EXECUTIVE SUMMARY

Prepared for
Provincial Government of the Western Cape (Transport and Public Works)
by
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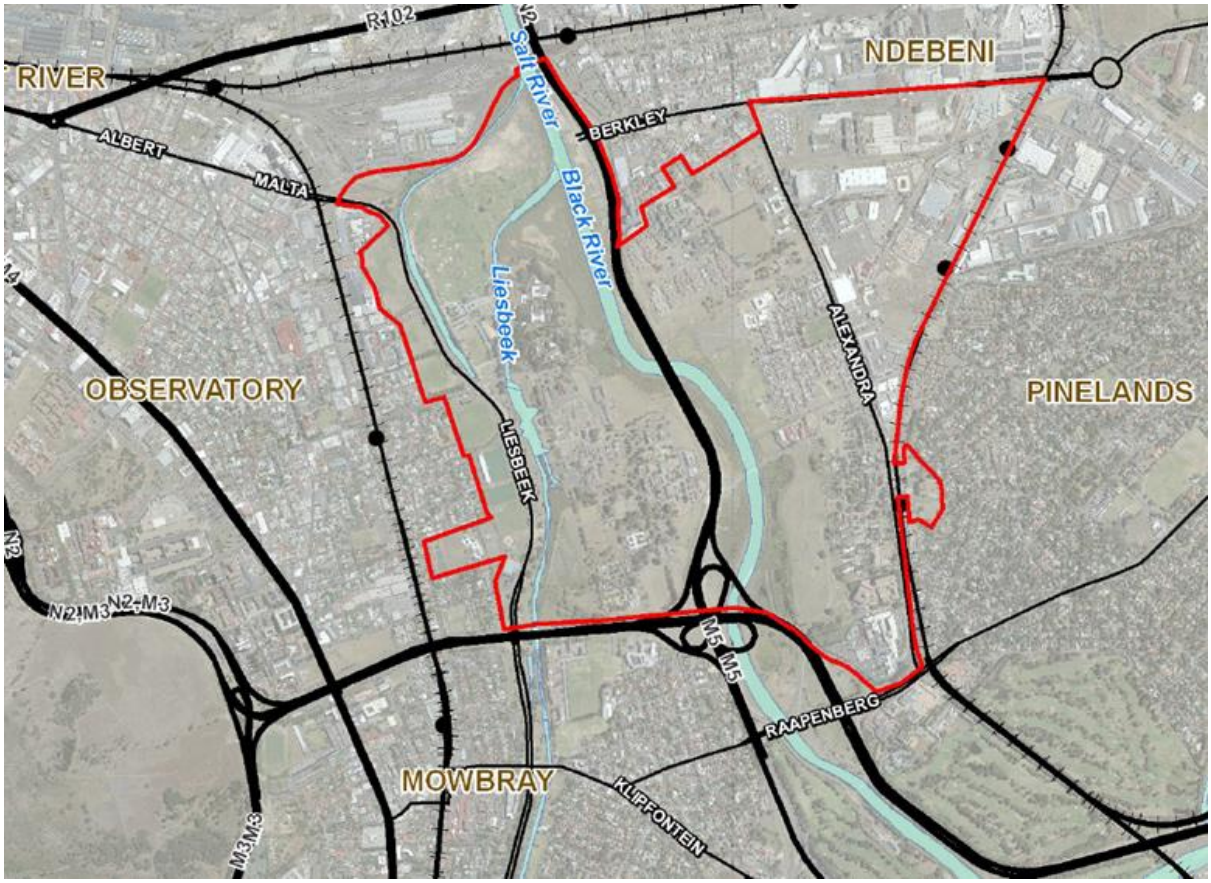
1. **Site Name:** Two Rivers

2. **Location:** The study area is more than 300ha in size and comprises some 350 erven 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 rests with State, Provincial Government and Local Government entities as well as privately owned and leased sites.



3. **Description of Proposed Development:**
   This is a Draft Phase 1 Heritage Impact Assessment for the Two Rivers Local Spatial Development Framework (LSDF). The site includes the following areas:
   - The Black and Liesbeek River Corridors
   - The Ndabeni Triangle
   - Alexandra Institute
   - 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 Pinelands Station precinct

The purpose of the report is to comply with the provisions of section 38(3) (a) and (b) of the NHRA and to obtain the Interim Comment of HWC in this regard.

This report is directly informed by, and should be read with all previous submissions to HWC in respect of this area. These submissions were undertaken by Melanie Attwell & Associates in association with ARCON Heritage and Design; and ACO Associates. They remain relevant and this report is regarded as both supplementary to previous reports, and as a conclusion to this phase of the HIA. Specifically the reports (Annexure A, B and C) are as follows:

- *TRUP Contextual Framework Review and Preliminary Heritage Study, Phase 1 Report* first submitted November 2015, resubmitted May 2016
- *TRUP Baseline Heritage Study* first submitted October 2016, resubmitted February 2017
- *TRUP Supplementary Report* submitted October 2017 (hereinafter referred to as the *First Supplementary Report*)

In addition, and responding to the requirements of HWC's IACom for additional public consultation (8 November 2017), DTPW appointed AFMAS Solutions (Rudewaan Arendse), in May 2019, as a social facilitator with a brief to engage with First Nation representatives in respect of the heritage significance of the study area and their issues and concerns in this regard. The outcomes of this process are described in a Second Supplementary Report attached to this report as Annexure D.

This Draft Phase 1 HIA incorporates the outcomes of the AFMAS engagement and any other relevant updated information into a revised and re-stated high level statement of heritage resources, significance and heritage related design informants, as a basis for informing subsequent Phase 2 HIAs for individual precincts. This has also formed the basis for a high level heritage impact assessment of a revised LSDF for the study area.

4. Heritage Resources Identified

The historical significance of the site is complex, diverse and multi-layered. It is large and currently has no single, unified identity or function. However, at its deep historic base is a coherent indigenous pre-colonial cultural landscape, tied to the contemporary indigenous identity of the First Nations. Each successive historic 'terrace' of time – provides other, more visible layers to the landscape, obliterating its earliest manifestation.

Given this complexity, the identification and mapping of heritage resources and significance (as required of an HIA by law) can spatialise something of what is known about the site and the layers of meanings but it is accepted their meanings are fluid and open to interpretations by many parties. Moreover, at this stage in the process, the focus is on at the highest and most abstract level of understanding of the area. Further layers of significance may thus be revealed in later precinct level studies and engagement with stakeholders.

Moreover, differing social, economic and political circumstances, beliefs and values define the manner in which people understand, value and construct their past. It is readily acknowledged by this author that there is the potential for bias in the identification of heritage resources and their significance when the narrative is managed or controlled by a few and/or through a pre-determined framework such as an HIA.

It is also accepted by this author that history, heritage and memory are in continual process of making: it is intricate, negotiated, contested, fluid, constructed, reconstructed and re-interpreted.

Thus, whilst the NHRA HIA process imposes certain limitations it is important that the processes of further planning and implementation of projects in the study area are as collaborative and multi-vocal as possible. This will be key to addressing socio-economic justice and cultural justice issues, which underlie some of the key objectives of the overall project as a Public-sector led catalytic project.

It is noted that the site includes all of:

- pre-colonial (much of which has over time been misrepresented, non-represented and supressed) and colonial heritage;
- tangible and intangible heritage; and
- practices of living memory of relevance to the First Nation resurgence movement. The politics of South Africa's past have made it necessary for later generations to reconstruct their collective identity, and in so doing, see parts of the site as a living canvas.

These challenges should be viewed positively and as an opportunity to enrich the area in the further planning of the individual precincts.

The site is an area of high cultural and visual significance. It includes a multiplicity of associations and sites of heritage value. It is thus not possible to provide definitive or singular gradings to an area as large, differentiated and historically layered as this, except in the broadest of terms.

In many respects, the intangible heritage factors could be regarded as being of at least Grade II significance, probably of the highest order. However, it is not possible to provide definitive boundaries to such a designation – it is clear that the pre-colonial indigenous landscape of significance to the First Nation is not contiguous with the study area, nor circumscribed by precinct or character area boundaries. Moreover, nested within the larger site are many other individual heritage resources (tangible *and* intangible), some of which are declared, others of which have very little intrinsic significance. Certain areas and elements have no meaningful or remaining heritage significance.

The HIA goes on to identify heritage resources and their significance at the site-as-a-whole scale and then at the level of individual Landscape Character Areas (Section 8).

Section 9 of the Report identifies heritage related development informants (HRDI) for the site as a whole, and then for the individual landscape character areas. They are intended to provide a high level guide to the preparation of the LSDF and future precinct planning from a heritage perspective. They have been informed only by a *high-level* heritage assessment and analysis and must therefore be developed and further refined as detailed heritage studies or Phase 2 HIAs are prepared at a precinct level.

The general purpose of the HRDI's are to:

- Protect heritage resources, tangible and intangible and ensure development responds appropriately and positively to heritage assets.
- Enhance a sense of place and uniqueness of character by the creative reference to heritage issues, sites and their contexts.
- Acknowledge the history of displacement and segregation within the study area and to seek mechanisms for memorialisation and redress.
- Ensure appropriate adaptive re-use for historic structures and sites.

In respect of the site as a whole the Two Rivers site is of outstanding cultural significance in terms of living memory. The fact that this site holds the two rivers as they draw near and reach their confluence, still remaining within an urban context, is a substantial, authentic indigenous landscape memory that has to be celebrated.

Whilst relevant across and beyond the site, the following areas in particular are sites of living memory and associational value:

- The Vaarschedrift and river confluence sites
- Valkenberg
- The Oude Molen area
- The ridge line between the Black and Liesbeek Rivers
- The Ndabeni area (only part of which is included in the study area).

These sites present, together, opportunities for a range of living memory cultural activities, symbolic memorialisation and commemoration. They must be considered across 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. It is crucial that all affected communities are integral to any project and design decisions in this regard. This is most appropriately conducted at a precinct planning or project level and little more will be suggested.

The provision of a network of public spaces, landscapes and cultural spaces could most appropriately provide the opportunity to link the intangible and tangible heritage related to the site, and would be sufficiently open-ended to accommodate any future, more considered and consultative project input from any relevant parties. Literature dealing with the complexity of tangible and intangible heritage frequently views cultural spaces (in its broadest sense) as the nexus where the tangible and intangible take meaningful form.

Indigenising the Two Rivers landscape and transformation to a commemorative landscape, can be achieved by using land and space within the landscape, and physicality, to give form, structure and functional expression to the intangible cultural heritage of the Khoi and San. These are explored further in the report in this section.

HRDIs are then developed for the individual Landscape Character Areas.

5. Anticipated Impacts on Heritage Resources:

The LSDF is summarised in this Report, focussed specifically on those aspects of relevance to this assessment. A high level assessment of the LSDF follows to establish conformity with high level heritage related development informants. It is noted that conformity with many of even the high level HRDI's in this Report can only be established at more detailed planning levels. The LSDF is therefore assessed for the degree to which it is *sufficiently sensitive* to heritage issues to *enable* effective incorporation of such considerations at later stages in the process, such as Precinct Level Plans and projects, which will trigger the Phase 2 HIAs.

The associations of the site are historically, and in many respects currently, one of dispossession, exclusion, marginalisation and loss. Recognition and redress must be at the core of any heritage sensitive planning process.

Heritage is a creative process, not only about recognising the history of a place, building, or community, but more importantly about creating a new, vibrant future. For buildings, this is called "adaptive re-use", and there good reason at the Two Rivers site that the term

"adaptive re-use" can also be usefully applied at planning level. At this site, the "wholeness" of the site experience does not currently exist robustly at all: an integrated planning and heritage (*inter alia*) design process holds the possibility to create a better future for the site. Arendse (Second Supplementary Report) has presented in his work the concept of a heritage matrix which can attend to First Nation issues. This indigenous heritage underlies all site precincts; the heritage matrix idea provides a spatially rich concept for linking the sites.

LSDF as it addresses the site in its entirety
The Two Rivers LSDF in its essence is regarded as a catalytic project, with a vision based on spatial transformation where social and economic challenges are to be placed at the centre of spatial transformative growth. It explicitly recognises the significance of the heritage issues to inform growth and development, protection and enhancement. "From a heritage perspective, the NHRA speaks to "redressing past inequities", through deepening our understanding of society, encouraging us to empathise with the experience of others, and address the facilitation of healing through both material and symbolic restitution" (pp20, 22).

The Draft Phase 1 HIA (and associated reports), with heritage informants has been incorporated directly into the LSDF where appropriate.

The LSDF recognises the landscape as historically layered, from the whole to the part, and the value of this to enhancing the experience of the site. The provision for a network across the site of public places and spaces, in particular, lays the framework for a proposed cultural heritage project designed, in consultation with the I&APs, to give life and local meaning to the proposals contained within the AFMAS supplementary (First Nations) report and other intangible heritage associations across the site. This will allow for the reconstitution of a fragmented landscape to an indigenous commemorative landscape with distributed spaces of engagement spanning different precincts. The proposal is sufficiently open-ended to accommodate any future, more considered and consultative project input from any relevant parties.

It is essential that this project be commissioned as soon as Precinct Planning for the site is initiated, as no one local area or precinct or developer can host or appropriately reference the aspirations of broader heritage intent. It is suggested HWC play a part in facilitating this. The Western Cape Department of Cultural Affairs and Sport (DCAS) have confirmed that they have identified the Two Rivers site as one of the three sites for the Western Cape Legacy and Resistance route. The City of Cape Town have supported a similar process.

It is proposed this project build on the work undertaken by AFMAS, including the precedent studies, and be driven through the combined and co-ordinated efforts of DCAS, HWC and the CCT. It is important that this project espouses indigenous planning with its hallmark being the centrality of the indigenous worldview. It should incorporate traditional knowledge and cultural identity, in a participatory manner, in the planning process.

Additional proposals which support the heritage concerns include:

- The protection and restoration of the river corridors, floodplains and wetlands which in terms of this Phase 1 HIA is of outstanding cultural significance since, in terms of living memory, it is a substantial, authentic indigenous landscape memory that has to be celebrated.
- The myriad of constraints on the site mean there are few opportunities for re-development. However, proposals for infill, densification and the provision of affordable housing in such an accessible location, together with the potential for the

provision of work provided by the industrial node must be considered of very high socio-economic benefit and offering an opportunity to redress and re-balance in a currently divided city. This is supported.

The proposals for the individual precincts are then assessed and in the main, provided the HRDI's are applied at precinct planning level and heritage impact assessments as triggered by the NHRA undertaken, the concept proposals are accepted in principle.

6. Recommendations:

On the basis of this assessment, it is recommended that HWC:

- endorse this report as having complied with the provisions of section 38(3) (a) and (b) of the NHRA

- endorse in principle the identification of heritage resources, their significance and the Heritage Related Design Informants as a basis for informing further assessment in subsequent Phase 2 HIAs;

- provide Interim Comment to support the Two Rivers LSDF in principle, on condition that precinct level development proposals are to be assessed in Phase 2 HIAs and submitted to HWC for approval;

on condition that:

- the project area as the historic landscape of the indigenous First Nations, is recognised.
- That spatialising the indigenous narrative will constitute acknowledging the indigenous narrative;
- A re-naming process should be introduced as an integral part of the indigenising of the study area landscape as well as recognising that the greater Two Rivers area has been developed in many ways over time.
- The Western Cape Department of Transport and Public Works, HWC and the City of Cape Town engage with DCAS to agree on funding and initiating a proposal for the cultural heritage project for the entire Two Rivers site, preferably to be undertaken before Precinct Planning for the first precinct is completed and in consultation with all relevant I&APs.

7. Author/s and Date: This Phase 1 HIA (September 2019) has been prepared by Cindy Postlethwayt.

8. Procedures followed: This HIA is prepared in terms of Section 38(8) of the NHRA.

The Draft Phase 1 HIA is to be advertised to all identified I&APs for a period of 60 days. This is to be undertaken simultaneously with the public participation process for the Draft LSDF. However, only heritage related comments will be considered for incorporation into the final Phase 1 HIA. Other matters will be taken up through the LSDF process.