultural significance of the site as a whole. These are identified further below.

Intangible aspects of heritage as identified do not refer only to the TRUP site but affect the Cape Peninsula as a whole, and the West Coast area, all of which were affected by pre-colonial seasonal migrations and other relevant historical events. They affect the River Club area, the PRASA owned land and other areas in proximity.

For further analysis, the character statements are divided into the following areas. This division been replicated in Section 11: Heritage Related Design Informants. This is a loose distinction as the informants are likely to cross precinct boundaries particularly at the macro level.

- The TRUP site as a whole and the Green Corridor system.
- Ndabeni
- Alexandra Institute Precinct

- Maitland Garden Village
- Valkenburg East including Oude Molen
- Valkenburg West including Valkenburg Hospital and Valkenburg Manor
- The South African Astronomical Observatory Hill and buildings
- The River Club and Vaarschedrift
- The Liesbeek Parkway Corridor.

### 10.1. The TRUP site as a whole and the Green (River Corridor) system.

#### 10.1.1 Character statement.

The TRUP exists as a topographically unique area defined and surrounded by development, forming part of the original “Coast to Coast Greenway”. It is a space defined by riverine settings and hill crests, with significant views towards Devil's Peak. It is surrounded by a road network with little penetration into the site, a matter which has assisted in conserving its landscape qualities. Recreational spaces exist on the western periphery where they abut the historical residential and industrial areas of Observatory and Salt River.

It is a riverine landscape with a dominant topographical quality of shallow hills and crests, extending towards the river corridors and wetlands. The presence of the riverine system, with its strong linear spatial qualities and the openness and visual accessibility of parts of the site, provides a strong sense of visual relief in an urbanised landscape. Its dominant character of hilly crests and valley systems extending towards the lower slopes of Devil's Peak, contributes to a strong sense of place.

The Liesbeek and Black Rivers extended from south to north creating a landscape determinant for development and use. Bridges and crossing points were dependent on the landscape and river conditions. Such crossings and bridges marked the point at which there was engagement with the River Corridor. The crossings of the 17<sup>th</sup> and 18<sup>th</sup> centuries were points of control while the bridges of the 19<sup>th</sup> century (Observatory crossing, Durban Road Bridge) facilitated ease of movement.

Historical development responded to the constraints and opportunities within the river corridors. Historic homesteads were situated above the areas of potential river flooding. Institutions were situated on the crests of hills for visual effect, and the historically flood prone areas west of the Liesbeek River, were used for sports and recreational facilities. Historically, development and placement of werfs faced the river corridors. Where wind was necessary for energy, early milling facilities were placed on the crests of the hills. One of these hills became the site for the astronomical observatory enabling a clear sight line towards the Cape Town harbour and Signal Hill.

Consequently, uses and responses to the River corridors have created a cultural landscape, including a structure of placement and orientation within the TRUP area.

The River corridors have been affected by amendments to the river courses and canalisation which have affected place-making qualities. Orientation towards the river corridors, entrance and crossing points, strong view corridors and (in some cases) high visibility placements within a landscape setting, has all contributed to its place-making qualities.

A strong linear nature created by the river corridor system is reinforced by road systems to the west (Liesbeek River Parkway); and to the east (Alexandra Road). Recreational and social facilities are located at the western edge of the Two Rivers Urban Park site in areas that were historically flood prone, allowing a green and open interface with the historic suburb of Observatory. By contrast the Alexandra Road is defined by high walls allowing little visual wards.

In summary, the full site comprises heritage related landscape features as follows:

- Topography of hills summits and riverine landscapes set within the riverine basins of the Black and Liesbeek Rivers and against the foothills of the lower mountain slopes.
- Nodal clusters of high value heritage buildings – institutions, werfs and residential environments.
- Evidence of early agricultural settlements and their landscape contexts and in a linear fashion following the riverine pattern.
- Edges, peripheries and zones of transition following the linear river patterns.
- Landmarks and focal points, some intentionally placed along the ridgelines which contribute to a unique sense of place.
- Significant views and sight lines.
- Open spaces and biodiversity areas which frame the historic nodal precincts.
- The River corridors consisting of the Black and Liesbeek Rivers and their confluence. The mixture of soft and hard (canalised) edges of the river systems.
- General sites and landscapes associated with First Nation ancestral lands and transhumant pastoralism.
- Flat industrial spaces towards the Ndabeni Triangle.

From a symbolism and historical perspective, the TRUP landscape is thematically a complex and multi-layered one, with remnants and symbolism of the historical past as well as contemporary significance for those who value and identify with it. The following, often conflicting themes are or were present on the site:

- Presence of the First Nation history, pastoralism and seasonal movement.
- Barriers conflict and exclusion from ancestral lands.
- Farming.
- Institutional use.
- Exclusion and containment (medical).
- Innovations in health care.
- Social and racial differentiation.
- Natural biodiversity and scenic landscape.
- Industry.

- Recreational use<sup>46</sup>.

### 10.1.2. Character Area 1. Statement of cultural significance

The TRUP is an outstanding example of a historically evolved landscape extending from pre-colonial to colonial times, where the links to the riverine landscape have played a significant and multivalent role in its use.

The TRUP is of cultural significance in terms of its pre-colonial and post-colonial history. Within the site identification of potential areas for commemoration and explanation of the role and the rights of the First nation to the area have been suggested. Potential sites have been identified for commemoration of the First Nation's history and struggle as well as other historically disadvantaged groups.

The entire TRUP is of symbolic value to the First Nation as a visible example of historical exclusion and loss of rights, division and apartheid. The partial remnant of a "pristine" and unbuilt landscape serves to re-enforce notions of what the landscape represented to those who were excluded.

The riverine system may be considered to have heritage significance in light of the role it played in the history of the area, and considering the landscape and the nature of transhumant pastoralism. This includes the value of the river system to transhumance, the wars against the indigenous people, the erection of barriers on the high ground, the fording of rivers, the introduction of agricultural settlements along the edge of the river system and finally, the development of tracks and transport routes and the development of bridges and weirs in order to cross and the rivers and control water flow.

The rarity value of a wetland system within an urban environment, together with the presence of rare plant life contributes to the cultural significance of the river corridors. The dominance of the river corridors as defining elements is re-enforced by the orientation of sites towards the Black and Liesbeek Rivers and the historical use of topography and sightlines. Canalized portions of the river detract from the visual significance of the historic riverine system.

## 10.2. Character area 2. Ndabeni.

### 10.2.1. Character statement.

Ndabeni is a flat industrial area with an absence of heritage landmarks and heritage conservation worthy buildings. It is of historical and social significance as the area where the first forced removals took place after the 1901 Bubonic Plague epidemic. Black residents were forcibly moved from central Cape Town and District 6 to hastily

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<sup>46</sup> Adapted from Nicolas Baumann Heritage Consultant Heritage Impact Assessment Phase 1 Valkenburg West Hospital, November 2012.

built basic accommodation in Ndabeni. This current portion is just a small portion of the affected Ndabeni site.

Ndabeni and Pinelands were part of the Uitvlugt pine plantation planted by prisoners from Robben Island in the 1870's.

#### 10.2.2. Statement of cultural significance.

Ndabeni (of which this area forms only a part) is a site of memory. It is the site where Black workers for forcibly moved from District Six and elsewhere after 1901. It therefore has historical and associational significance in terms of the history of segregation in Cape Town. It has associational and historical significance because a link to Chief Langibalele who as a prisoner was tasked with the planting of pine trees on the Uitvlugt (Pinelands) location. It is identified as a place of value for the Nguni group of stakeholders.

### 10.3. Character Area 3. The Alexandra Institute and surrounds

#### 10.3.1. Character statement

This area comprises a largely hidden series of institutional buildings, many of high architectural quality set within a flat and open landscape. A central open field surrounded by palms is a major structuring element. The impact of the institutional buildings is re-enforced by an open foreground space.

Impact of the nodal clustering of the heritage institutional building cluster has been degraded by *ad hoc* placement of later additional groups. The site formerly a werf, contains the eighteenth-century Alexandra Mill, which is a PHS. The Mill is a significant built structure symbolising agriculture and early industry of the region; and; with Mostert's Mill, one of only two remaining windmills in Cape Town. At a result of later institutional development to the south and south east, the Alexandra Mill is largely hidden from view. The Alexandra Mill has channelled views up from the river concourse which gives a distinctive quality to the ridgeline on which the Mill is situated.

#### 10.3.2. Statement of significance.

The Alexandra Institute is of historical and scientific cultural significance as containing the eighteenth-century Alexandra Mill.

It is of architectural significance as containing a fine grouping of Cape Revival Institutional buildings and related open spaces.

It is of historical (archaeological) significance as being the site of a large farm opstal and Boer War encampment (both demolished).

### 10.4. Character area 4. Maitland Garden Village.

#### 10.4.1. Character Statement.

Maitland Garden Village is one of the first Garden City designs in Cape Town and as such has historic significance. It consists of a formally designed self-contained, residential precinct centred around a public open space along 'Garden City' lines. Community facilities are placed to the north and west. There are significant views from Maitland Garden Village towards Devil's Peak.

It consists of a formally designed residential precinct centred around a public open space along Garden City lines.

The buildings have a consistency in terms of scale, grain and design. The entire site has been graded as a 111B i.e. a settlement of considerable local heritage significance.

#### 10.4.2. Statement of cultural significance.

It is of significance as the first Garden Village in South Africa. It has retained a considerable degree of authenticity and coherence of scale and fabric and retention of open spaces. It has strong associations with the Maitland Garden community.

Its position is of scenic significance as it is situated on the crest of the Black River hill and has views across to Devil's Peak.

### **10.5. Character area 5. Valkenburg East: F-shaped Wards and Oude Molen complex and grounds.**

#### 10.5.1. Character statement.

The river slopes rise to a linear pattern of buildings of heritage value set with green and vegetated slopes. The Oude Molen Complex is a focal point for the site. It consists of a series of related buildings including the Miller's House which is a very early historic structure. The F shaped wards are a linear series of structures of heritage value spaced along an access route.

Visual spatial qualities are significant both in the foreground spaces, and significantly in the sloping rural landscape leading to the Oude Molen site which provides it with much of its contextual and aesthetic significance.

The site is a significant one from an historical/archaeological perspective as it contains the site of the old VOC mill.

#### 10.5.2 Statement of cultural significance.

The site is of outstanding heritage significance for the following reasons:

It is of associational, cultural and social significance as it is associated with First Nations who have historical links with it and currently use parts of the site for ceremonial and gathering purposes.

It is of historical significance because it contains the remnants of an early historic werf (early eighteenth century).

It is of archaeological significance as early industrial site -the site of the Oude Molen (old Mill) now demolished – archaeological site.

It is of historical significance as the of banishment and imprisonment, for the Zulu king, King Ceteswayo.

The F-shaped wards are of historical significance as an example of segregation medical treatment and apartheid.

It is of contemporary cultural and social significance and is of value to the community as a community space, an open space ecological centre.

#### **10.6. Character area 6. Valkenburg West including Valkenburg Hospital, Valkenburg Manor, and surrounding landscapes.**

A large and dominant site, Valkenburg West is a complex and multi layered cultural landscape comprising two core heritage sites; Valkenburg Hospital, set within a combination of later institutional buildings, supplementary buildings and a treed landscape; and Valkenburg Manor House, werf and surrounds. It is significant landmark site, set between the Black and Liesbeek Rivers.

Valkenburg Hospital is set on the crest of the Valkenburg Hill and maintains a dominant presence in the landscape - a presence that is re-enforced by the architectural qualities of the buildings. The Valkenburg Hospital wards, courtyards and supplementary buildings to the east are declared as a PHS, while other significant buildings not within the core administrative precinct are graded as conservation worthy.

Valkenburg Manor is set within a dominant green space, particularly when viewed from Liesbeek Parkway. It is set at the edge of the wetlands, with unobstructed views towards Devil's Peak. This gives the building a strong landscape context lending additional significance and stature to the werf.

The werf has outstanding panoramic views across the wetlands towards Devil's Peak.

##### 10.6.1. Statement of cultural significance.

Valkenburg Hospital is of outstanding historical architectural and scientific significance. It was a purpose-designed medical institution set within wooded grounds. The site has been used for public institutional purposes since 1881. It has a long association with psychiatric care and was a progressive model of late nineteenth century asylum design. It was intended to be a "place apart" from the town, a characteristic which foreshadowed later racially based notions of segregation which were strongly associated with the area for many years.

Set on a prominent and visually exposed promontory, it has significant landmark qualities which contribute unique cultural landscape qualities. While there are series of buildings of significance within the extended institutional landscape, the core administration area is of particular significance. It has an east west axis and is of primary significance in terms of spatial, historical architectural social and aesthetic value.

In terms of context, hospital's position on an elevated promontory between two river systems occupied by two major historical institutions – the Astronomical Observatory and the Valkenburg Hospital make it part of a highly significant landscape which follows the topography and riverine qualities of the area.

The Valkenburg Manor house, werf and surrounds includes the Valkenburg homestead, its riverine setting, graveyard and supplementary buildings. It is of cultural significance for historical architectural and aesthetic reasons. Valkenburg Manor and werf is of outstanding historical significance as one of the last remaining and best preserved werfs along the Liesbeek River. It is a historically layered site have first used for nomadic pastoralism, followed by agriculture and the construction of the werf, later extended to form the first Valkenburg hospital and later the Porter Reformatory.

The site adjacent to the manor house is of historical significance as a historically multi-layered site first used for nomadic pastoralism and later for agriculture and institutional use.

## **10.7. Character area 7. The South African Astronomical Observatory (SAAO)**

### 10.7.1. Character statement.

The South African Astronomical Observatory (SAAO) campus is situated on a highly significant landmark hill which historically had views of Table Bay and Signal Hill.<sup>47</sup> It now comprises an outstanding campus of heritage buildings and spaces associated with the early nineteenth century establishment of the Royal Observatory. They not only have historical architectural and landscape significance but are also situated as rising out of a wetland area which contributes to the cultural landscape qualities of the site.

The institutional buildings are reached through a series of meandering roadways circling the hill. The Royal Observatory building which stands at the summit of the hill is a PHS and one of the architectural and scientific gems of Cape Town.

It is possible that the 17<sup>th</sup> century stockade and palisades ran from Coornhoop along the Valkenburg Hill to the Observatory Hill, overlooking the Vaarschedrifft crossing. It

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<sup>47</sup> It currently still has views towards Signal Hill were a repeater station was erected to relay time settings from the Observatory to ships in the harbour.

may be therefore that this area was part of the first series of colonial barriers and exclusion which characterized the history of the contact period with the First Nation.

#### 10.7.2. Statement of cultural significance.

This is a site of outstanding cultural and scientific significance and has contributed in international terms to the science of astronomy. It is an outstanding example of a layered heritage landscape, comprising buildings of architectural significance and activities of scientific significance set within a treed campus. The campus is of international scientific significance and has been the subject of a UNESCO World Heritage Site report.

The entire site (the Observatory Hill, open spaces, landscape features and buildings) has been graded a grade 1 site by SAHRA, i.e. a site of highest (national) importance in terms of its heritage significance.

### **10.8. Character Area 8: The River Club and Vaarschedrif**

#### 10.8.1. Character Statement.

As a point of river crossing in precolonial times in the environs of Vaarschedrif, the River Club environs carries strong symbolic and associational heritage value.

A recreational centre and a potential gateway to the Two Rivers Urban Park, the River Club and related landscape is situated in flat low lying areas west of the Black River. It is adjacent to Slangkop Hill which contains the South African Astronomical Observatory (SAAO). The hill is of exceptional historical and landmark value and is potential highly sensitive to large scale adjacent developments which may adversely affect the nature of its topographical significance.

The River Club site falls within the 100-year flood plain and is currently subject to repeated seasonal flooding. This accounts for its lack of historical development and subsequent retention as a green space. Any proposed raising of the ground level in response to this condition carries visual and cultural landscape implications not only for the Slangkop (Observatory Hill) but the area itself, comprising as it does, the shallow river valleys, river flows and hillcrests which contribute significantly to its landscape character.

While the River Club complex is a landmark and situated within a landmark site the Club building itself is not of outstanding heritage significance.

The River Club site does not exist in isolation within the TRUP site although there are areas within the River Club site that are of greater heritage significance than others.

Their heritage indicators may differ accordingly. This supports the concept of a “hierarchy” of heritage significances as they apply to the site<sup>48</sup>.

A hierarchy of heritage significances particularly relates to the landscape and heritage qualities of the Observatory Hill, situated as it is, within the Liesbeeck River corridor and at the junction of the two rivers in the wetlands area. The adjacent Observatory site is identified as being of national heritage significance and subsequently, the protection of the landscape qualities leading from the River Club to the SAAO deserve special consideration. This includes the notion of a “buffer” of open space between the base of the SAAO and the River Club.<sup>49</sup> The concept of the River Club as a visual spatial buffer zone to the adjacent SAAO provides thus an opportunity to protect the significant landscape qualities of the Observatory Hill.

At the base of the Observatory Hill to the east and north-east is the Raapenberg Bird Sanctuary which, apart from its intrinsic ecological value, enhances the nature and appearance of a riverine estuary where the two River combine.

Edge conditions within the site differ between those that are associated with existing development (i.e. the northern and western edges) and those that currently related to the green and cultural elements and features of the TRUP. within the River corridor.

#### 10.8.2. Statement of cultural significance.

Vaarschedriff area at the Liesbeeck River at the northern end of the River Club area was a possible historical crossing point for transhumant pastoralists entering the Peninsula. The area is of high symbolic significance and may be of archaeological potential.

The riverine landscape and topography is of visual and cultural significance and provides a narrative for the historical use of the site.

The River Club site is significant in terms of providing a landmark green space within the TRUP at a major access point to the TRUP. It is significant as an open remnant riverine space and is valued by the local communities as such.<sup>50</sup>

It contains significant views to and from the site towards heritage sites and towards the mountain (Devil's Peak).

It provides a landscape foreground to the Observatory Hill which has been identified as being of national significance.

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<sup>48</sup> See Baumann Urban Conservation and Planning River Club: Heritage Impact Phase One: Independent Heritage Review June 2016.

<sup>49</sup> *ibid*

<sup>50</sup> See Comments and Responses Table: Comments from the Rosebank Mowbray Planning and aesthetics Committee 31.1.2017.

The cultural significances within the site are varied, with areas of outstanding heritage significance at the base of the Observatory Hill extending to the Raapenberg wetlands. The heritage significance of the River Club site may be considered to providing a buffer zone and foreground space for the Observatory Hill.

### **10.9. Character area 9. The Liesbeek River Parkway Corridor**

#### 10.9.1. Character statement.

This area has a strongly linear character area defined by the Liesbeek River and Liesbeek Parkway. It presents significant views towards the TRU-Park and riverine wetlands particularly towards Valkenburg Manor, Valkenburg Hospital and the River Club. There is a significant view corridor linking the Raapenberg wetlands to Signal Hill

The area abuts the Observatory Heritage Protection Overlay Zone (HPOZ) which is characterized by predominantly single story small scale domestic buildings interspersed with recreation open space, particularly towards the roadway.

It is crossed by the historically significant Observatory (or Station) Road which was the historical access route to the Royal Observatory and now transverses the whole site but is blocked at present by barriers to Valkenburg. The Hartleyvale stadium situated at the corner of Liesbeek Parkway and Station Road (not the contemporary hockey stadium next door) is a landmark and is of social significance. However, the structure itself is not conservation-worthy and may be structurally unsound. The recreational functions may be moved elsewhere on the TRU-Park site.

There are several potential archaeological and historical sites within the area as historically agricultural establishments were situated at the edge of the wetland areas. They include Coornhoop and Vaarschedrift Westoe, Bellevliet and Onderneming. All but Vaarschedrift are buried within the high density tight grained historic suburban environments of Observatory and Mowbray.

#### 10.9.2. Statement of cultural significance.

The site is of historical significance as it contains sites and routes of historical significance. They include the farmsteads of Westoe Bellevliet and Bellevliet. The site is also of social significance as they low lying areas were used for recreational purposes. This use remains and forms a significant component of the social and community use of the site.

## **11. Two Rivers Urban Park: High-level Heritage Related Design Informants (HRDI).**

### **11.1. Introduction and Purpose of HRDI.**

The following are heritage related informants (HRDI) intended to guide the Development Framework from a heritage perspective. They have been informed by

a high-level heritage assessment and analysis and may change slightly as detailed heritage studies are further refined at a precinct level.

The development of heritage related design informants at a (broad level) were a requirement of HWC as identified in the response to the NID.

The purpose of the HRDI is to:

- Retain where possible the open “rural qualities” of the TRU-Park and directing compact development strategically to less heritage sensitive areas.
- Retain mature tree belts and green corridors where they add to the cultural landscape significance of the site.
- Enhance a sense of place and uniqueness of character by the creative use of heritage sites and their contexts.
- To allow visual and physical integration of each precinct or character area into the greater Two Rivers Urban Park framework.
- To encourage the retention of dominant landmark qualities of heritage site and cultural landscapes within the TRU-Park.
- To ensure visual linkages, significant view cones and corridors both to and from historic sites and cultural landscapes.
- To acknowledge the history of displacement and segregation within the TRU-PARK and to seek mechanisms for memorialisation and redress.
- To ensure adaptive re-use for historic structures and sites.
- To ensure qualities of scale, presence and form presented by historic structures and their contexts are not adversely affected.<sup>51</sup>
- To ensure development options respond to and are informed by heritage informants.
- To ensure that development responds positively to heritage assets allowing for a sensitive and appropriate transition between the old and the new.
- To ensure that development responds positively to the cultural landscapes and patterns within the landscapes. This may affect scale height density orientation to responses to topography.
- To ensure that community values are reflected in the heritage responses to the site.

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<sup>51</sup> See also Baumann with Winter Abrahamse Attwell Heritage Impact Assessment Valkenburg 2012, Section 5

## 11.2. Description of methodology

The HRDI are divided into the following character areas as identified and described in **Section 10** together with cultural significances: This is a loose distinction as the informants are likely to cross precinct boundaries particularly at the macro level.

- The TRU-Park site and the Green Corridor system
- Ndabeni
- Alexandra Institute Precinct
- Maitland Garden Village
- Valkenburg East including Oude Molen
- Valkenburg West including Valkenburg Hospital and Valkenburg Manor
- The South African Astronomical Observatory Hill and buildings
- The River Club and Vaarschedrift
- The Liesbeek Parkway Corridor.

The HRDI informants have been developed in terms of their known cultural and visual properties, constraints, opportunities and vulnerabilities.

The site has been divided into areas of character to assess their unique qualities constraints and opportunities. These are identified in **Diagram 7A**. A character statement for each character area and a statement of cultural significance been identified in Section 10 (**Refer also diagram 07** entitled "Heritage Related Design Informants").

A diagram relating to sites with memorial and commemoration potential is attached as **Diagram 06** entitled "**Sites with Commemoration and Memorial Potential**".

### 11.3. Heritage related design informants (high level). The site or character area 1. (See Diagram 07).

Significant nodal points and precincts, associated landscape features, contexts, and responses to topography should be protected and enhanced. The sense of place arising from a unique historical character should be protected and enhanced as contributing to the landscape qualities of the area.

The strong linear nature of the River corridor system has resulted in the areas where crossings occur becoming gateways to the site. Because of the limited nature of such river "gateways" access to the site is currently low. It does however mean that the historic gateways increase in visual, symbolic and functional sensitivity. Gateways should be noted and responded to in a sensitive manner.

#### 11.3.1 Historic building, institutional groups and townscapes.

The TRU-Park abuts both tight grained (Observatory to the west) and low density suburban areas (Pinelands to the east). Its role as a place of barriers and exclusions has resulted in low connectivity in adjacent areas; and there are few linkages

between areas extending east-west. Access is limited to routes along Alexandra Road to the east and Station Road and Liesbeek Parkway to the west.

There are landmarks which give character to the site and which are identified on the **Diagram 07**. They are associated with ridgelines and profiles. Development of adjacent ridgelines will need to be controlled to protect the landmark character presented by these sites.

The area has a rich concentration of historic buildings, sites and precincts of significance based on its historic roles and early colonial settlement and activity. Such buildings and ensembles should be conserved and their landscape contexts protected and enhanced in the HRDI. The more highly graded and distinctive buildings and the PHS are singled out for special care in terms of design informants. These are identified as follows together with broad conservation actions

- Grade Two buildings and Precincts (not PHS's). To be conserved and enhanced and contexts retained as far as possible.
- Provincial Heritage sites. Formally protected, required by law to be protected; and contexts maintained to protect and enhance their cultural significance.
- Grade 3A and 3B buildings and sites. Not to be demolished, to be protected and enhanced along with their immediate settings. Some minimal interventions and adaptive re-use possible.
- Grade 3C and ungraded buildings older 60 years. May be motivation for demolition and with heritage authority endorsement if required.
- The sensitivity of historic river crossings especially those regarded as "gateways" i.e. The Liesbeek River crossing from Station Road Observatory, should be carefully responded to in terms of its gateway role in the context of the river corridor. Interventions should ensure that the gateway quality is protected and enhanced.

#### 11.3.1.1. Historic building, institutional groups and townscapes **Heritage related design informants.**

Graded and conservation-worthy buildings to be conserved and where appropriate, enhanced and restored (see above).

Adaptive re-use and appropriate interventions may be considered. Minimal interventions should be considered for highly graded buildings and their landscape contexts retained.

Grade 3C and ungraded buildings over 60 years may be considered and motivated for demolition.

#### 11.3.2. Views, sightlines and orientation.

Historically views and sightlines extended across the river corridors towards the mountain. Historic settlement and institutions were orientated towards the river corridors for reasons of either functionality or visual dominance. This has related in a varied and (in parts) scenic landscape composed of shallow hills, wetlands and river

corridors where the development of institutional, recreational and residential patterns together with remnant agricultural settlements, has created a strong sense of place.

Because of the scenic and historic significances of the site, several view cones and view corridors have been identified which extend beyond the boundaries of the character areas. **They are identified in Diagram 7.** These extend towards and from highly significant heritage landmarks including the following:

- Valkenburg Manor towards Devils' Peak and towards the Valkenburg werf from the N2
- Valkenburg Hospital towards the Liesbeek River Valley and Devil's Peak.
- The Observatory environs across the River Club towards Signal Hill. (The sightline to Table Bay has been lost).
- The view cones extending towards the Alexandra Mill (partly obscured but visible from specific site including Berkley Road and the River Club Golf Course).
- Views across the River Club towards Devil's Peak.

#### 11.3.2.1. Views, sightlines and orientation: **Heritage related design informants.**

Development options should not impede significant view corridors view cones and sightlines as identified. Allowing views across and orientation of sites towards the river corridor should be strongly encouraged.

- Invasive heights or densities of building development which obstruct or interrupt views across the river corridors *towards* sensitive and significant heritage sites or *from* heritage sensitive sites should be avoided and controlled. This is particularly the case where orientation and visual prominence of a site contributes to its cultural significance.

#### 11.3.3. Archaeological sites.

Potential historical archaeological sites based on documentary evidence have been identified. However, future archaeological significance relating to pre-colonial history for which there is no documentary evidence is still a possibility and will only be revealed during archaeological excavation and site clearance.

##### 11.3.3.1. Archaeological sites: **Heritage Related Design informants.**

Development options on sites identified as being of archaeological significance will need potential further archaeological investigation and input in terms of S 35 of the NHRA.

#### 11.3.4. Sites Associated with living memory and early history

See Introduction for a description of the cultural significance of living memory sites and sites associated within intangible heritage.

Intangible aspects of heritage as identified do not refer only to the TRU-PARK site but affect the Cape Peninsula as a whole and the West Coast area. More immediate to

the site, they also affect the River Club area, the PRASA owned land and other areas in proximity to the TRU-Park Specific area identification is limited and cultural significances are notional and associational.

Cultural significance related to intangible and living heritage should be considered within the context of a range of historical themes and events. Such may inform what responses and inputs are required by affected groups in order to bring to life associational values affecting identified sites.

#### 11.3.4.1. Sites Associated with living memory and early history: **Heritage Related Design Informants: See Diagram 06: Areas with Commemoration and Memorial Potential.**

The following areas contain possibilities for commendation and memorialisation of sites of living memory and associational value:

- The Vaarschedrift and river confluence sites (River Club and PRASA owned land)
- The Oude Molen site (of associational value to the First Nation).
- The ridge line between the Black and Liesbeek Rivers (associated with the barriers and palisades of the mid seventeenth century).
- The Ndabeni site (only part of which is included in the TRU-Park).

These sites present a range of symbolic memorialisation and commemoration options. They may be considered within the site as a whole and range from boards and markers explaining the historical significance of a site or event, to spaces allocated for cultural villages and ritual, to the use of the green and riverine landscape to illustrate an open riverine landscape and how it was used.

Biodiversity areas also represent a symbolic heritage resource where the concept of a pre-colonial pastoral landscape is made visible. Consequently, the presence of open wetland remnants may be considered a design informant as a symbolic representative of a time before the land was colonised.

- Proposed interventions in living memory sites should be considered in order to provide a presence and a dignity to historical memory and should be undertaken together with interested and affected parties.
- Mechanisms should be investigated as to how such significances may best be illustrated through commemoration and interpretation.

#### 13.3.5. The River Corridor.

13.3.5.1. The River Corridor: **Heritage related design Informants** affecting the River Corridor.

- Retention and recreation where possible of soft river edges and wetlands adjoining historic sites.

- Retention where possible of green riverine spaces. Riverine and environmental setbacks established by ecological specialists are to be considered a primary informant in determining constraints.
- Wetland areas including Raapenberg Bird Sanctuary to be considered cultural resources as well as ecological and environmental resources of significance and retained, protected and enhanced. Peripheral edge development to be avoided where they adversely impact upon such cultural and environmental qualities of significance
- Sensitive treatment of gateways entrance and river crossings involving appropriate and contextual responses to scale, massing, width and height.
- Where possible riverine corridors to be included within the public realm and as publicly accessible recreational areas. This informant is to be considered within the constraints of private ownership and security.
- Uses to be mixed and where possible appropriate to the amenity value of the site.
- Retention and enhancement of views across the river corridor system. Placement, geometry, density and height of development parcels to be carefully considered to enable the retention of significant views and sight lines to and from significant sites. Development proposals should allow the “breaking up” of bulk to minimise visual impact across river corridors towards the mountains. The clustering of development in relation to the constraints presented by the site and the differing degrees of significance should be considered.
- Buildings to be orientated where possible towards the river corridors or in relation to the river corridors to maintain the visual and functional dominance of the riverine linear system.
- Retention and enhancement of recreational areas west of the Liesbeek as a visual and community amenity.
- Avoidance of tall stand-alone structures which will adversely affect the linear and topographical character of the river corridors and related hillcrests.
- Removal of canalized portions of the river where possible to reinforce, at least in strategic parts, the notion of the area as a unique natural riverine system within an urban context.

## Character Areas:

### 11.4. Character Area 2: Ndabeni

#### 11.4. 1. Ndabeni: **Heritage related design informants:**

- No conservation-worthy buildings therefore structural heritage constraints are minimal.
- Improved visual permeability along Alexandra Road edge. Improved street edge.
- Commemorations and cultural sites and memorials for the forced removals of the urban Black community of Cape Town from District Six to Ndabeni in 1901 to be prepared and placed in a prominent and public section of the new developments.

Commemoration site for Chief Langibalele, Robben Island prisoner associated with the environs.

These may be in the form of a cultural centre, a dedicated museum site, a forested landscape area, a series of boards explaining the history of forced removals, and other mechanisms for the explanation of the significance of the site in terms of intangible heritage and memory.

### 11.5. Character Area 3: Alexandra Institute

#### 11.5.1. Alexandra Institute: **Heritage related design informants**

- Retention, restoration and re-use of the Alexandra Mill. The Mill should be preferably given a public use and public access.
- Provision of sufficient curtilage to allow the Mill to be viewed in its entirety. Sufficient buffer space between the Mill and any proposed development
- A view cone to the Mill from the Liesbeek Black River confluence area should be accommodated.
- Conservation of graded buildings. The Alexandra Mill should be restored and adaptively re-used.
- Visually permeable edges.
- Retention of a sufficient portion of the open space in front of the Administrative block for its local landmark status to be retained.
- New surrounding development should respect the existing heights, massing, scale and architectural treatments.
- Existing tree lines and open spaces should be retained where possible.
- Development opportunities available on the site with potential height and bulk restrictions adjacent to core and graded institutional buildings to reduce visual impact.
- The largely unobstructed view cone from the Liesbeek River (north) towards the Alexandra Mill to be retained.
- Investigation of historical archaeology in the site of the werf.

### 11.6. Character Area 4 Maitland Garden Village

#### 11.6.1. Maitland Garden Village: **Heritage related design informants.**

- The scale, grain and architecture of the precinct should be protected and enhanced through a variety of actions including declaring the area a HPOZ, urban design guidelines and architectural advice to homeowners. Consistency of scale should be encouraged within the context of modernisation.
- The central open space should be retained as open space. Views towards Devil's peak should be protected through scaling mechanisms and view lines where possible.
- Any proposed development to the south and west should respect the overall form, massing, roofscape and grain of the original. Intermediate scaling restrictions

including height and bulk restrictions may apply on the immediate western periphery to retain the scale and contextual quality of the original.

- Community development opportunities and urban renewal should be regarded as a key informant in the heritage conservation of Maitland Garden Village.<sup>52</sup>
- Access to the Riverine landscapes both visual and functional should be maintained.
- View cones towards Devil's Peal should be maintained. Protected and enhanced.

## 11.7. Character Area 5: Valkenburg East Wards and Oude Molen

### 11.7.1. Valkenburg East Wards and Oude Molen: **Heritage related design informants**

- Wards: Conservation adaptive reuse of the black patient wards (female blocks male blocks and dining hall).
- Adaptive reuse of and additions within courtyards. Additional developments should not overly exceed height and bulk of existing.
- Retention of some foreground space in front of the wards to allow the buildings to maintain a presence in the landscape.
- Buildings of low heritage significance and ungraded buildings may be demolished, altered extended and adaptively re-used if development requires it.
- Oude Molen: Historic buildings to be retained in their entirety, protected and enhanced. Urgent attention should be paid to the restoration of the threatened Oude Molen building.<sup>53</sup> A restoration and plan and a conservation management plan should be submitted to the relevant heritage authority as soon as possible.
- Conserve restore and alter (both external and internal alterations) subject to HWC requirements and with the collaboration of a historical archaeologist.
- Interpretation opportunities to explain the significance of the Oude Molen complex.
- Undertake archaeological investigations within areas known for high archaeological potential within the site.
- Green open space and context to the Oude Molen Complex extending from River to homestead to be retained as foreground space and as a rural remnant retained within a green space. This includes not only the foreground space but sufficient rural space to the west to retain its rural historical quality and retain the opportunities for current recreational and social uses.
- Investigate, celebrate and enhance areas of cultural memory through a series of investigations and mechanicals in collaboration with relevant parties.
- Potential space for First nation cultural centre and ceremonial space.

## 11.8. Character area 6. Valkenburg West including Valkenburg Manor and Valkenburg Hospital and surround landscapes

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<sup>52</sup> This was a key comment from SAHRA 1 Dec 2016.

<sup>53</sup> The matter was raised by VASSA 12 December 2016.

### 11.8.1. Valkenburg Manor: **Heritage related design informants.**

- The heritage precinct comprising the manor house and werf has distinctive qualities which need to be retained protected and enhanced. Protection should include the protection of the iconic *ficus* tree within the Valkenburg werf, including protection of its root zones.<sup>54</sup>
- Additional development need to respond to the topography and panoramic views which characterize the site. New development should not intrude into the view sheds from the manor house and werf, particularly in relation to the Liesbeek River and Devil's Peak.
- New development should respect the manor and werf as the focal point of development. Any additional development should be subservient in terms of location, height, massing and scale.

### 11.8.2. Valkenburg Hospital: **Heritage related design informants**

- Retention of the “green” landscape context of the site.
- Retention of forecourt of the main administrative buildings. No infill in the open space. Protection of the views towards Devils' Peak.
- Conservation and restoration of the administrative blocks and historic wards as outstanding examples of the typology.
- Retention of dominant landmark quality of the Administration precinct and related adjacent height, massing and scale restrictions.
- Conservation of the core administrative precinct within its landscape context.
- Appropriate response to the topography of the site including the conservation of the notion of “the citadel on the hill” concept.<sup>55</sup>

## 11.9. Character Area 7: The South African Astronomical Observatory and the Slangkop (Observatory)Hill.

### 11.9.1 The South African Astronomical Observatory: **Heritage related design informants.**

- All future development on the site must ensure the primacy of the Observatory Hill and its architectural, cultural and visual qualities within the landscape context. The primacy of the Observatory buildings and central open space needs to be protected and enhanced.
- The status of the historic Georgian classical revival Observatory building – The Royal Observatory - as the major focal point around which the campus revolves must not be eroded by excessive and high bulk peripheral buildings or any other developments which erode the unique qualities of the campus.

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<sup>54</sup> Matter requested by VASSA in comments 12 December 2016.

<sup>55</sup> Baumann N, Heritage Impact Assessment Phase One Valkenburg West Hospital 2012.

- All additional structures should respect the nature of the topography as well as the site's existing heritage and architectural character, scale and form, and should therefore not exceed the height and bulk of the existing Observatory building and related historic structures. Any additional structures need to be subservient. Such height and bulk restrictions to be implemented to ensure primacy and dominance and a "stand alone" quality of the Historic Observatory Hill and the Baker Observatory.
- The forecourts, visual settings and related surrounds of historic and graded buildings should be protected and enhanced.
- The treed quality of the campus should be retained where possible and used to defined spaces, forecourts and winding paths.
- Adaptive re-use and retention of all graded structures (except for some grade 3C). Demolitions applications should consider the impact of the loss of individual structures on the composite.
- Historic routes across the site to be respected in terms of new spatial design concepts.
- The historic astronomical view cone from the Main Buildings towards Devil's Peak to be maintained.
- View cones from the Observatory Hill towards Signal Hill to be retained.
- A buffer extending 10 metres around the base of the Hill of no development should be maintained.

#### 11.10. Character Area 8: The River Club and Vaarschedrift

##### 11.10.1. The River Club and Vaarschedrift: **Heritage related design informants**

- Investigate, celebrate and enhance areas of cultural memory through a series of investigations and mechanisms in collaboration with relevant parties.
- Mechanisms should be introduced to celebrate and commemorate the notion of the transhumant crossing area at Vaarschedrift as well as the presence of the First Nation in the Peninsula.
- The unobstructed view to Signal Hill across the River Club Site should be retained and recognized through appropriate height restrictions associated with an astronomically-related view cone across the site towards Signal Hill. View cones to and from the Observatory Hill and peripheral areas are to be considered as a dominant heritage informant.
- Views from the Observatory Hill towards Devil's peak should remain unobstructed.
- A buffer and setback in extent no less than 35 metres extending west from the canal should be kept open as a foreground and landscape buffer to the Observatory Hill to ensure that the SAAO retain the context of a hill site.
- The environmental setback of 35 metres from aquatic features should be considered as landscape informant.
- The topography of the TRUP site consisting of a low lying riverine setting and related crests if hills should be respected and enhanced

- Where wetland or biodiversity areas exist in a relatively pristine form, they may be used to commemorate the notion of the pre-colonial landscape i.e. the use of the landscape as artefact.
- Retention of mature treed edges to mitigate potential development impact on Observatory Hill.
- Strong emphasis on height and bulk restrictions insofar as they may impact on the Observatory Hill. Height limit of 4 floors above existing<sup>56</sup> (including parking) to be considered as an acceptable height limit.
- The potential for development opportunities exists to the north of the site along proposed Berkley Road extension. This potential can only be realized provided archaeological conditions are met (s 35 NHRA).
- View cone to Alexandra Mill to remain unobstructed from significant viewpoints.
- Differing edge conditions and heritage significances allow for variable bulk and planning conditions along the various edges to the River Club site. For example, the eastern edge adjacent to the SAAO is highly sensitive and should accommodate strong heritage constraints.
- The northern edge where heritage constraints are less onerous allows for greater variations in height and bulk should development be contemplated, dependent on whether Berkley Road extension is constructed.

### 11.11. Character Areas 9: Liesbeek Parkway Corridor

#### 11.11.1. Liesbeek Parkway Corridor: **Heritage related design informants:**

Development proposals should consider the scale and grain of the HPOZ of Observatory. Height and bulk of development proposals should consider the historic scale and form of the HPOZ. Scaling mechanisms and buffer areas (landscape) should be considered to minimize impact on the heritage qualities of the suburb.

Recreational open spaces to be retained where possible.

Development proposals should use historic precedent and engage with the river corridor in terms of orientation towards the Liesbeek River.

Any proposed development near a potential archaeological site should be subject to prior archaeological investigation.

Entrance to the site from Station Road should be celebrated within the confines of appropriately scaled and contextually appropriate gateway mechanisms. (see 1.2.1.)

The historic gateway and route to Valkenburg east of the River should be retained. Historic gate piers should be protected and upgraded as part of a system of gateways at the entrance to the site.

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<sup>56</sup> February 2017.

Views across the River from the Liesbeek Parkway should be unobstructed where possible, or allow views through towards the River.

## 12 Conclusions

The report concludes the following:

Planning:

- That the purpose of Baseline study to assist in the planning process by the identification and assessment of heritage resources and the provision of Heritage-related Design informants to assist in the study have been met.
- That future planning for the TRUP site will assist in overcoming the legacies of apartheid planning barriers and separation and link previously separated parts of the City.

Heritage:

- That site is a complex and multi-layered one with many sites of heritage significance and with links to intangible heritage and memory. It is of significance to contemporary amenity groups and people with strong historical and cultural associations through memory, with the site.
- That the requirements as contained within the Response to the Notification of Intent to Develop of 25<sup>th</sup> August 2016, i.e. the requirements of S 38(3) in terms of the identification, mapping and assessment of heritage resources, have been met.
- The requirements for consultation with registered conservation bodies have been met in terms of the extended period of public consultation underway by SUN, which includes registered conservation bodies as well as other heritage and community groups with an interest in the TRUP
- That the heritage requirement for heritage indicators has been met. Heritage indicators have been divided into character areas (**See Sections 10 and 11**) for the purposes of clarity.
- That contains many sites of heritage significance at a variety of scales and sites of intangible value.
- The entire site is important in the pre-colonial and colonial history of the Cape and has high heritage significance.
- No fatal flaws have been identified although the TRUP site contains significant heritage constraints which will need to be responded to in terms of the HRID and the protections of the NHRA.
- The heritage components within the site present an opportunity to enhance the unique cultural landscape and heritage qualities of the site.
- That proposed gradings have been based on established heritage assessment criteria, a preliminary grading of areas by the City of Cape Town and previous heritage studies. There is a high degree of confidence in the proposed gradings.
- That further studies on a precinct by precinct basis will provide greater insight into heritage as the planning and detailed heritage program unfolds as well as the cultural history and significance of the affected sites. They will need to be submitted to HWC in terms of S 38(8) of the NHRA.

## 13 Recommendations

The Study recommends the following:

- That this Baseline HIA be endorsed by HWC as meeting the requirements contained in the Response to the NID, dated 25<sup>th</sup> August 2016.
- That the assessments (gradings) proposed in the study be accepted.
- That the statements of cultural significance (Section 10) and the Heritage Related Design informants (Section 11) be considered sufficient to guide future heritage studies on a precinct by precinct basis and be endorsed accordingly.
- That future precinct based HIA's in the study area will use the statements of cultural significance, character statements and heritage related design informants as a basis on which to continue further detailed studies and analysis.
- That future precinct based HIA's may undertake further historical or other studies by suitably qualified persons if considered necessary by the heritage authorities.
- That future precinct-based HIA's will be submitted to HWC for comment in terms of S 38(8), NHRA.

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## **15. Annexures.**

15.1. RoD NID

15.2. ACO Associates: *The First Frontier: An Assessment of the Pre-Colonial and Proto-historical significance of the Two Rivers Urban Park Site Cape Town*, prepared for Attwell and Associates Nov 2015.

Annexure 15.3. Public Consultation:

- 15.3.1. List of Meetings with Interested and Affected Parties. SUN.
  - 15.3.2. List of stakeholders consulted by SUN, 2016.
  - 15.3.3. Comments from I&AP's
  - 15.3.4. Heritage consultation: Comments and Responses Table
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