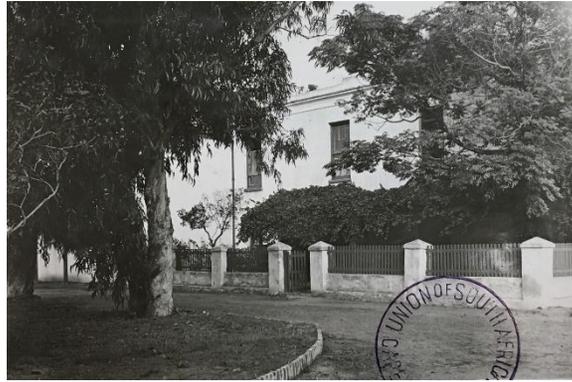


FINAL HERITAGE IMPACT ASSESSMENT (V3) FOR THE PROPOSED DEVELOPMENT OF OUDE MOLEN PRECINCT: PORTION OF ERF 26439-RE CAPE TOWN WESTERN CAPE

FEBRUARY 2026

Submitted for Decision in terms of Section 38(4) of the NHRA (HWC Case Number : 21022615SB0330E)



E: cindy@cpheritage.co.za



Client: Western Province Government: Department Of Infrastructure: Directorate: Programme – Special Projects

EXECUTIVE SUMMARY

NOTE: IT IS TO BE NOTED THAT THIS FINAL VERSION OF THE HIA HAS BEEN AMENDED IN RESPONSE TO THE FURTHER REQUIREMENTS OF HWC AND IS PREFACED BY A FURTHER REQUIREMENTS REPORT DATED FEBRUARY 2026, WHICH ADDRESSES THESE REQUIREMENTS DIRECTLY AND INDICATES WHERE AMENDMENTS HAVE BEEN MADE TO THE HIA.

1. **Site Name:** Oude Molen Precinct (OMP)

2. **Location:**

The property concerned, a portion of Erf 26439-RE, Cape Town, is bounded to the west by the Black River flood plain, to the south by the Vincent Pallotti Hospital, Alexandra Road to the east and Maitland Garden Village to the north.



3. **Description of Proposed Development:**

The current vision statement for OMP, which was derived largely following an initial public engagement process remains applicable: “ A safe, walkable and sustainable eco-neighbourhood, with compact mixed-use developments, integrating education, affordable housing, public facilities and open spaces, while providing equitable access to cultural

heritage and natural reserves.”. The strategic location of the site within the broader metropolitan area is noted, as well as the imperative for the Western Cape Government as the property owner to optimally utilise the site to achieve broader spatial justice objectives. The Department of Infrastructure remains the custodian of this property and landlord to the tenants that occupy the property. Any plans for this property have always been premised on the DoI and the Western Cape Government's commitment to ensure that the property reaches its highest and best potential in serving the wider communities of the Western Cape, while facilitating an integrated development that provides a residentially led mixed use development inclusive of affordable housing (including social housing) with access to job opportunities, education, and natural and heritage resources to all; not just a select few.

The conceptual proposals are high-level by design to allow for maximum flexibility within the identified constraints and ensure that the concept results in a viable development opportunity. Further detail will be unpacked through the package of plans process as allowed for in terms of the Cape Town Municipal Planning By-Law. This will entail the submission of a Development Framework Plan (which is to be consistent with the provisions of the Two Rivers Local Spatial Development Framework) with an associated basket of rights, together with the application to rezone the site from Utility to Subdivisional Area to accommodate the anticipated range of land uses.

This initial Land Use Management submission (LUMS), once approved, will be followed by subsequent applications for the approval of Precinct Plans, Site Development Plans and subdivisions to unlock the rollout of development of the approved basket of rights.

Following an iterative design process, the proposed Preferred Alternative mixed use development envisages:

- 1364 housing opportunities of which 34% are inclusionary units (Social and First Home Finance & Subsidy Assistance

(FLISP) housing) and 66% are open market dwelling units (apartments and row houses).

- Approximately 18 981m² GLA offices
- Approximately 3 379m² GLA retail
- An Interpretive Centre of approximately 788m² GLA

The redevelopment of the site is expressly designed around the retention and re-purposing of the primary tangible heritage resources and groupings, namely the Homestead complex with the superintendents building and frontage with the riverine corridor; and the F-Shaped Wards and Dining Room as a grouping, boiler room and managers cottage. It also makes provision for the expression of intangible heritage linked to the cultural heart of the site.

Other buildings older than 60 years are proposed to be demolished to allow for more rational redevelopment blocks.

In addition, it includes:

- Cultural Garden / Indigenous Food Garden
- Event Amphitheatre
- Swimming Pool and associated open space
- Access to the Green Common & River Linkages

The development concept has been amended following public participation.

4. Heritage Resources Identified:

The Oude Molen Precinct is part of the broader Two Rivers landscape. It has historical, social, associational, architectural, aesthetic and potential archaeological significance. Components of the site have outstanding heritage value such as the homestead precinct. The combination of the open flood plain to the west and on-site qualities of place, which is borne of its layered history, represent a relatively uncommon rich historical nexus embedded within the City.

The Black River floodplain slopes (outside and to the west of the site) rise to a generally linear pattern of buildings of heritage value set within the well vegetated Oude Molen site. These buildings include, at its focal point, the Miller's House, or Oude Molen homestead, which is the very earliest extant historic structure. The F-shaped wards, together with a number of other buildings associated with the institutional history of the site are of varying heritage value and spaced along the original approach road to the homestead.

Visual spatial qualities are positive in the sloping floodplain landscape leading to the Oude Molen site which provides it with much of its broader contextual aesthetic significance.

The site is of very high, multi-layered and complex, heritage significance, derived from multiple uses, by diverse groups of people over a very long time. This includes:

- It has associational, cultural and social significance to First Nation groups who consider it part of the broader historic landscape between the Black and Liesbeek Rivers which marks one of the earliest and more identifiable historical frontiers that were to eventually herald the destruction of the Khoekhoen Nation. Members self-identifying as Goringhaicona currently use parts of the site for ceremonial and gathering purposes. The matrix of intangible heritage footprint that extends over the entire Two Rivers landscape and beyond is recognized.
- It is significant from an historical, architectural and archaeological perspective as it contains the site of an early VOC mill dating to 1718 and the remnants of the associated early historic werf (early eighteenth century).
- It is of historical and archaeological significance as a place of banishment and imprisonment, for two years,

of the Zulu king, King Cetshwayo and of associated significance to the Zulu Nation.

- The F-shaped wards and associated psychiatric hospital buildings are of architectural, historical and social significance as a typical early 20thC example of segregated medical treatment serving a particularly marginalised sector of society, those with mental illness, framed by the apartheid attitudes and imperatives of the 20thC period. They are historically linked to the historic Valkenberg Psychiatric Hospital.
- It is of historical significance as witness to the rise and fall of the segregationist policies under the Apartheid government (although this is not unique to this site).
- With some important historic buildings and aspects of small-scale urban agriculture and community gardening, in its current condition, as a relict institutional 'parkland' overlaid upon an early farm, overlaid upon an earlier indigenous landscape; surrounded by infrastructural spatial 'barriers' between neighbourhoods, the site lacks a clear identity, and spatial cohesion. It is neither truly 'urban', nor essentially 'rural'.

Considerably varying levels of tangible and intangible heritage significance are proposed for individual buildings, groups of buildings, archaeological, visual and other heritage resources. However, overall the site is proposed as being of Grade II heritage significance

5. Anticipated Impacts on Heritage Resources:

The site has layered heritage significance with tangible heritage dating to an early VOC mill (1718) and the remnants of the associated early historic werf (early eighteenth century), both of

which are rare; to the racially segregated 20thC institutional history of Valkenberg. Intangible significance is equally significant, with major historical themes including First Nation considerations; the incarceration of King Cetshwayo and of associated significance to the Zulu Nation; and the segregated psychiatric facilities for people of colour who were treated unequally in the system of mental health provision. Its *raison d'etre* lies in what was the site's isolated position at the edge of the City for centuries – windy and poor farming conditions suitable for windmills and milling; a place of banishment; a place for the marginalised.

The primary heritage associations are those of dispossession, exclusion, imprisonment, marginalisation and loss. Given the liminal location of the site now, at the junction (defined by the river corridor) between the more historical development of the City at the base of the Table Mountain chain (generally the locus of privilege), and the Cape Flats (generally defined by the historical lack of privilege and removal), the site is spatially and symbolically ideally located to recognise the history of the site and simultaneously address the pressing historical spatial injustices of this City. This is apt.

The redevelopment of Oude Molen presents a transformative opportunity to unlock the area's economic potential and create substantial socio-economic benefits, while restoring, preserving and expanding upon its cultural heritage. In the broader context of the urban environment, the development of the Oude Molen site will capitalise on the strategic nature of the site as well as the broader economic opportunities. In addition, the development will provide a degree of affordable housing in a well located area close to work opportunities.

There is thus a significant beneficial socio-economic dimension to the re-development of the site. There is also the potential to bring new life to sorely neglected historical buildings, to finally

locate the mill ruins and, more widely, extensive earthmoving could yield tangible evidence for the presence of Khoekhoen in the area, or King Cetshwayo's presence on the property.

Opportunities are presented to preserve and integrate the remnants of built form and memory within future planning and design, allowing for marginalised narratives to find expression.

Whereas the development proposal is congruent with development strategies for the area and no fatal flaws are implicit within the proposed site development plans, localised and visual impacts perceived by the receptors and possible visual concerns identified within this report must be reduced through the application of the mitigation measures as described.

The planning and design of the initial Preferred Alternatives have been refined in response to I&AP comments and specialist reports, as well as contextual cultural landscape informants, including visual indicators and view considerations, and later HWC through an iterative process of engagement. Meaningful mitigation can reduce the significance of the visual impacts to 'neutral', meaning that (once mitigated) the proposed development would cause no discernible *deterioration* to the existing views or visual resources (not withstanding that these views may be different). The updated Preferred Final Alternative (Alternative 4c) is now the most resolved, contextually appropriate, and comfortably fitting of the options explored.

Considered holistically, therefore, the Visual Impact of the proposed development will cause little detrimental effect upon visual resources, environment or on human well-being; and with the implementation of the mitigation measures as described, should remain within visual, heritage and environmental quality standards, targets, and legal requirements; to the approval of the relevant authorities.

Although the proposed development will result in an altered sense of place, including the reduction of the bucolic character of the site through increased building density, the loss of some buildings (of lesser significance), and a loss of informality through a more formally ordered urban layout, the overall benefits to on-site and associational heritage and the pressing demands of the City justify these changes. Meaningful mitigation can reduce the significance of the heritage related impacts and a number of measures are proposed in this regard, to be addressed at later stages in the development process.

Opportunities for memorialisation of all aspects of the site's intangible heritage, history, links to the Two River's Landscape and links to the Tussen Die Riviere Resistance and Liberation Heritage Route require the engagement of all directly relevant interested and affected parties and should be led by the Department of Arts and Culture in respect of the latter and the WCG site custodian in the respect of the former, as site development plans and development take shape.

Cumulative impacts can be expected given that that urban intensification is likely to continue within identified nodes for development within the contextual area generally and within the broader Two Rivers area specifically - thereby increasing pressure upon all existing urban systems and creating what could be construed as a loss of quality of open place within the area.

6. Recommendations:

It is recommended that Heritage Western Cape:

- Endorses this report as having met the requirements of Section 38(3) of the NHRA;
- In terms of Section 38(4) of the NHRA supports the Development Framework, draft Precinct Plan and Urban Design Guidelines, and proposed preferred alternative development 4c described in Annexure H of this report.

This is to be subject to the on-going application of the heritage indicators included in Section 12 of this report and mitigation measures included in Section 17 of this report and on the understanding that refinement of areas of heritage concern will be undertaken and resolved appropriately at subsequent design levels. All proposed mitigation measures must be appropriately included in any further planning and design documentation that follows this phase of approvals (e.g.: Precinct Plan, SDP and Building Plan stages). These should be submitted to HWC for confirmation of conformity with indicators and mitigations proposed, and Draft Precinct Plan and UDG, appropriate to the level of detail of the planning phase.

- Approves the demolition of the buildings older than 60 years identified in Figure 183 in this report.
- The archaeological indicators should be considered during design development phase of this project going forward; of particular importance are the following considerations:
 - The very high archaeological sensitivity of the likely site of the mill ruin should be considered a no-go area for any development going forward;
 - Test trenching in the area of the mill should be undertaken to test for the presence of the mill.
 - This should be undertaken in terms of a work plan to be prepared for approval by HWC.
 - The trenching should be undertaken prior to the next phase of design development such that the outcomes of this work can inform the design process going forward

7. Author/s and Date: This integrated HIA (February 2026) has been prepared by Cindy Postlethwayt.

Project Team contributions include, *inter alia*:

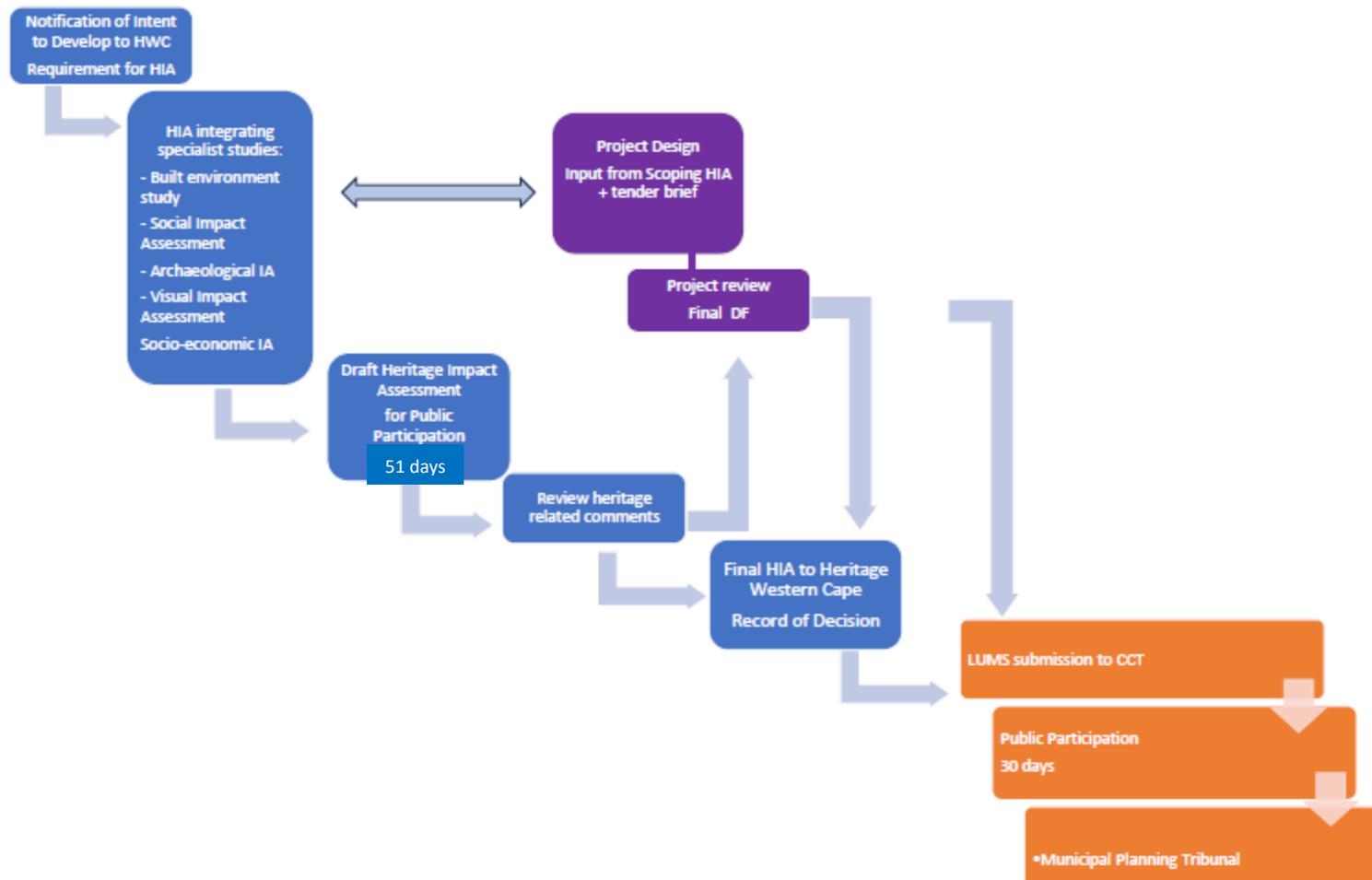
- Visual Impact Assessment: David Gibbs

- Archaeological Impact Assessment: Katie Smuts of Rennie Scurr Adendorff (RSA)
- Historical Background: : Integrated by Cindy Postlethwayt incorporating extracts from research undertaken by Jim Hislop (undated) and Bridget O'Donoghue 2022
- Social Impact Assessment: Ron Martin, incorporating extracts from a Social & Socio-economic Baseline Report prepared by Tony Barbour and Schalk van der Merwe 2022
- Built Environment Study: Integrated by Cindy Postlethwayt incorporating extracts from a Built Environment Baseline Study prepared by Sarah Winter, Nicolas Baumann & Wendy Wilson, 2022
- Heritage Architect: Tony Danev of SVA
- Public Facilitation: Amanda Younge Hayes incorporating public engagement previously undertaken by Chand Environmental Consultants.
- Socio-Economic Impact Assessment: Alex Kempthorne of Urban Econ
- Project Lead & Town Planning: Nigel Burls and Associates.
- Urban Design: SVA International.
- Landscape Architect: Planning Partners.

Procedures followed: The HIA follows the requirements of s38(4) of the NHRA. The draft HIA (version 1) was advertised for comment and comments were incorporated for consideration into the final proposals and HIA. The Draft Precinct Plan had been amended in response to input made during public participation.

This Final HIA (v3) has been amended in response to the Further Requirements of IACom (the essence of which is described in the preface Further Requirements Report dated February 2026 to which this HIA is appended) and was advertised for comment (V2) before re-submission.

SIMPLIFIED¹ PROJECT STATUTORY PROCESS CHART



¹ Excludes iterative processes with HWC

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Statement of Independence

Cindy Postlethwayt hereby declares that I have no conflicts of interest related to the work of this report. Specifically, I declare that I have no personal financial interests in the property and/or development being assessed in this report, and that I have no personal or financial connections to the relevant property owners, developers or financiers of the development. I declare that the opinions expressed in this report are my own and a true reflection of my professional expertise. There is no financial gain tied to any positive comment or outcome. Professional fees for the compilation of this report are paid by the client, but are not linked to any desired outcome.

All intellectual property rights and copyright associated with Cindy Postlethwayt's services are reserved, and project deliverables, including hard and electronic copies of reports, maps, data, and photographs, may not be modified or incorporated into subsequent reports in any form, or by any means, without accurate referencing to this work. Any recommendations, statements or conclusions drawn from, or based upon, this report, must be accurate and make reference to the source.

1. Property details

The property concerned (site), a portion of Erf 26439-RE, Cape Town, also referred to as the Oude Molen Precinct (OMP), is bound by Maitland Garden Village to the north, Berkley Road Industrial Triangle to the north-east, the Black River flood plain to the west, Vincent Pallotti Hospital to the south and Alexandra Road to the east. The overarching Erf 26439-RE measures 44.03ha in extent and comprises of two distinct portions on either side of the Black River corridor and Black River Parkway, connected by a narrow strip across the river which coincides with an existing road. The western portion of the erf comprises Valkenberg Psychiatric Hospital, which portion is excluded from consideration in the HIA.

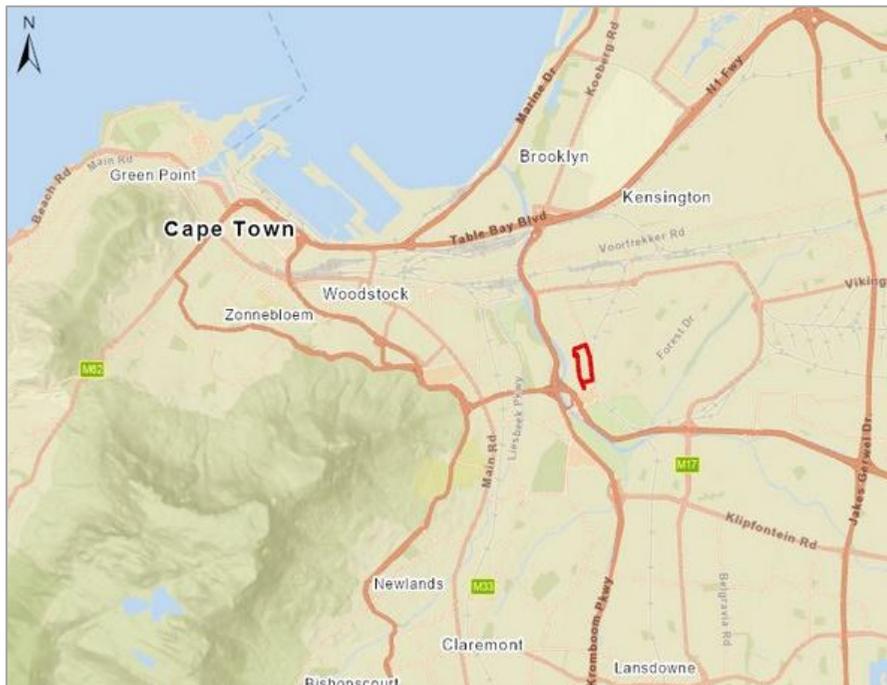


Figure 1: Site in the regional context (Cape Farm Mapper – CFM)

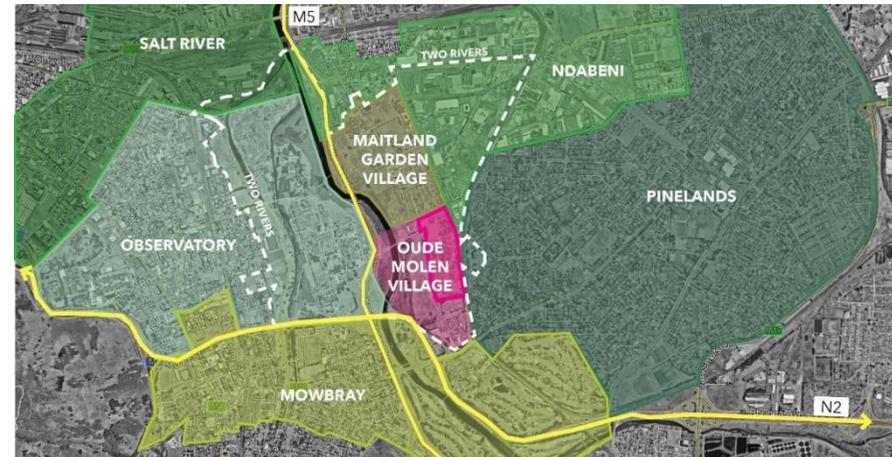


Figure 2: OMP, surrounding neighbourhood context, the Two Rivers Local Spatial Development Framework area (TRLSDF), white dash.



Figure 3: OMP (red outline), a portion of the larger Erf 26439-RE Valkenberg Psychiatric Hospital (green outline).



Figure 4: Site in immediate context

The site is owned and managed by the Western Cape Government (WCG) and leased to a range of tenants for business, residential, community facility, gardening and recreational purposes. The public has access to the site for these various uses.

2. Introduction

The Western Cape Government: Department of Infrastructure Directorate: Programme – Special Projects (WCG), the applicant, has procured a Lead Consulting Entity and a suitably qualified and experienced multi-disciplinary team of built environment professionals to undertake the required workstreams to secure appropriate development rights for the proposed development of the Oude Molen Precinct (OMP). In terms of this appointment, Cindy Postlethwayt has been contracted as Lead Heritage Practitioner to conduct a Heritage Impact Assessment (HIA) for the site, satisfying Section 38(4) of the National Heritage Resources Act (NHRA).

3. Background

The OMP has been identified by the WCG as a potential site for redevelopment. It is a component of a programme of WCG projects located within the Two Rivers Local Spatial Development Framework (TRLSDF) area.

The OMP is one of the initial precincts as stipulated within the Implementation Framework contained in TRLSDF. In terms of this, consideration is to be given to retaining buildings of cultural and historical significance, and existing productive economic activity within this precinct and where possible, be incorporated into the possible redevelopment precinct proposals. The current vision statement for OMP, which was derived largely following an initial public engagement process, is: *“A safe, walkable and sustainable eco-neighbourhood, with compact mixed-use developments, integrating education, affordable housing, public facilities and open spaces, while providing equitable access to cultural heritage and natural reserves.”*. Development alternatives will be assessed in the HIA Assessment Phase.” (WCG Tender terms of reference 2023).

There are no National Environmental Management Act (NEMA) triggers. The proposed development triggers Section 38(1) of the

National Heritage Resources Act (NHRA). Accordingly, a Notification for Intent to Develop (NID) was submitted to Heritage Western Cape (HWC).

In response to the NID, HWC required a Heritage Impact Assessment that includes:

- Visual Impact Assessment (VIA);
- Cultural Landscape study;
- Built Environment study;
- Social Impact Assessment (SIA);
- Archaeological Impact Assessment (AIA)

The HIA must have an overall assessment of the impacts to heritage resources which are not limited to the specific studies referenced above and an integrated set of recommendations. A copy of the RNID is included in [Annexure A](#). The HIA will be conducted in terms of Section 38(4) of the NHRA.

4. Methodology

This HIA is structured to fulfil the requirements of Section 38(3) of the NHRA and to respond to the requirements of HWC, generally in accordance with their Guidelines for NID and HIA submissions dated February 2021, and specifically in accordance with the requirements outlined in the RNID.

The registered Conservation Bodies, City of Cape Town Municipality, South African Heritage Resources Agency (SAHRA) and other Interested and Affected Parties (I&APs) who were identified in preliminary stakeholder consultations and two calls for registration, were asked to comment on the two Draft HIAs. The comments have been considered for incorporation into the findings and recommendations of the Final HIA.

More specifically, the methodology has involved the following:

Scale of Analysis: three scales of analysis inform the assessment of significance – that of the broader urban landscape context;

the more localised scale of the surrounding urban areas; and the site. A morphological analysis of the affected landscape and site was undertaken to assist in understanding the heritage and visual sensitivities and inform the nature of the proposed development for the site.

Historical review: The following sources of material have been consulted:

- Previous heritage studies insofar as they related to the current study. These include the Heritage reports on TRUP and the site; and Information contained in 2022 specialist baseline studies for the OMP.
- Research based on current information available at the City of Cape Town and by the examination of secondary sources listed in the Reference section of this report.

Field Survey: A number of site visits were undertaken to establish the physical properties of the site and landscape and identify the patterns and features of historical and visual significance.

Policy Review: A review of relevant heritage and planning policy frameworks informs the assessment.

Specialist study: The findings of specialist studies have been integrated as appropriate into the report.

Design Informants: Heritage and related issues are identified, and heritage design informants proposed to guide future development. These are derived from policy frameworks, the historical and morphological analyses and the statement of heritage significance.

Project Team contributions include, *inter alia*:

- Lead heritage practitioner: Cindy Postlethwayt integrating and adapting a 2022 Baseline HIA by Bridget O'Donoghue and an Historical Background study: Jim Hislop
- Visual Impact Assessment: David Gibbs.
- Archaeological Impact Assessment: Katie Smuts of Rennie Scurr Adendorff (RSA) .

- Social Impact Assessment: Ron Martin, integrating and adapting a 2022 Social & Socio-economic Baseline Report prepared by Tony Barbour and Schalk van der Merwe.
- Built Environment Study: Cindy Postlethwayt integrating and adapting a 2022 Built Environment Baseline Study prepared by Sarah Winter, Nicolas Baumann & Wendy Wilson.
- Heritage Architect: Tony Danev of SVA.
- Public Facilitation: Amanda Younge Hayes incorporating public engagement previously undertaken by Chand Environmental Consultants.
- Socio-Economic Impact Assessment: Alex Kempthorne of Urban Econ
- Project Lead & Town Planning: Nigel Burls and Associates.
- Urban Design: SVA International.
- Landscape Architect: Planning Partners.
- Aquatic Specialist Assessment Report: Toni Belcher.

5. Assumptions and Limitations

As a standard preface, it is accepted that historic records must always be open to question. As examples (and following Hart T), before 1652, there was no formal standard by which place names were derived. Even after, for many years, names such as the Salt River, Liesbeek and Black Rivers tended to be used interchangeably. Thus caution must be exercised in using early historic spatial records. Restrictions of the written archival record include contemporary selection, modern selection, bias and interpretation. Records written reflect the author's or a section of society's point of view of events. Archaeological records equally have inherent restrictions - in particular, with respect to highly mobile herding communities who seldom spent enough time in one place to leave an identifiable archaeological signature (Smith et al. 1991, Hart 1984).

The information and assessments supplied by others are assumed to be accurate and a fair representation of the circumstances or

proposed development. It is assumed all relevant information has been or will be disclosed.

It is noted that the significance of a heritage resource is dynamic and multi-faceted, as interest groups and societal values change over time. It is thus neither possible, nor appropriate to provide a definitive statement of heritage significance. Nonetheless, every effort has been made to ensure that the heritage statement is as accurate a reflection of significance as is currently possible to ascertain.

This report will not address heritage impacts beyond the site boundaries that may result from the laying of pipelines, electrical and other related infrastructure between the site and elsewhere should it be required.

Other assumptions and limitations are included in the individual specialist reports, appended to this HIA.

6. Legal frameworks

This HIA is submitted for Decision by HWC in terms of Section 38(4) of the *NHRA*.

In terms of the *City of Cape Town Municipal Planning Bylaw*, The property is zoned for 'Utility' which does not accord with the existing uses on site. The specific nature of the various applications to be made to facilitate any redevelopment will emerge from the design for the redevelopment of the site. The planning authorisation process will follow a "package of plans" approach, where approval is secured for a Development Framework with a basket of rights in the first instance, followed by subsequent approvals of Precinct Plans and Site Development Plans which unpack the proposal and allocate land use rights in further detail.

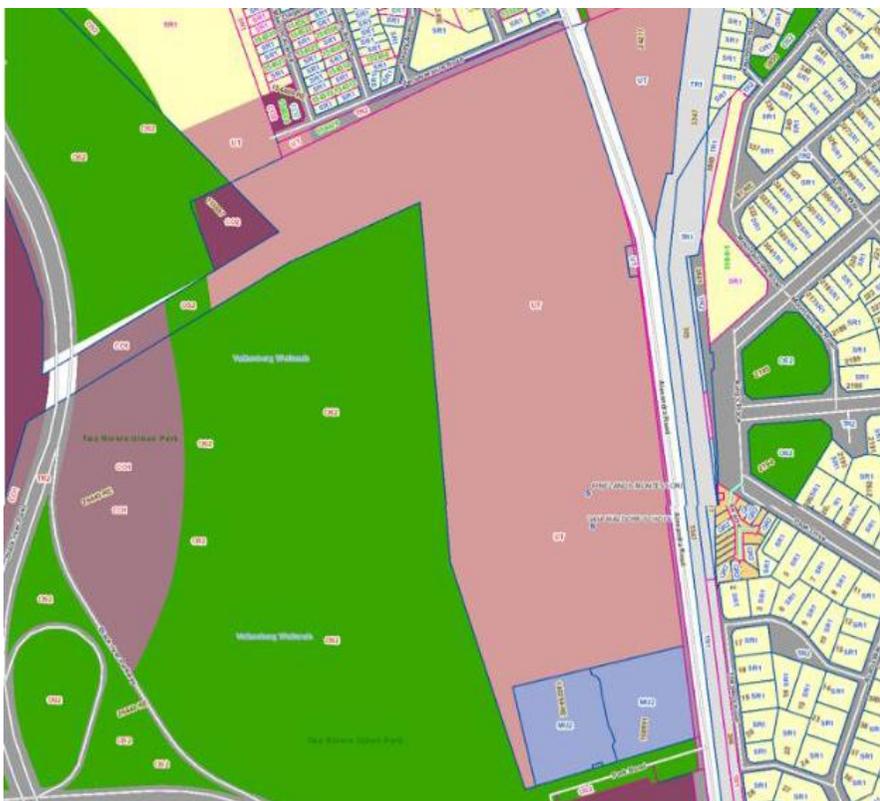


Figure 5: Existing Zoning (CCT)

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

As far as can be ascertained by the landowner, no land claims for the Oude Molen site have been received by the Commission and consequently no claims adjudicated.

There are however limitations contained within the Restitution of Land Rights Act including that it does not provide for claims of land by communities before 1913 (The 19 June 1913 cut-off is constitutionally mandated, entrenched under section 25(7) of the constitution of South Africa, 1986, as it was the date of the promulgation of the Natives Land Act, 1913), despite the documentation of the colonial governments allocation of land traditionally utilised by local indigenous groups to the settlers. Claims by the descendants of these groups have not yet been addressed by the SA government².

Possible amendments to the restrictive terms of the Act were initiated in 2016 with the drafting of the Exceptions to the 1913 Natives Land Act Cut-off Date Policy by the (then) Department of Rural Development & Land Reform (DRDLR), in consultation with the Khoe & San Reference Group on Land Restitution, the latter group comprising of Khoe and San representatives from each of the nine provinces. The policy served to codify the exceptions to the 1913 Natives Land Act cut-off date to accommodate the descendants of the Khoe and San as well as heritage sites and historical landmarks that were considered to be of particular significance to traditional and indigenous communities disposed before said date. In accordance with this policy, the Gorin Haiqua Tribal House provided a submission to the DRDLR to establish a presence on Oude Molen, which it saw as the last representative portion of land that formed part of the *T'Groenveldt* farmland that could be restituted. This proposed presence included, *inter alia*, the establishment of a cultural centre, agricultural enterprise, medicinal herbs and indigenous plants, space for rituals & cultural events and a residential

² Refer also to the Social Impact Assessment [Annexure D](#).

component. Formally, this process is still under consideration by the successor of the DRDLR.

Notwithstanding the above-mentioned, 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.” (Attwell et al 2017)

7. Policy Frameworks

7.1 CCT Heritage Audit

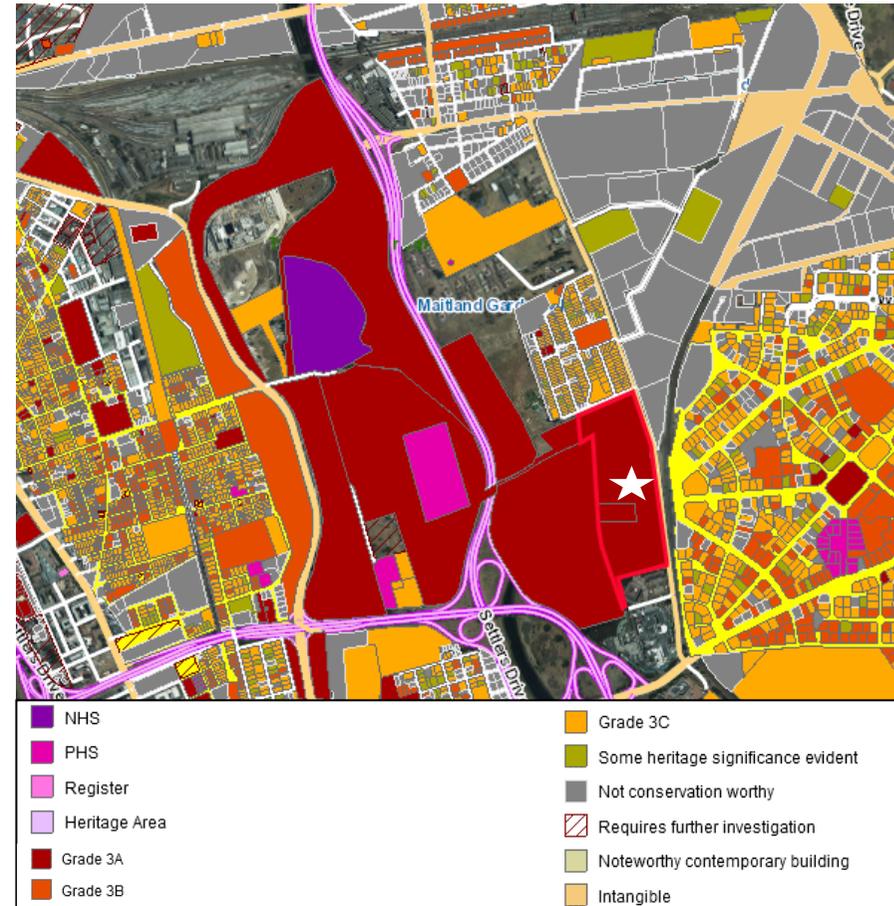


Figure 6: Location of OMP (starred) as a Grade IIIA site within a context of surrounding heritage resources, CCT Sept 2023

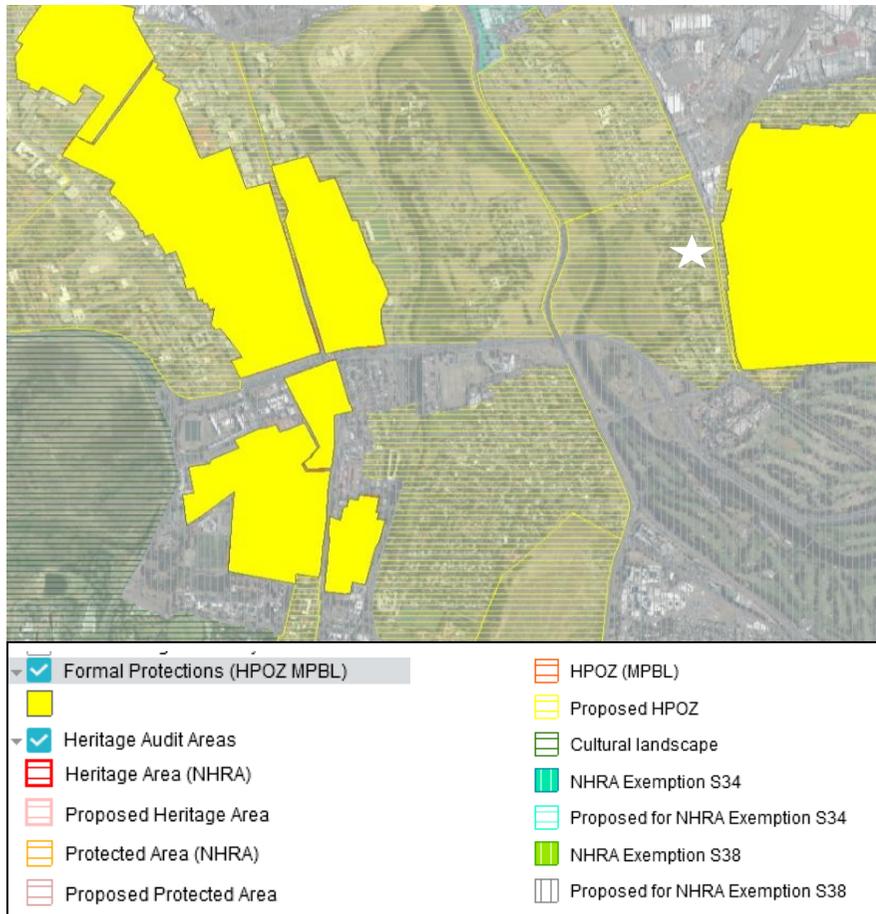


Figure 7: Location of OMP (starred) within the context of the CCT declared and proposed Heritage Protection Overlay Zones (HPOZ), CCT 15 Sept 2023.

³ Further information in this regard is provided in the Social Impact Assessment (Annexure D), but this section is restricted to the most significant for the purposes of an HIA.

7.2 CCT Planning Policy³



Figure 8: In terms of the 2023 approved Two Rivers Local Area Spatial Development Framework (TRLSDF), Oude Molen is identified as being part of an area earmarked for mixed use intensification and new development.

In terms of the 2023 approved Table Bay District Spatial Development Framework, Oude Molen is included as a Development Focus Area, with the riverine corridor to the west as an Environmental Focus Area. In terms of this, the 2003 Two Rivers Urban Park Contextual Framework Policy has been withdrawn as motivated in the following extract:

Two Rivers Urban Park Contextual Framework Policy 2003	The emphasis on inward growth and imperative to use public land for spatial transformation necessitated a new vision for this area. The TRUP LSDF is currently a draft document considering more intense uses of the area while maintaining a viable high quality open space network.
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Included as part of Sub-District 3, the proposals contained within the TRLSDF are confirmed, and the Spatial Development Objectives and supporting Development Guidelines articulated further.

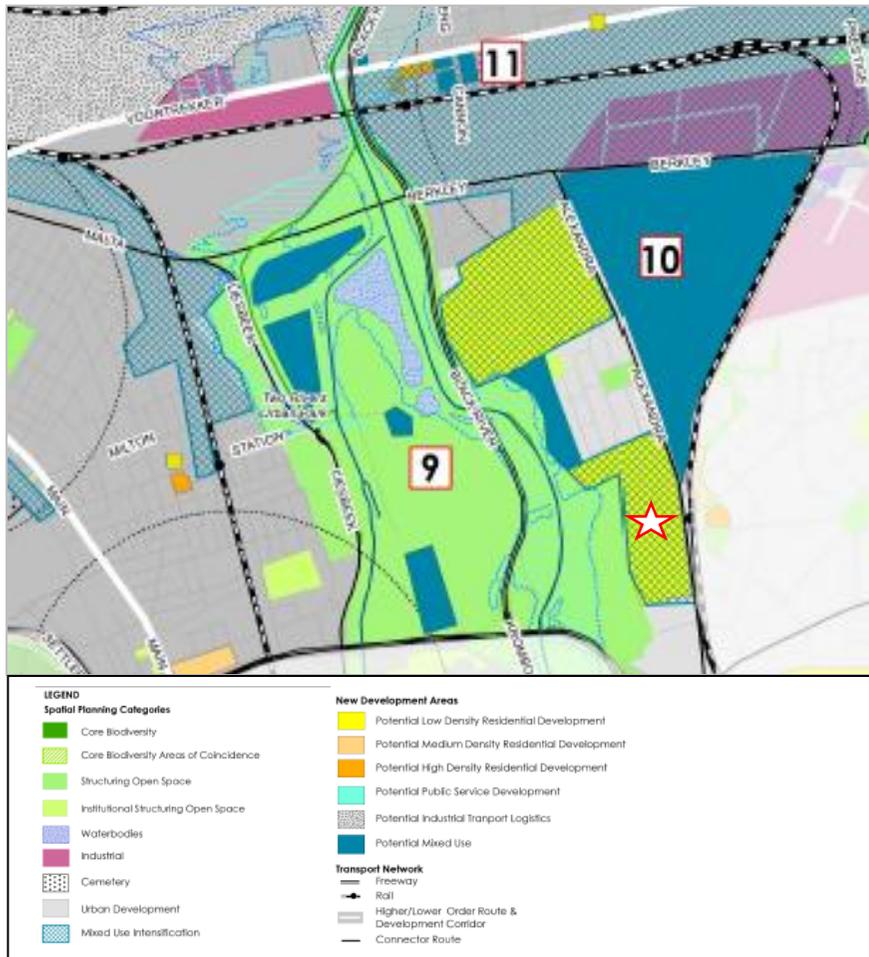


Figure 9: Extract Table Bay District SDF 2023: Subdistrict 3



Figure 10: Table Bay District SDF 2023: Subdistrict 3 Urban Restructuring & Upgrade Plan

“The land bordering and surrounding the Liesbeek, Salt and Black Rivers - the rivers in this sub-district - is a focal point for public investment, due to significant public land holdings. The draft Local Spatial Development Framework (2019) indicates an opportunity to rationalize and develop underutilised state owned land and facilities around the area. The large areas of state land can advance spatial justice and urban restructuring and accommodate natural population growth and demand for housing close to areas of employment and services. The Two Rivers Urban Park remains a valuable part of the public open space network and a potential flagship urban green/river corridor and its functioning must be enhanced in this respect. This future development of the area presents an opportunity to provide a “live, work, play” environment connecting people to the ecological areas and park like environments around the rivers.

... Maitland with its industrial economic uses is undergoing a transition to a more mixed use profile, with the development of affordable residential units. The guidelines below reflect the need to balance urban development with heritage interfaces and environmental concerns in order to enhance and maintain an integrated and inclusive human settlement in the sub-district". (DSDF EMF Vol 2: 105).

Oude Molen is a development focus area "as a continuation of previous planning".

4.1.5.1 Strategic Sites	
Spatial Development Objectives	Supporting Development Guidelines
Facilitate the development of public land and mixed use development in the sites around the TRUP to support transit oriented development cognisant of and complementary to the ecological and heritage value of the area. NDA areas ?	<p>Built Form</p> <ol style="list-style-type: none"> 1. Allow for appropriate increased density, height and bulk in order to develop a mixed use precinct that enhances the quality of the open spaces and provides a strong urban character and identity. 2. Ensure a variation of heights to avoid monotony and the consideration of important view corridors through the site with special consideration of views from and to heritage features. 3. Encourage a mix of land uses (commercial, institutional and residential) that will ensure an environment of high amenity to both residents and visitors. 4. Buildings should front onto and allow interaction with a network of public open spaces and river corridors and enable passive surveillance. 5. The precinct should allow for active interfaces along its edges, and public spaces surrounding developments should be planned to ensure continuous public access to high quality designed or conserved public open spaces in line with the provisions of the TRUP LSDF framework. 6. Encourage an urban form based on existing character; buildings should define a system of courtyards that are linked by a legible pattern of pedestrian routes. 7. Ensure appropriate interfaces between heritage buildings and new developments 8. Encourage green buildings and net zero carbon precincts where possible. <p>Land Use</p> <ol style="list-style-type: none"> 9. Promote intensification, mixed use development and residential densification along Alexandra and Berkeley Road extension and portions of Station Road extension (within Alexandra Institute) in support of activity routes 10. Support redevelopment of state owned land at Oude Molen for mixed use development including residential particular around the Pinelands station. 11. Encourage commercial use along Alexandra road; residential and urban agriculture activities should be located towards the western edge of the site as a transitional zone adjacent to the urban park. 12. Encourage a development approach that is based on social and land use integration with a focus on sustainable design. 13. Support intensification along Alexandra edge of Alexandra Institute 14. Support strategic focus as scientific/industrial hub (CTHP) at Ndabeni. 15. Support location of SKA HQ at Observatory Hill and Data centre at Ndabeni 16. Consolidate and intensify land uses in City Depots in Ndabeni to release underutilised land 17. Formalise Sports Node south of Station Road especially on underutilised land <p>Character</p> <ol style="list-style-type: none"> 18. Acknowledgement of intangible heritage in the site layout and design. <p>Movement</p> <ol style="list-style-type: none"> 19. Preserve view corridors in public spaces through design of the site. 20. Development layouts to facilitate public transport provision, and encourage road structures that provide logical and accessible public transport and HMT infrastructure 21. Provide and develop opportunities for interpreting and celebrating heritage within TRUP and surrounding areas <ol style="list-style-type: none"> 22. Improve the connection between TRUP and surrounding areas and reinforce missing east - west links in the form of Berkeley Road extension, Station Road extension (Observatory) PT and a stronger link to Valkenberg and Oude Molen. 23. Promote HMT along north south routes at Alexandra Road and along the River corridor. 24. Reinforce development around station precincts especially, Pinelands, Ndabeni, Maitland. 25. Strengthen east-west linkages between Maitland, Observatory and Pinelands, Oude Molen and Ndabeni through the development of Berkeley Road extension. 26. Strengthen north-south activity corridors along Alexandra between Ndabeni and Oude Molen.

Table 1: Extract 2023 approved Table Bay DSDF Vol 2 p115-116

8. Historical background

This historical background to the site and context has been exhaustively and authoritatively researched over many years, most recently documented and extended by Bridget O'Donoghue in a Baseline Study for the site dated 26 October 2022. Information from said report is extracted directly herein (without detailed referencing for ease of reading). The emphases and conclusions drawn however, are those of the current heritage team. Moreover, due to the very comprehensive body of research previously prepared for this historically rich site, much of this detail is included as [Annexure B](#) and related sources listed in said reference section. The key themes are generally summarised here for ease of reading and focus. In addition, sections of the Social Impact Assessment ([Annexure C](#)) have been included as relevant but should be read directly for a more comprehensive historical background.

8.1 Landscape Context

The OMP site is located on the eastern bank of the Black River, directly to the east of and above the floodplain. Located on elevated ground, it offers majestic views of Devil's Peak to the west. This setting is one of the most distinctive aspects of the OMP site.



Figure 11: Black River floodplain, Devil's Peak and Lions Head, seen from just outside the site boundary fence (Gibbs).

Historically, the Black- Liesbeeck- and Diep River systems drained into a large estuarine delta/ lagoon which essentially constituted the old Salt River. The Salt River was influenced by coastal processes, seasonal rainfall and other factors, and did not have a stable mouth. The mouth meandered from the Culemborg shunting yards, across Paarden Island, and as far north as Milnerton, and at times there were even more than one mouth. The channels of Liesbeeck and Black Rivers themselves were subject to environmental forces such as tide and weather, and were also in some state of flux (Attwell Associates/ ARCON, 2017). Large wetlands were located along the confluence and lower reaches of the tributary rivers – the Raapenburg Bird Sanctuary and Rietvlei have survived as examples.

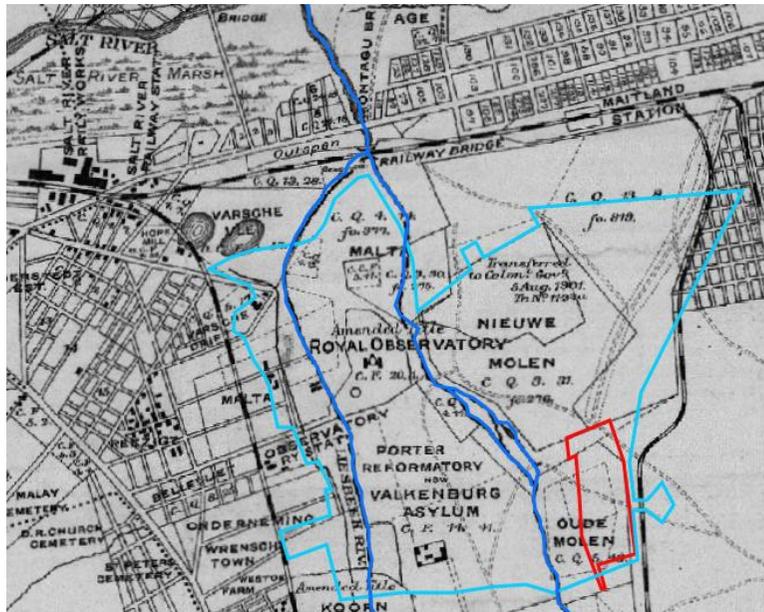


Figure 12: TRLSDF area (light blue) and OMP site (red) indicated on 1901 Map of the Cape Division. The course water indicated on the 1901 map is also reflected on the Thibault survey and a 1831 diagram (CCT).

The construction of Maitland Rd (now Voortrekker) in 1830 followed by that of the Wellington railway line in the early 1860s established two bridges adjacent just to the north of the Liesbeeck-Black confluence and essentially created a hydraulic pinch point between the confluence and the Salt River (Attwell Associates/ ACORN, 2017). Much of the estuary itself was drained in the early 20th C to make way for the Culemborg shunting yards and railway workshops (ACO, 2015). By 1901 the Salt River had been diminished to a narrow, defined channel draining into Table Bay at the foot of what is now Duncan Dock, and some the surrounding wetlands drained. The wetlands still visible on the 1901 map were drained as part of the foreshore land reclamation project. Portions of the Black, Liesbeeck and Diep Rivers were canalised in the period from around 1947 to 1961 (Attwell Associates/ ARCON, 2017). The combined rivers now enter Table Bay at Paarden Eiland.

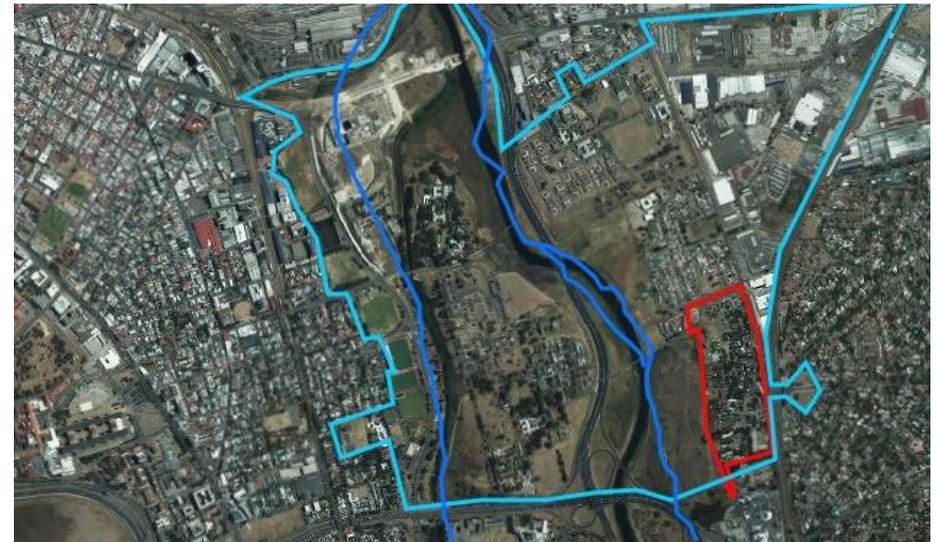


Figure 13: Note the shift in the course of the Black and Liesbeeck Rivers in 1901 (dark blue) compared to the current alignments.

8.2 Historic Site Uses

8.2.1 Pre- and early colonial-era Pastoral Use (Pre-1660)

Following AFMAS (2019), whilst the official boundaries of the project are as indicated in Figure 3, "these boundaries are not contiguous with indigenous understandings of the boundaries of the historic project-area landscape. Rather, the official boundaries are a frame through which to look at the indigenous landscape, which extends beyond the site as a bounded geographical space and all that it contains, and temporally drills deep down to a pre-colonial territory imbued with indigeneity.

The indigenous landscape is not circumscribed by precinct boundaries - considered by indigenous custodians as value-laden lines that designate formal political and economic divisions between outsider-designated and imposed territorial units, which are viewed by First Nations as zones of contestation between the establishment and the subaltern.

For the purposes of this report, the boundary of the indigenous landscape is defined as a line instantiated by the indigenous collective memory of the footprints of the ancestors:

- where the official boundaries of the study area provide a frame that demarcates a particular segment of that indigenous landscape and which can be equated with the tip of a pyramid or ziggurat;
- Where the framing boundary is an "inch wide" and extends a "mile deep" through history - broadening through time - to a

⁴ Quoted in Postlethwayt Phase 1 HIA Two Rivers 2020

⁵ There are simply too many descriptive names for the foundational peoples of Southern Africa, which comprise the hunter-gatherer Bushmen or San and the pastoralist Khoe-khoe, also Khoi-khoi or Khoi-khoin or Quena, called Hottentots by the colonialists or (erroneously) Khoisan by academic and political structures. The Khoe-khoe spelling (pronounced *koi-koi*) of the common term is the most accepted form for

historic base cultural landscape, tied to contemporary indigenous identity and actualisation of the First Nations. The indigenous landscape is thus viewed as a terrace of time - rolling back, and expanding through history, with each successive step down to the next terraced landscape, leading to the indigenous pre-colonial landscape. ...

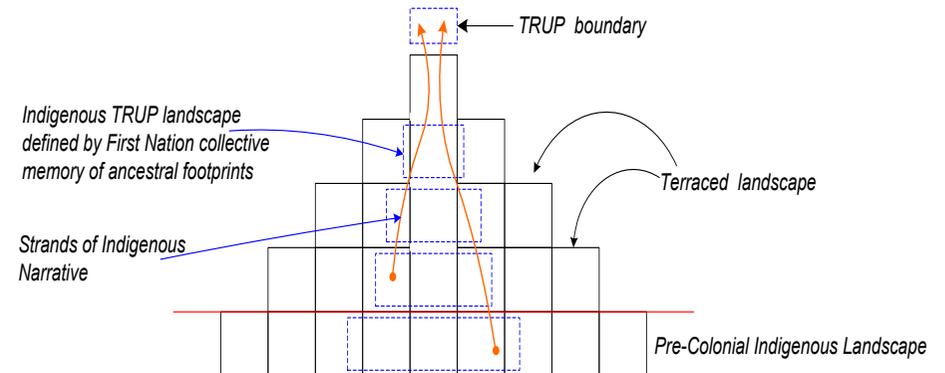


Figure 14: The indigenous landscape as viewed through successive layers of history, historical and current boundaries."⁴ (AFMAS)

This section thus attempts to summarise the broad historical trajectory for this period which, whilst relatively lengthy, may provide an appropriate frame of reference for how these events may be understood today in specific relation to the OMP.

The broader area around Table Mountain and beyond formed part of the ancestral grazing lands of various transhumant Khoe⁵ groups into the 1650s, and was certainly also exploited for other resources

the pastoralist societies, with Khoi-khoi as a disambiguation of the same word (Martin 2024: 6).

such as matjiesgoed, veld food, fish, game and other natural resources. By the time the of Dutch settlement in 1652 the Khoi had been at the Cape for around 1500 years.

Situated close to fresh water, the area along the Black, Liesbeek and Salt Rivers will inevitably have some historical association within virtually any period within South African prehistory ranging from the Early Stone Age (greater than 1 million years ago) (ACO, 2003). Khoen pastoralists have likely made use of the banks of the Black River for periodic seasonal grazing by around 2000 years ago, initially by sheep and goats, after around 1000 years ago, also cattle. The Khoen had partly displaced and partly absorbed earlier hunter-gatherer groups (San). Stock-owning Khoen groups followed transhumant grazing-led patterns as dictated by season and weather, i.e., did not permanently reside in any area, but periodically returning to favourite places of temporary encampment.

The various groups each largely went their own way, but sometimes also engaged in minor conflicts with one another. Groups met at different times at ritual or social gatherings – the area around the confluence of the Liesbeek and Black Rivers is said to have been used as such a gathering place for dancing, religious celebration and matchmaking (AFMAS, 2019).

The extensive wetlands along the historic confluence and perennial fresh water would have made the area suitable for some grazing throughout the year (ACO, 2015; Smith, 2021). This is confirmed by early accounts in van Riebeeck's *Daghregister* (daily register), which regularly mentioned encountering large encampments and great herds inland of the Varsche Drift (*Daghregister*, Vol 1; see ACO, 2015 for an overview).

⁶ This is based on a close reading (taking into account nested accounts) of the anthology of primary accounts in Raven-Hart, 1967.

The OMP site itself may however not have attracted pre-colonial settlement due to exposure and lack of shelter from the wind. It was at best only used for temporary encampments, and possibly only for grazing and the utilisation of other natural resources. There is no evidence yet of any artefactual material in the study area attributable to the precolonial period. This is at least part linked to extensive landscaping of the site during the colonial era, including exposure to sheet erosion from tilling (ACO, 2003).

8.2.2 Pre-Colonial contact

Table Bay was not the first area in South Africa to be visited by Europeans, but it was the most frequently visited, especially after 1601. During the period 1503-1652, Table Bay was visited by fleets or single ships of around 225 – accounting for around 86% of all visits documented (262) by Raven-Hart⁶.

The first contact between the Khoen and Europeans in the Cape Town area was in the winter of 1503, when a Portuguese party under Antonio de Saldanha landed at Table Bay in search of water and livestock. The Portuguese period was particularly characterised by violent confrontation. Many of the first recorded encounters between the Khoen and the Portuguese were hostile.

In 1510 Dom Francisco de Almeida (the first Portuguese Viceroy of India and Vice-king of Portugal) and a large number of his crew were killed in a battle in Table Bay now often referred to as the 'Battle of the Goringhaiqua'. This event has become a key rallying point in the Khoen current revival of cultural identity. No Khoen oral accounts from the period have survived, and no Portuguese eyewitness accounts (if there were any) appear to have survived either. The event is known from the works of later 16th century Portuguese, which differ in terms of detail, and the chain of events is not entirely clear.

Geographical references in the accounts are not exact. The Department of Arts and Culture has however identified the Two Rivers area as the likely location of the 1510 D'Almeida conflict, and the earliest site of conflict between indigenous groups and colonial invaders (Attwell & Associates, 2017). Based on what is known about the historic Salt River system and the accounts of cattle driven into the Portuguese ranks, it is almost certain that the battle took place west of the Liesbeek River. Attwell (2017) has convincingly argued that the battle is more likely to have taken place closer to the mouth of the Camissa / Fresh River in Table Bay, likely the historic Woodstock Beach, rather than the wetlands around the estuary.

The later English / Dutch period is characterized by comparatively fewer bloody incidents, but nevertheless a gradual deterioration of relations between the Khoen and the Europeans, well before van Riebeeck arrived. At the time of the establishment of the victualing station by the Dutch East India Company (VOC) in 1652, three distinct Khoe-khoe groups were prevalent at the Cape, viz. the herder groups Gorinhaiqua and Gorachoqua and the stockless Gorinhaicon⁷, aka Ammaqua or Watermen. While certain groups were more closely associated with specific areas, encampment or use of such an area does not appear to have been exclusive. The Gorinhaiqua, under the leadership of Gogosoa, seasonally used the area around the Liesbeek River for the grazing of their cattle and sheep, usually arriving during spring after the winter rains had fallen. The Gorachoqua occupied the southern half of the Peninsula.

The Dutch demand for livestock only increased after settlement, as the VOC was trying to build up breeding herds of their own while supplying ships calling at the Cape, and the garrison's need itself. The Peninsula Khoen were already no longer keen to trade with the Dutch – they had borne the brunt of the incessant European demand for stock for decades already, and had little surplus they were willing to

trade. The first free burger farms were granted in 1657 in the Table Valley and along both sides of the Liesbeek River. The Khoen were incensed about being displaced from their ancestral lands. The indignation would simmer until a leader would emerge to unite the disparate Peninsula groups in 1659.

That leader was a man named Doman (Noamoä), attached to Ankaisoa's group who was to wage a war of attrition in an attempt to make the Cape unsustainable for settlement. He chose to wage a guerrilla war, and in this he was initially very successful - the killing of burghers and the destruction of their crops and property were calculated to discourage continued settlement. Van Riebeeck's initial response was to wage a purely defensive war, fearful of alienating the Khoen from future livestock trade (Sleigh, 2004; Visser, 2016). Initially the Dutch found it impossible to engage the Khoekhoen in a conventional manner. The Khoekhoen breached the boundary on several occasions, taking stock with them and destroying crops. In desperation, the remaining stock was temporarily brought to the safety of the Fort in Table Bay. The First VOC-Khoen War effectively ended in a stalemate.

The Khoekhoen were not equipped for a head-on confrontation with the now well-defended Dutch line, while the Dutch lacked the forces to pursue the Khoi inland and force a decisive battle. The Khoen groups, now angry with Doman at having swept them up against the Dutch, one after the other came to sue for peace from September 1659 to May 1660 (Sleigh, 2004; Visser, 2016).

The Dutch responded to the circumstances by increasing the garrison at the Cape, constructing additional defensive works (mainly watch houses), and implementing a system of armed riders. Although the location of this defensive line cannot be ascertained beyond a measure of doubt, and is subject to conflicting views (Mellett, 2022),

⁷ There are varying spelt forms of these names, depending on the source material.

it is likely to have occupied the land between the Liesbeek and Black Rivers, given the elevation of that land, and its visibility from Table Bay and the Castle (Smuts 2023). Portions not covered by the river, were defended with wooden palisade fencing (*schutpalen*), stacked dead branches, supplemented by strips of wild almond hedges and brambles. The main intention was to keep the settlement's cattle in (ACO, 2015), but also to keep the Khoen livestock out of the Dutch's cereal lands and gardens, and to eliminate competition for grazing west of this 'defensive circle'. (Sleigh, 2004; Visser, 2016). South of the Salt River estuary, the boundary was located across the area between the Liesbeeck and the Black River, and constituted by a pole fence on solid ground, and the watch house Keert de Koe near the Varsche Drift. The first watch house for mounted guards, Ruijterwacht (I) was located further to the south, near Rondebosch Common was irreparably damaged in 1664, and moved to new location onto higher ground, likely Slangkop, now SAAO site. By this date, Ruijterwacht (II) served more to control illicit free burgher cattle trade with the Khoi, and to prevent hunting and the cutting of thatch without VOC permission. Ruijterwacht II was occupied as a military outpost until 1684 (Sleigh, 2004).

A devastating smallpox epidemic which occurred at the Cape in 1713 affected the Khoen - who had no immunity to this disease - particularly hard, wiping out a substantial portion of the population at the Cape. Such epidemics recurred a number of times during the rest of the 18th, at the turn of which very few Khoen were left at the Cape, and their customs and cultural existence was steadily dying out (Smith, 1993). The Peninsula Khoen rapidly became deracinated, mostly drifting into low-waged employment as farm labour, or onto the margins of settled areas.



Figure 15: Two Rivers area (pink outline) and OMP (red) sites indicated on an overlay of Sleigh's projection of map M1/3891 in the Cape Archives onto a modern street layout. The map indicates defensive outposts of the first Cape boundary, 1661. The relative locations of the watch houses and pole fence on the Potter map to the sites is now more evident. Labels in yellow indicate more probable locations of watch houses suggested by Hart and Schietekat/ ACO (Source: Sleigh, 2004; ACO, 2015)(O'Donoghue). Despite the difficulties in determining the exact locations of the boundary and fortifications, it is abundantly clear that the area now encompassed by the Two Rivers Urban Park was a contested frontier landscape from the earliest days of European settlement at the Cape.

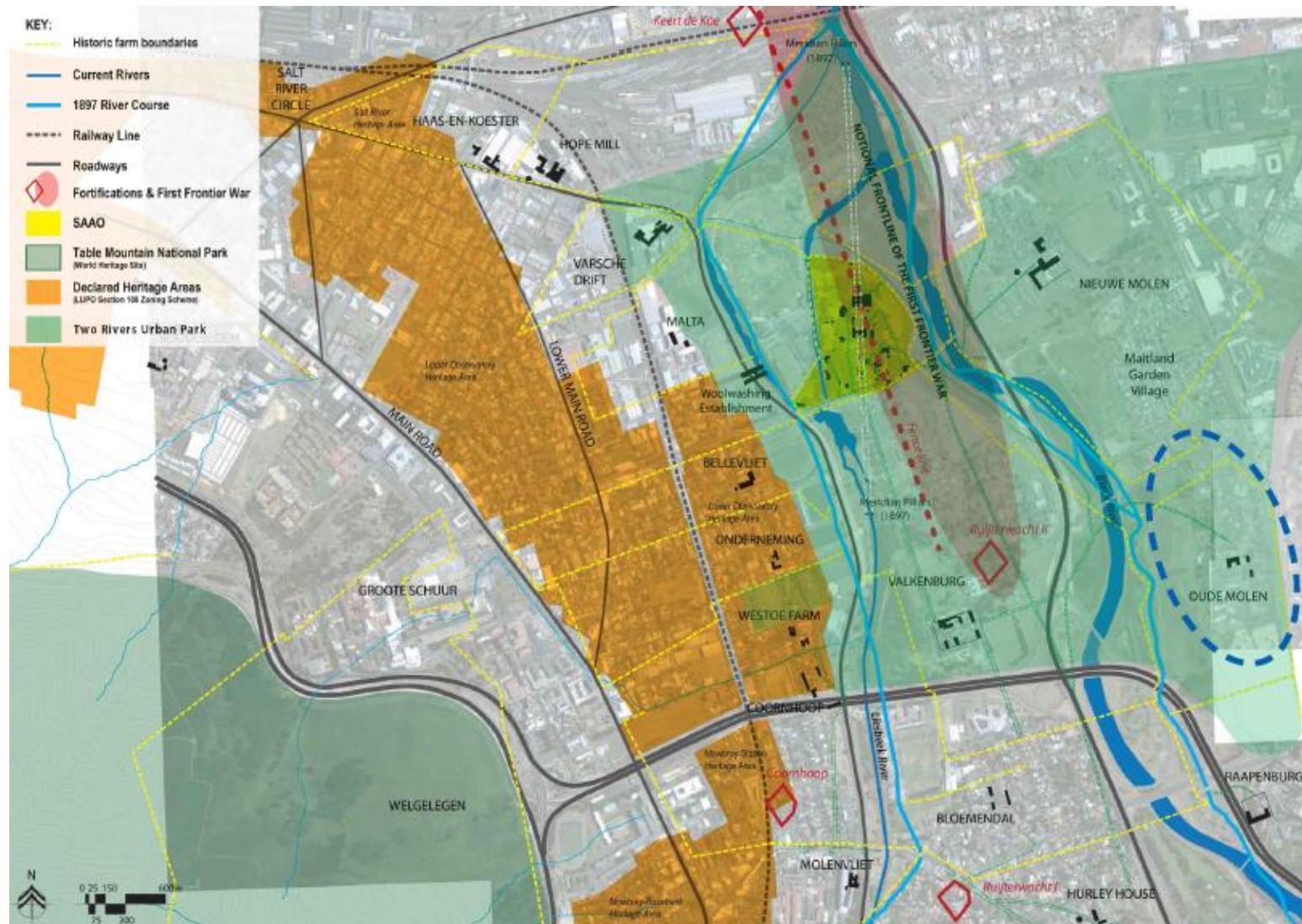


Figure 16. Historical Archaeological Potential Diagram; the subject site indicated in blue; the dotted red line indicates the possible alignment of the cattle barrier (Smuts, 2023 after Winter, 2017: 9)

8.2.3 Colonial and post colonial periods

8.2.3.1 Cadastral Evolution and ownership

The cadastral evolution of the site has a bearing on the historical use in this period of the site. The OMP site is located on a portion of Erf 26439/RE. Erf 26439 ('Lot Black River') was consolidated from 6 properties as Lot Black River in 1950 and essentially constituted the de-facto grounds of Valkenberg Psychiatric Hospital. The consolidated property was transferred to the Union Government of South Africa in 1957 (CCT 8256/1957). In between the two portions of the OMP site lies Remainder Erf 26440, Cape Town, which accommodates the Black River corridor and the Black River Parkway / N2 interchange.

Land grants of relevance to the OMP site portion date to 1717. The central portion of the OMP site around the old homestead complex was granted to the Burgher Council by the VOC in May 1717 for the purposes of constructing a mill. A square land parcel of 5 Morgen 599 Square Roods was granted on the eastern bank of the Black River 'at a place on the road to Tygerberg' (OCF 2-30). This was to become known as the 'Oude Molen' after 1782 when the 'new' mill was constructed. Oude Molen was one of a number of public properties sold by the Batavian authorities in 1801. The property was transferred to Juraan de Vries in September 1802 by Burgher Councillor Cornelis van der Poel (possibly acting in his official capacity, not as first owner). The property was extended to 17 Morgen 269 Square Roods by a freehold grant of adjoining land to de Vries in the same year. The property was sold to Cornelis Mostert (Son) in 1810. It was extended by another 10 Morgen 182 Square Roods by a quitrent grant to Mostert in March 1831 (CQ 549). The 1831 diagram indicates a perpetual quitrent grant to Cornelis Mostert (Son) in April 1814 immediately to the west of the Black R. The relevant original diagram for this grant could not be traced, but this seems to include/

constitute the land eventually transferred as a Crown grant to the CCT in 1957.

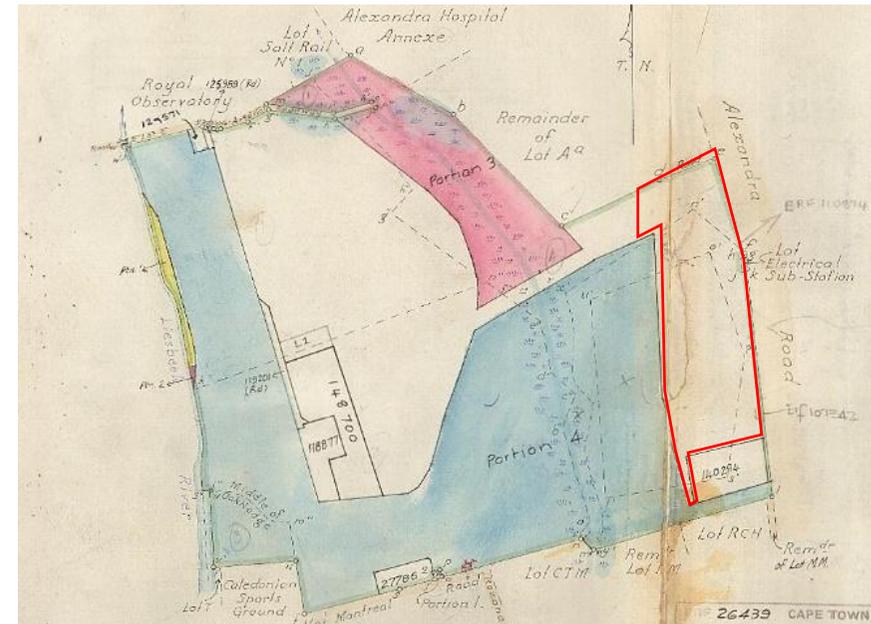


Figure 17: OMP site outlined red on 1950 diagram of Erf 26439(SG 9415/1950).

It passed through a number of owners, before it was acquired by the Cape Government in 1880 to accommodate the exiled King Cetshwayo kaMpande and his attendees (SAHRA 9-2-018-269, 1997, NMC WC proposed declaration).

After the king's return to Zululand in January 1883, the property was leased until its purchase by David McKenzie in 1885, then becoming known as McKenzie's Farm. It was bought by the Union Government from McKenzie's deceased estate in 1912 for the purpose of expanding Valkenberg Hospital, specifically to provide separate

8.2.3.2 Milling (1718 - 1860s)

An historical background of the Mill, and Homestead, undertaken by J Hislop, integrated directly herein (without detailed referencing for ease of reading), is included as Annexure B2 and further referenced in the Archaeological Impact Assessment (AIA) included as Annexure E.

The first explicit reference to the OMP site dates to 1717, when a portion of the site was granted by the VOC to the Burgher Senate for the purposes of constructing a corn mill. The Oude Molen mill was not the first mill at the Cape (or in the Liesbeek Valley), but it was the first properly constructed and durably functioning windmill, and one of the largest windmills to be constructed at the Cape at the time. It was an early and prominent landmark into the second half of the 19th Century.

The mill was completed early in 1718. OM Mentzel (at the Cape c1732-1741) almost certainly referred to Oude Molen when he wrote: 'There is a windmill behind the Devil's Mountain which, though outside the town, comes under the control of the burgher councillors. This windmill is leased out by the authorities and all bakers who grind their wheat in it have to pay a definite fee. The mill is of brick, in the characteristic Dutch style; its head, wings and mill-shaft turn according to the direction of the wind' (Mentzel, in NMC HWC Submission, 1997).

The Oude Molen site was peripheral to the Cape settlement, and would remain so into the early 20th Century. The location was likely chosen both for its relative unattractiveness to farming (sandy soils), its strategic location near the Liesbeek valley farming area and the gateway to the interior - and offering a more constant wind flow than experienced in the City Bowl.



Figure 20: Oude Molen (circled), the new mill (Dekenah/ Alexandra) and Valkenburg farm indicated in local context on a 1786 map of the Cape's defences. (Source: Van de Graaff and Barbier, 'Caart der Situatie van de Kaap de Goede Hoop', Dutch National Archives) (O'Donoghue)

A miller's house was likely located near the mill from the start or soon after, likely on the same location as the existing homestead portion of Block H (possibly with some original fabric preserved). By 1779, the mill on Oude Molen could no longer keep up with demand. Land for a second burgher windmill was granted to the Burger Council to the north of the existing mill property (now grounds of Alexandra Hospital). The new mill - 'Nieuwe Molen' - was constructed between 1780 and 1782, resulting in the old mill becoming the 'Oude Molen'.

Both public mill properties were sold off to private buyers by the Batavian authorities as part of a larger divestment of public/ ex-VOC properties in 1801.



Figure 21: Salt River mouth and mills on portion of Schneider's Panorama of the Cape settlement from the lower slopes of Signal Hill, engraved copy of the 1778c panorama attributed to Johannes Schumacher. The panorama is not accurate in all respects, but the mill in the foreground likely depicts Oude Molen (Source: Harvard University Map Collection). (O'Donoghue)

Thus ended the era of the burger mills in the study area. From 1802 milling and farming were likely combined on these properties. A large east-west aligned public thoroughfare was reserved between the two mill properties. The bridge across the Black River and the northernmost portion of the OMP site are located in this thoroughfare (see SG diagram 160/1831).

The earliest detailed depictions of the Oude Molen built footprint appear to date to the Batavian period and Second British Occupation. These include a painting of the complex by Louis Vidal (or Cecilia Ross) c1803, Captain Carmichael Smyth's map of 1806, and Thibault's 1812-3 survey. The same relative location of the mill (to the miller's house and property) is depicted on the 1806 map and 1812-3 survey, namely directly to the west of the miller's house. The mill is also indicated in this location on the 1831 diagram of the quitrent grant to Cornelis Mostert(Son). An overlay of the Thibault survey suggests a location for the mill approximately 20-40 m to the

west of the farmstead/ ex-miller's house, likely the area now occupied by the Goringhaicona kraal and possibly also the horse paddocks. Hart has suggested a distance of 50-80 meters of the mill from the homestead (ACO, 2003). Given the large size of the mill, the foundations would have been deeply set, and are likely to remain as an archaeological signature (ACO, 2003).



Figure 22: Painting by Louis Vidal or Cecilia Ross likely depicting Oude Molen mill, farmstead and barn c1803. Note the apparent state of disrepair of the mill (Museum Africa, reproduced in: Hislop, 2021). (O'Donoghue)

The old mill remained a prominent landmark during the first half of the 19th Century. The age of wind power was however dawning to a close it is generally assumed that the Oude Molen mill continued to be operational into the 1860s. The old mill appears to have been demolished after wind damage (Hislop 2021). A precise date could not be established. The mill is no longer indicated on Major Boyle's 1885 Map of the Southern Suburbs (or subsequent surveys and maps). All that has visibly remained of the mill itself is a granite millstone. No information could be sourced whether it is the original 1718 millstone, or a later replacement.



Figure 23: Approximate location of OMP site (red) indicated on 1812-3 Thibault survey; existing actual Homestead footprint in pink, and 1802 de Vries extended property in green. The mill appears to have been used as a survey point by Thibault (dotted lines)(Source: City of Cape Town, 1977 compilation and tracing; 1802 property mapped from Chief Surveyor-General diagram nr. 9415/1950). (O'Donoghue).

The millers 'house was likely built at the same time as the mill construction, or shortly thereafter, and its location as mapped historically appears to align with the existing homestead, comprising some or all of the north-eastern component of that building.

Figure 24 (Right): Oude Molen indicated on Capt. Carmichael Smyth's 1806 Map of the Salt River. 'De Viers' should read 'De Vries'. Note the difference in footprint and road alignment compared to Thibault below. The 1806 road alignment (between the homestead and the mill) is however also depicted on 1831 Mostert grant diagram (Source: CCT). (O'Donoghue). Note also the difference in orientation of the homestead.



Figure 25: Historic millstone found on site (exact location not known to these authors) and removed by tenants to its current location in the courtyard of The Millstone Café on site. The crack in the millstone is said to have occurred after a fire was made in the central hole at some unknown time. (O'Donoghue,2022)

8.2.3.3 Farming (1802-1954)

Initially land grants in the area were primarily associated with milling, not agriculture – Oude Molen, Raapenburg and Nieuwe Molen.

The Oude Molen property was used for agricultural activity from 1802 (when the property was expanded) to 1880 (when acquired by the Cape Government), and likely again from 1885 (when McKenzie acquired the property). No cropped areas or gardens are indicated on the property in this period, but the farmstead, outbuildings, and a large kraal along now Alexandra Road are, suggesting a focus on animal husbandry, likely also including fodder production.) These are likely to have continued until the property was acquired by the Union Government in 1912. This activity was however apparently never on a major scale.

Cultivation as part of therapeutic and self-sufficiency imperatives continued on the site after Valkenberg Hospital took over. Valkenberg (across its entire landholding) had large, prize-winning dairy and a piggery. Guinea pigs were raised for sale to University of Cape Town (UCT) medical school. The farm's breeding pigs and mule team won trophies at the Rosebank Show. Vegetables were produced to provide for all the Hospital's needs throughout the year. Farming was discontinued in 1954, mainly in response to the construction of the national road, the N2 (SAHRA 2-K-Kaa-39-1, Valkenberg Hospital, 1990, Annexure: 3).



Figure 26: Approximate location of OMP (red outline), indicated on Captain Northcott's 1889 Military Sketch; actual extent of McKenzie's farm outlined in light blue. Note the extensive wetlands along the Black River and what is visible as a passage to the River on early aerial imagery (Source: City of Cape Town)(O'Donoghue).

Based on 1937 aerial photography, ACO/ Hart (2003) and Hislop (2021) concluded that farming activities included the ploughing of fields on the Black River floodplain west of the OMP site. Comparison of 1934, 1935 and 1945 aerial imagery however seems to suggest that the linear striations may represent evidence of hay mowing activities,

rather than ploughing. The relevant surveys suggest that hay production (in conjunction with a dairy) supported the psychiatric facility on Valkenberg East (until 1954). A plan dating to the early 1930s only covering a portion of the site, indicates a dairy, cattle byre and water tank (dairy) located to the south of the old farmstead.

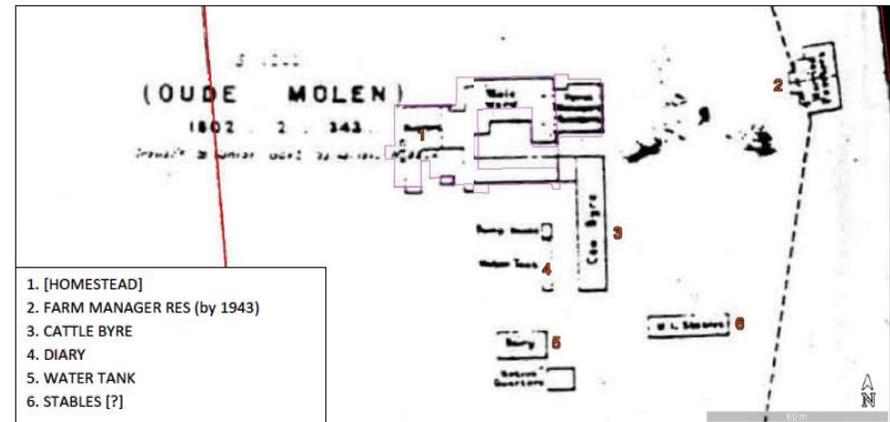


Figure 27: Central portion of OMP site and existing footprints of historic homestead and extensions (pink), indicated on a plan of untraced provenance, 1930-34. The structures to the south of the homestead appear to have been used exclusively for farming purposes. Unfortunately, only a few of the inscriptions are legible (see box) (Source: SAHRA file 9-21-018-269, 1997 WC NMC recommendation motivation report to have Oude Molen site declared a national monument).

The first aerial survey to cover the entire site, 1934, indicates market gardening and animal husbandry activities occupying most of the southern half of the OMP site, and extending onto the Black River floodplain. A wide, linear passage flanked by lanes of trees on either side connected the OMP site to the Black River.



Figure 28: Southern portion of OMP (red outline) and existing built footprint (pink) indicated on 1934 aerial survey. Note the large passage within an avenue leading to the Black River, and connecting the adjoining paddocks. Note what may have been a pump house at the river (white speck) (Source: Chief Directorate National Geo-Spatial Information, 100/34_005_09513).

The crisp quality of the 1945 survey allows a more precise scrutiny of on-site farming activities. Dairy farming illustrated by the presence of a small herd of cattle, and stacks of cut hay are visible in a number of paddocks. Gardening activities were concentrated along the old homestead, including on the premises of the farm manager (now Robin Trust administration offices). However, horticultural activities appear to have been modest in scale, and limited to this portion of the site (around the homestead) during the Valkenberg Hospital farming period.

The period 1957- c1977 witnessed the transformation of the old farming portion of the site into additional hospital capacity. By the 1988 aerial survey not even small food gardens were in evidence any longer.



Figure 29: Southern portion of OMP (red outline) and existing built footprint (pink) indicated on 1945 aerial survey. The extent and nature of farming activities is now more evident. Farming activities were clearly focused on animal husbandry (Source: Chief Directorate National Geo-Spatial Information, 203A/45_008_00742).

8.2.3.4 Place of Political Exile (1881-1883)

King Cetshwayo ka-Mpande, the last independent king of the Zulu nation, spent most his time in exile from Zululand at Oude Molen. He resided at Oude Molen from early 1881 to early 1883, interrupted only by a brief absence during his visit to England in 1882. He petitioned the British Government for restoration of his kingdom from Oude Molen, and also received a number of visitors while at Oude Molen. He was not the first royal dignitary to be banished to the Cape, but arguably one of the most famous.

The king was initially kept as a military prisoner in the Castle, pending legislation to allow his civilian detention by the Cape Government. The British Colonial Office exerting growing pressure on the Cape Government to find a civilian location for the king where he may enjoy more freedom of movement (Lobban, 2021). Oude Molen was

acquired by the Cape Government in 1880 specifically for this purpose - a handwritten note on the title deed indicates as such (NHC WC submission, 1997).

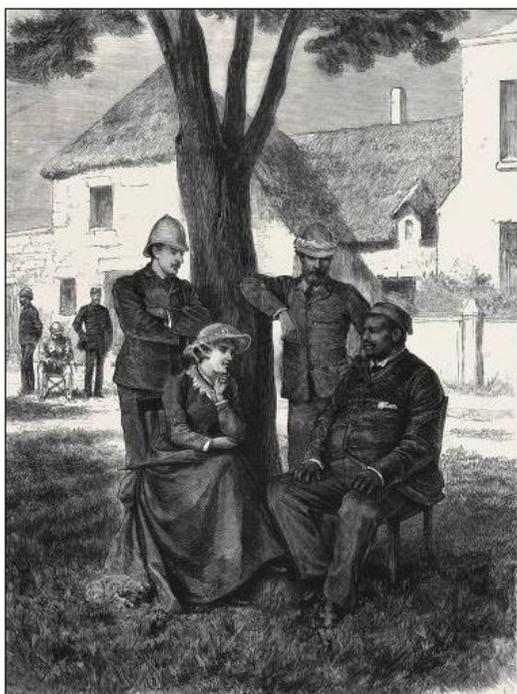


Figure 30: (left) King Cetshwayo pictured in front of the homestead on Oude Molen on the cover of *The Graphic*, 1882 (Source: *The Graphic* in Hislop). The reporter Murray visited King Cetshwayo again in 1883, at 'the central hall of his residence at Oude Molen' where he found the king 'seated in a large armchair in the centre of the hall; in front of him was placed a chair for his visitor, and in the far corner were two of his followers, who were placed at a respectful distance from their king. In the middle of the hall was

a portrait of Queen Victoria' (NMC WC Submission, 1997: 22).

Not much detail could be sourced pertaining to King Cetshwayo's periods of residence at Oude Molen. He was twice visited by KW Murray, special correspondent to the Cape Times. On his first visit Murray noted that 'the boundaries of the farm are defined by boards, which warn strangers from encroaching upon the grounds of the

State prisoners, and the farm, although less than five miles from town, is admirably situated against encroachment'. He found the King 'sitting outside of the house on a small mound in the nook of the farm wall, and it seemed as if he had selected it out of memory of his kraals in Zululand. He was seated on a chair with a blanket folded around him, and he wore it with some dignity'. (NMC WC Submission, 1997: 22). For further detail, see [Annexures B and F](#).

8.2.3.5 Psychiatric Hospital (1912-1999)

The OMP site (Valkenberg East) was used to accommodate the first psychiatric hospital specifically built for 'non-White' (in the parlance of the day) patients⁹ in the Western Cape. It was preceded by the mixed-race Robben Island asylum (1846) and Valkenberg (1891) catering only to white patients. This use continued to 1999.

The development of Valkenberg East across the Black River from Valkenberg West replicated use of the river as 'cordon sanitaire' for the confinement of native political exiles (1875-1887), and the establishment of the contact (plague) camp and Ndabeni Location 1901-3, and links up with the theme of liminality of the first VOC-era boundary c1660.

Attitudes towards the treatment of mental illness worldwide witnessed a shift towards a more a more humanistic approach during the course of the second half of the 19th Century. New thinking encouraged the construction of purpose-built sanatoriums in park-like surroundings with productive gardening activities to assist with recovery. The British and American models to be emulated in South Africa were characterized by extended wings and courtyards

Valkenberg was the first 'asylum' on the Cape mainland. The Valkenberg land had originally been acquired by the Cape Government in 1880 to establish a reformatory for boys from a

⁹ Although in the main used for patients of colour, this changed in the late 20thC.

bequest (Porter). In 1883 the government bought a property in Tokai for the purpose of establishing an asylum. Opposition from private land owners led to the swapping of uses between the Valkenberg and Tokai properties. The Porter Reformatory, located at the Valkenberg manor house from 1881, was moved to Tokai in 1889. The reformatory on Valkenberg was converted to accommodate 40 male and 25 female patients. The first group of patients was transferred from Robben Island in early 1891 (SAHRA 2-K-Kaa-39-1, Medical Superintendent Valkenberg Hospital to NMC, 1990).

In 1912 the Union Government acquired McKenzie's farm, i.e., the historic Oude Molen property. The property was specifically acquired to accommodate patients of colour, on separate grounds and in separate buildings. Separation was reinforced by the physical barrier posed by the Black River and the single bridge linking the two sites. The barrier of the Black River was further reinforced by the construction of the M5 roadway sometime between 1958 and 1962. The new facility was initially named the Oude Molen Mental Hospital (e.g., 1930 1: 7 455 Cape & Environs map). It is simply recorded as 'Native Mental Hospital' on the 1934-1951 1: 25 000 Cape Peninsula map series editions. By 1940 the OMP was already also referred to as the Valkenberg Mental Hospital (Coloured Section) and in 1973 it was renamed 'Valkenberg – Pinelands side'. (SVA, 2020). It could not be established when the referents 'Valkenberg West' and 'Valkenberg East' (Oude Molen) came into use.

The first patients on the OMP site appear to have been moved from Robben Island asylum around 1913-5 (sources vary). The old farmhouse complex had been extended to accommodate a male ward by the time the photographer Arthur Elliott visited Oude Molen in 1914 (Hislop, 2021). With the exception of the old farmstead complex and the late-Victorian house adjacent to its east (Block W), all the existing main buildings on the OMP site were constructed for the psychiatric hospital. Development occurred in three main phases, namely 1917-1920, 1957-1966, and 1973-77.

Provisions for care, diet, treatment and equipment were worse at these facilities than for their white counterparts (SVA, 2020). As previously noted, most of the southern portion of the OMP site and along the Black River floodplain was used for smallholding purposes, intended as occupational therapy, to provide in the hospital's own needs, and generate some income. Farming and gardening labour were considered especially suitable to non-white patients at Valkenberg. The farming operation was stopped in 1954.

The first construction phase witnessed the construction of the F-shaped blocks (C, D, E, G), a hospital building (now demolished), a dining hall and kitchen complex (E), nurse's quarters (A), and four dwellings, two of which have survived, namely the old superintendent's house (now referred to as the 'Yellow House')(Q), and what was by 1943 (and likely earlier) the farm manager's house (T, now Robin Trust administrative building). Two additional dwellings appear to have been located adjacent to the north of the superintendent's house, but were soon demolished. By 1930 the existing structure housing the old boiler (L) had also been constructed (SVA/ O'Donoghue, 2020).

Into the 1950s, patients were strictly segregated by gender. Female patients were accommodated in the two northernmost F-shaped blocks, and male ones in the two opposite the OMP site entrance. As indicated, the extension at the old farmhouse complex (W) was also used as a male ward. The later demolished hospital also accommodated Black military patients, and for a time c1943-1965, also White female patients (SVA, 2020). The superintendent's house was later occupied by the medical officer, and after 1965 as general staff housing. The nurses' quarters were used as a clinic from around 1965-1975, where after it reverted to use as nurses' accommodation (O'Donoghue/ SVA, 2020).

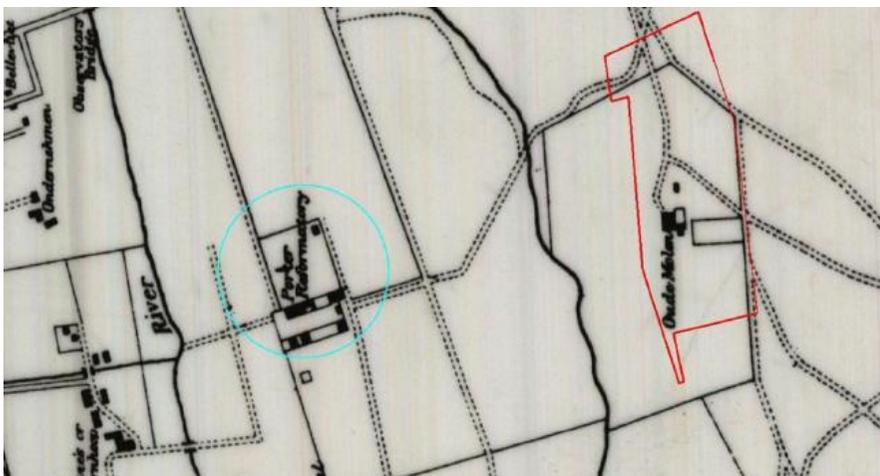


Figure 31: Approximate location of OMP site (red outline) indicated on Major Boyle's 1885 Map of the Southern Suburbs; Porter Reformatory circled in blue. The peripheral location, reinforced by the barriers of the rivers, made the area attractive to the authorities for exclusionary/ containment purposes (Source: City of Cape Town).

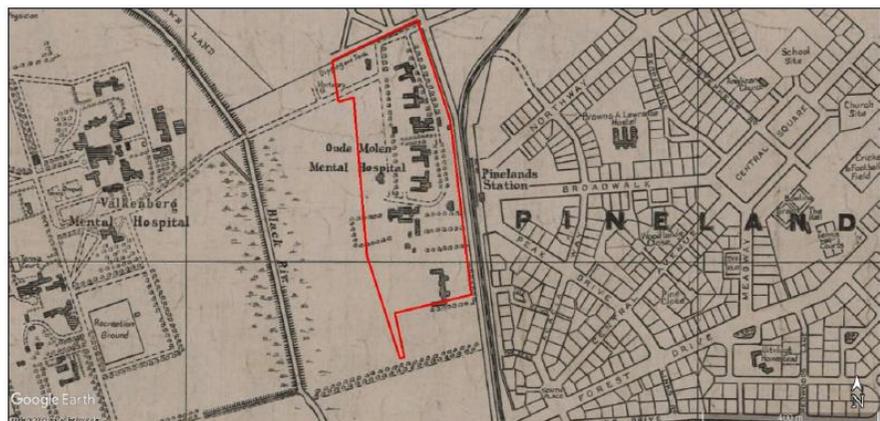


Figure 32: OMP site indicated on 1930 1: 7445 Cape Town & Environs series. Note the large C-shaped hospital building at the site's southern

boundary (demolished after 1988), the mortuary on the Valkenberg Ward 20 premises, and the dipping tanks to the NW of the old nurses' home, now Lighthouse Lodge backpackers. The dipping tanks were likely used for the dairy cows on OMP (Source: Chief Directorate National Geo-Spatial Information, Sheet 5).

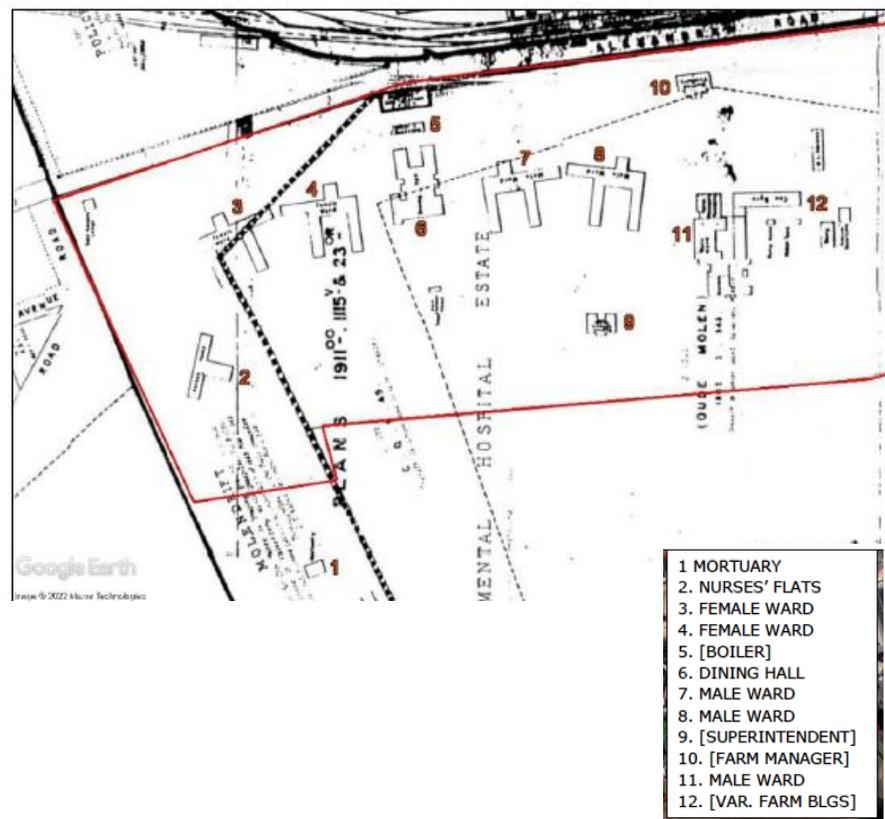


Figure 33: Built footprint on OMP site (red outline) indicated on a plan of untraced provenance, 1930-34. Unfortunately, only a few of the inscriptions are legible (see box) (Source: SAHRA file 9-21-018-269, 1997 WC NMC).



Figure 34: Valkenberg East Hospital on the OMP site at its greatest extent, around 1977. **Note** the **block referents A to V** are indicated and referred to in the text. Construction dates of main buildings on OMP site: 18th Century homestead core and later extensions (dark red fill), 1900c (red), 1917-1920 (dark orange), 1920-30 (light orange), 1957-1966 (dark yellow), 1973-77 (light yellow). The large C-shaped old hospital building was constructed 1917-20, and demolished sometime after 1988 (light blue). Prefabricated buildings constructed 1973-77 and demolished during the 1990s in dark blue fill. Apart from the farmstead complex, all existing main buildings on the site date to the Valkenberg Hospital period (Source: O'Donoghue).

The F-shaped blocks represent an example of early 20th Century asylum design, in particular the adherence to the pavilion institutional form and the principles of symmetry, order, separation of male and female wards, and its location within a tranquil parkland setting, thereby creating an ideal social environment for the psychiatric objective. The pavilion model of hospital architecture was based on French design of the 1840s (high ceilings, good ventilation, airy and light spaces for the caring of the sick) and popularized by Florence Nightingale in the Crimean War in the 1850s. This pavilion model is also apparent at Valkenberg West and at Stikland. The design of the F shaped Wards demonstrates the moral management rather than prison-like custody for mental care. They were architecturally designed and constructed as independent buildings with vegetated courtyards and open verandas. The crescent layout of the F Ward buildings contributes to the sense of the grouping and the ability to sit comfortably in the landscape setting (O'Donoghue/ SVA, 2020). In keeping with racial attitudes, designs and facilities were however somewhat pared down and more modest than at Valkenberg West (Attwell& Associates, 2016).

The next development phase witnessed the construction of the two H-shaped wards, first the one in the southern part of the OMP site (Block S Waldorf school, portion) in 1957, followed by the fire-damaged building in the NE corner of the property (Block B) sometime between the 1958 and 1966 aerial surveys. The H-shaped wards continued use of the pavilion style model in mental health care, but were designed as single storey buildings. Progression from the design of the F-shaped is the addition of open-sided pavilions in the courtyards as a means to provide shade for patients, as shade was found essential for patients on heavy medication. From 1965 into the 1970s the high fences enclosing wards at Valkenberg East and each ward's exercise space were gradually removed and the maximum-security facility, for dangerous and criminal patients (Ward 20, and outside the OMP site) was constructed in 1976 (SVA, 2020).

Eleven new prefabricated buildings were constructed on the site portion occupied by the old farm between the 1973 and 1977 aerial surveys (Block V). Of these, only three have remained. By 1982 all psychiatric facilities on Valkenberg East but one appear to have been used for accommodating 'Coloured' patients. The exception was a section of Valkenberg' section dealing with problem teenagers for which there was not yet a counterpart on Valkenberg West (SAHRA 2-K-Kaa-39-1, Medical Superintendent Valkenberg Hospital to NMC, 1990).

Stikland Psychiatric Hospital was opened in 1963 in Bellville. Plans to close down Valkenberg proved unrealistic, and were abandoned. During the construction of Lentegeur Psychiatric Hospital in Mitchell's Plain in the early 1980s, it was again envisaged that Valkenberg East could be moved to Mitchell's Plain - the new 'Coloured'-only township. The name Oude Molen was considered for Lentegeur in order to create a sense of continuity (SAHRA 2-K-Kaa-39-1, Medical Superintendent Valkenberg Hospital to NMC, 1990). This was never effected.

By 1991 the first psychiatric institutions in South Africa were becoming racially integrated, and by 1994, completely so (Gillis, 2014). A period of rationalization during the 1990s saw Valkenberg closing down wards on the OMP site, and relocating facilities to Valkenberg West. Wards were closed down progressively. Block B (the H-shaped fire damaged block in the NE site portion) was the last to close down, around 1999 (McComb, pers. comm.). Ward 20 is the only unit of Valkenberg to have remained east of the Black River. Ward 20 forms part of the forensic unit. It is a maximum security facility, and also used for observation in legal proceedings.

8.2.3.6 Mixed Use: Oude Molen Village (1997- date)

This section integrates, as relevant, information contained within the Social Impact Assessment ([Annexure C](#)) and incorporated Social and Socio-economic Baseline study Barbour and van der Merwe 2022, without detailed referencing for ease of reading.

The origin of Oude Molen Village effectively dates to around 1997-8, mainly in response to the site's abandonment by Valkenberg Hospital and the perceived potential to accommodate a holistically minded community of resident small entrepreneurs with an emphasis on socio-economic development, spiritual values, inclusivity, and environmental sustainability. The first leases were signed in 1998. Much work had to be put into rehabilitating the grounds and vandalised buildings. The site initially attracted many uncommitted idealists, and squatting and rent refusal remained intermittently problematic for a number of years. Various redevelopment plans since 2003 have galvanized the formation of a strong and engaged tenant's association. The 'Eco-Village' concept was developed in partnership with the Lynedoch Sustainability Institute, and the derived principles currently informs the various uses. A natural 'sifting process' over the past two decades or so has resulted in the weeding out of incompatible land uses, anti-social behaviour, squatting and non-committed idealists.

Closure of each successive hospital ward witnessed vandalism and stripping of the building for materials. Some of the buildings were also occupied. This included Block G (River Lodge Backpackers), which was occupied by Chief Joseph Little and a group of around 30 destitute children around 1993. Chief Little ran a live-in programme (Learn to Earn to Own) (Allies, pers. comm.). Another early occupant was Robin Trust, which moved into the prefabricated building currently still used for Alzheimer's patients (Block T) in 1994 (Viljoen, pes. Comm.). Other early known occupants were Gary Glass and Howard Krut. Glass, a former Valkenberg patient started the first new

gardening activity on the site, the predecessor of the existing OMP Food Garden. Krut started what is now Oude Molen stables and a cart-horse rehabilitation programme, both sometime around 1994 (Allies, pers. comm.).

By 1995 the old homestead was occupied by vagrants, and there were serious concerns relating to potential vandalism, damage and fire risk. Two parties, the Pinelands Rotary Club and His Word Ministries each approached Valkenberg Hospital/ Department of Land Affairs to take over the Valkenberg East site. Both proposals envisaged conservation of the old homestead and management of the grounds. Neither came to fruition – the latter continued into 1998, but floundered on the use of public space for exclusive religious use and the proposed development of a large parking area. By mid-1995, Valkenberg East was negotiating short-term leases, mainly in order to protect the site. The old homestead was leased out to the Friends of Valkenberg, and inhabited by a resident caretaker. Site access management was poor, and vandalism and stripping continued.

By the 1997 aerial survey, most of the prefabricated buildings constructed during the 1970s had been demolished, and only slabs remained. Unwanted material (e.g., insulation material) was discarded in place, and later added to by the processing of material stripped from other buildings. It took considerable time and effort to clean up the terrain in subsequent years (Dan Naser, pers. comm.). Permanent structures were stripped of plumbing infrastructure, electrical wiring, fixtures and fittings, and even floorboards

A small group of like-minded 'social entrepreneurs' then approached the WCG with a proposal to lease the site for establishing a micro-enterprise village emphasizing principles of sustainability, environmental and heritage custodianship, employment creation, and youth development. The vision also endorsed public accessibility, the creation of a safe space for other communities, and tourism development on the site (OMP TA, 2014). Learn to Earn to

Own was no longer located on the premises. Squatting was not a significant problem, but vandalism and stripping continued unabatedly, in part due to lack of site access control. A lease was entered into in 1998. Tenants would have to spend considerable time, effort and money to make the spaces habitable/ functional. The grounds were neglected, and significant amounts had to be spent to affect the most necessary repairs to roofs and gutters. By the end of 1998 leases had been signed with 70 tenants. Some rentals were initially waived to encourage the new tenants to invest in returning the buildings to habitability, with variable success. A tenants committee was established from the start (Mc Comb, pers. comm.).

Proposals to sell and/or develop the OMP site resurfaced around 2003, and were to recur in coming years, the current process being the latest such iteration.



Figures 36 & Figure 37: Floors broken out in one of the F-shaped buildings, late-1990s/ early 2000s (left), and cleaning up the pool area, around 2001 (Source: Oude Molen Eco Village, 2013c).



Figure 35: OMP site (red outline) indicated on 1997 (September) aerial survey. The area outlined in green appears to be the original location of the OMP gardening project started by Gary Glass around 1994-6. While the footprint of the demolished C-shaped building which occupied the SE corner of the site from around 1917 until after 1988 is no longer visible, six of the 11 prefabricated buildings constructed during the 1970s have visibly been reduced to cement slabs (Source:

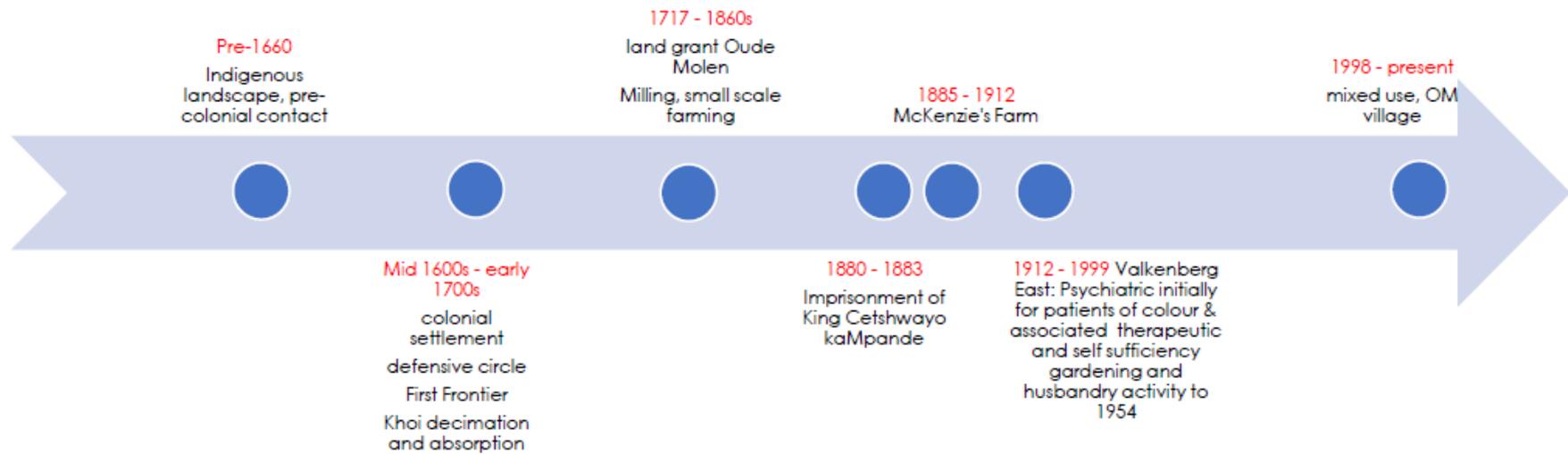


Figure 38: An historical timeline summary illustrates these key historical periods and land uses or events pertaining to OMP.

9 Contextual cultural landscape & visual analysis

The cultural heritage and natural landscapes of the Two Rivers area are closely linked to the topography and the rivers, the wetlands and confluence and riverside pastures. These are key elements defining the remnants of the early (pre-colonial and early colonial) cultural landscape, as well as (in a much modified form) its current character.

“The system is legible despite the fragmented character of the area created by secure precincts including institutions such as the Alexandra Institute and Valkenburg Psychiatric Hospital where access is restricted. The landscape is most characteristic of a riparian landscape where river edges are natural and not canalised. It is a substantially modified landscape.

The TRUP site is situated at a key point in the City and as a result, opportunities exist for the site to link areas and communities formerly divided by apartheid.”¹⁰



Figure 39: Regional setting: subject site (shaded red) (Gibbs 2024). Note the location of the site at the intersection between mountain foothills and coastal plain between the historical Cape Town urban landscape on the lower foothills of the peninsula mountains, and the newer suburbs of the Cape Flats, the development of which was largely driven by apartheid imperatives of separate (and unequal) development.¹¹

“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

¹⁰ Attwell and Arcon Oct 2017: 16

¹¹ Note: The HIA includes the following in the HIA Heritage Design Indicators p84: The most significant historical associations of the site are those of dispossession, exclusion, imprisonment, marginalisation and loss. Given the liminal location of the site at the junction (defined by the river corridor) between the more historical development of the City at the base of the Table Mountain chain (generally the locus of privilege), and the Cape Flats (generally defined by the historical lack of privilege and removal), recognition and redress should ideally be at the core of any heritage sensitive planning process.

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 (refer to p16) to examine notions of redress and acknowledgement of colonial and apartheid injustices. As state owned land, the proposed development of the OMP site could recognise and accommodate this concept in a meaningful (albeit practical and feasible) way. This imperative is equally underpinned by consistent policies - national, provincial and local - for spatial justice in decisions regarding the built environment

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 Liesbeeck 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 17th and 18th centuries were points of control while the bridges of the 19th 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 Liesbeeck 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 (Liesbeeck 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 (sic).

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 Liesbeeck 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."¹²

"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"¹³.

"The Black River featured historically more at its lower reaches than its upper reaches which receive little historical mention. From a heritage point of view the Black River is less significant than the Liesbeek River which carries with it strong connotations of forceful segregation, defensiveness and removal, particularly for the early indigenous peoples. It has however featured increasingly in regional Khoisan historical narratives.

It was a seasonal river and flowed through the marshlands and sand-dunes of the Cape Flats area, reaching the Salt River where it assumed part of the estuarine environment. Changes to the natural environment of the Black River occurred as early as 1813 with the road to the north, and formally in 1845 with the building of the hard road on the alignment of the current Voortrekker Road. This made it possible to transverse the sandy Cape Flats with vehicles for the first time. It was followed by a rail line in the 1860's resulting in a "pinch

point on the river system, which altered the nature of the wetland qualities of the Black River and affected its link to the Salt River estuary."¹⁴

In 1998, the interchange between the M5 and N2 near Raapenberg allowed a "return" of some of the wetland qualities of the Black River and the development or "restoration" of a valuable wetland habitat.

Both the Salt River and Black River are canalised for most of their lengths, except for the section around the Raapenberg Bird Sanctuary which is a protected wetland"¹⁵.

"In the absence to date of physical evidence with respect to the archaeology of the Two River Urban Park Land's early history, the general archaeology of pastoralism, environmental factors and primary sources are used to synthesise an understanding on the role this area played in the early history of the Cape. There were Khokhoi 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 who occasionally came to Table Bay during the summer months. Due to the Peninsula's unfavourable geology, its carrying capacity was limited. It was isolated by the sterile sands of the Cape Flats, however 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 Van Riebeeck began to cultivate this land circa 1658, relations with the local Khoikhoi pastoralists took a turn for the worse. Tensions lead to the construction of a cattle control barrier formed in part by the eastern bank of the Liesbeek and the eastern border of freeburgher farms. In places a pole fence was built reinforced by cultivated hedges and thorn bush barricades, while a number of small forts and

¹² Attwell & Arcon Baseline Study 2016: 65 - 66

¹³ Attwell and Arcon Feb 2017: 11

¹⁴ Ibid 31 - 32

¹⁵ Ibid Page 146.

outposts kept watch over the movements of Khoikhoi. This short simple boundary was the very beginning of a process that saw the acculturation of the Khoikhoi during the following century.

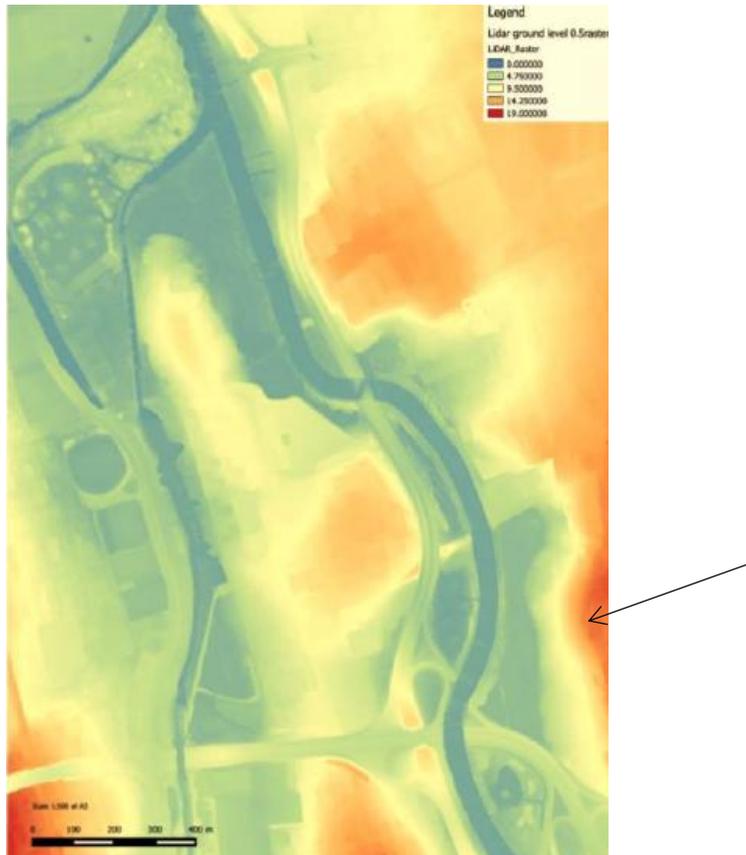


Figure 40: Topography of Two Rivers Riverine System showing how the landscape character of the site is defined by the riverine systems and the related topographies. Source: TKLA (2016). (Attwell & Arcon TRUP Supplementary Report October 2017). Oude Molen precinct is identified.



Figure 41: The 1945 aerial of the broader Two Rivers area illustrating the extent of the riverine corridor prior to canalisation and the relationship of Valkenberg East Hospital (Oude Molen) to this (CCT).

While we can never know the exact positions of van Riebeeck's defensive line of watch towers and redoubts 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 1820 on account of 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 and the Resolutions indicate that one of the major forts of the DEIC – Khoikhoi confrontation (Fort Ruiterswacht II) was built on the same site as its signals could be observed from the Fort and other watchtowers that formed the system. Indications are that the barrier would have extended through the grounds of Valkenburg Hospital, the next high ground being the site of the Hospital Administration, then southwards possibly across Rondebosch Common before turning westwards to Kirstenbosch. The exact places where incidents and confrontations occurred can never be known, but what is evident is that the historic landscape contained within the land 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.

The historic records have revealed a number of interesting observations.

- The wetland that encompassed the Black River, Salt River and Liesbeek estuary (incorporating land in the confluence of the rivers) was of primary importance as grazing land, and was able to support thousands of head of cattle for periods of time. Frequent reference is made to the location as being the place where the Khoikhoi camped. The historic presence of a large outspan in Maitland is an interesting linkage.

- The Dutch identified the fertile valley of the Liesbeek Valley as prime agricultural land. The turning of the soil evoked the ire of the Khoikhoi as this was good grazing land used by them.
- The "fence" that was erected by the Dutch was a rather ad hoc barrier that involved using a mixture of natural features (deepening of the Liesbeek), a palisade fence in places and compelling the freeburgher farmers to erect barriers (thorn bushes, hedges, palisades) on the eastern side of their lands. Hence the eastern side of the first land grants as per the 1661 map marks the edge of the DEIC land. This places the "border" firmly between the Liesbeek and Black Rivers or in certain areas along the eastern bank of the Liesbeek River.
- The positions of forts and outposts are difficult to determine. Indications are the Keert de Koe was situated close to the railway crossing of the Black River in Maitland, an outpost Ruiterswacht II was on the Royal Observatory site and Ruiterswacht I further south, possibly as far as Rondebosch Common. Consensus of opinion is that the bigger fort, Coornhoop was located in Mowbray.
- The Liesbeek Valley was therefore contested and likely to be the general place of Dutch-Khoikhoi confrontation.
- The evidence from historic records is compelling in terms of identifying the TRUP land parcel as an historic frontier.
- The historical evidence is cohesive enough to confirm that the TRUP forms part the first frontier between the Dutch colonists and the Peninsula Khoikhoi. This historical landscape extends from the Salt River Mouth and follows the Eastern side of the Liesbeek River through the Observatory land, Mowbray, urban Rondebosch to the Bishops court area. The archaeology of this frontier has proven to be very sparse, and as to date no physical evidence of the watch towers, forts, or the palisade fence have been found, however it is not impossible that evidence will in time be uncovered."¹⁶

¹⁶ ACO Nov 2015: 3 - 4

The OMP site itself may however not have attracted pre-colonial settlement due to exposure and lack of shelter from the wind. It was at best only used for temporary encampments, and possibly only for grazing and the utilisation of other natural resources. There is no evidence yet of any artefactual material in the study area attributable to the precolonial period. This is at least part linked to extensive landscaping of the site during the colonial era, including exposure to sheet erosion from tilling (ACO, 2003).

Regarding settlement of the Oude Molen site, the mill was completed early in 1718. OM Mentzel (at the Cape c1732-1741) almost certainly referred to Oude Molen when he wrote: 'There is a windmill behind the Devil's Mountain which, though outside the town, comes under the control of the burgher councillors. This windmill is leased out by the authorities and all bakers who grind their wheat in it have to pay a definite fee. The mill is of brick, in the characteristic Dutch style; its head, wings and mill-shaft turn according to the direction of the wind'" (Mentzel, in NMC HWC Submission, 1997).

The Oude Molen site was peripheral to the Cape settlement, and would remain so into the early 20th Century. The location was likely chosen both for its relative unattractiveness to farming (sandy soils), its strategic location near the Liesbeek valley farming area and the gateway to the interior - and offering a more constant wind flow than experienced in the City Bowl. (HIA p20) This isolated position was also the likely reason for incarceration of King Cetshwayo; and for the construction of the Valkenberg East wards.

The development of Valkenberg East across the Black River from Valkenberg West replicated use of the river as 'cordon sanitaire' for the confinement of native political exiles (1875-1887), and the establishment of the contact (plague) camp and Ndabeni Location 1901-3, and links up with the theme of liminality of the first VOC-era boundary c1660. HIA p25

The locational diagrams that follow reinforces Oude Molen's position in relation to a historic frontier zone, before becoming an isolated institutional enclave, and how it could be treated as a key interface node within the Two Rivers cultural landscape.

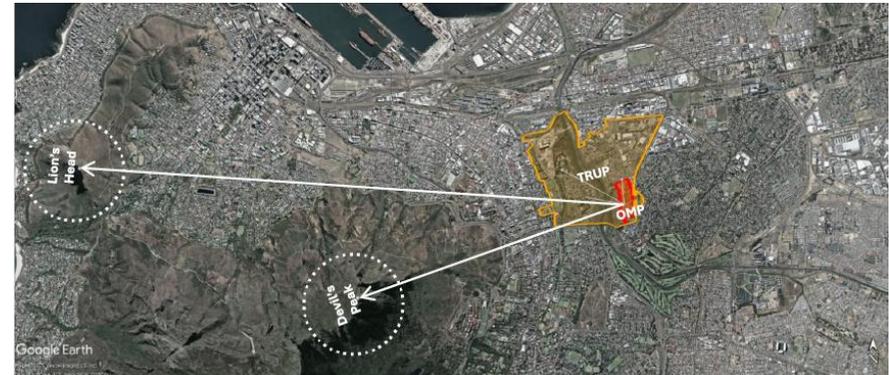


Figure 42: OMP (red) within TRUP (orange) – broader context & background views (Devil's Peak and Lion's Head). Source Google Earth Pro (Gibbs)



Figure 43: OMP (red) within TRUP (orange) – local context & middle-ground views (SAAO & Valkenberg). Source Google Earth Pro (Gibbs)



Figure 44: OMP (red) within TRUP – site context & foreground views (Maitland Garden Village). Source: Cape Farm Mapper (Gibbs)

The following section is informed in large part by the Visual Impact Assessment (VIA) included in full in [Annexure D1](#), and the Aquatic Specialist Assessment (Belcher 2022) from which extracts have been integrated directly without detailed referencing for ease of reading.

The regional setting locates the site within its geographic context, along the eastern bank of the Black River, with strong visual connections towards the Mountains of the Cape Peninsula. This is an ancient and expansive landscape, anchored by the peninsula mountains, but sky-dominated and exposed to strong south easterly winds

At the local level, the primary landscape informant is the Black River riverine corridor and associated floodplain (owned and managed by the City of Cape Town), a significant environmental and visual

resource, with views onto Devils Peak. Mowbray Ridge extends eastwards from Devil's Peak and creates a 'pivot' point around which the riverine landscape wraps. Surrounding uses are mixed: the remaining extent of the historic Valkenberg Psychiatric Hospital the primary use to the west across the M5 freeway, along with the historic SA Royal Observatory and historic homestead of Valkenberg, now a hotel. The suburbs of Maitland Garden Village and Pinelands are located to the north and east of OMP, industrial uses north east. The railway line immediately east, and institutional (primarily medical) north of Maitland Garden Village and immediately south. The Royal Observatory, Valkenburg Homestead and Valkenburg Hospital buildings provide local landmarks. Maitland Garden Village and Pinelands reflect the Garden Cities 'sub'-urban development typology of the early 20th century.



Figure 45: Local context: subject site (shaded red) (Gibbs 2024)

At the site scale, the Oude Molen Homestead complex is the primary landmark building, with some of the former ward buildings together with their courtyard spaces providing some spatial definition. There is a lack of meaningful connection to the adjacent edges, however, giving the site an introverted and isolated, even exclusive appearance, despite the public access.



Figure 46: Site context (Gibbs 2024)

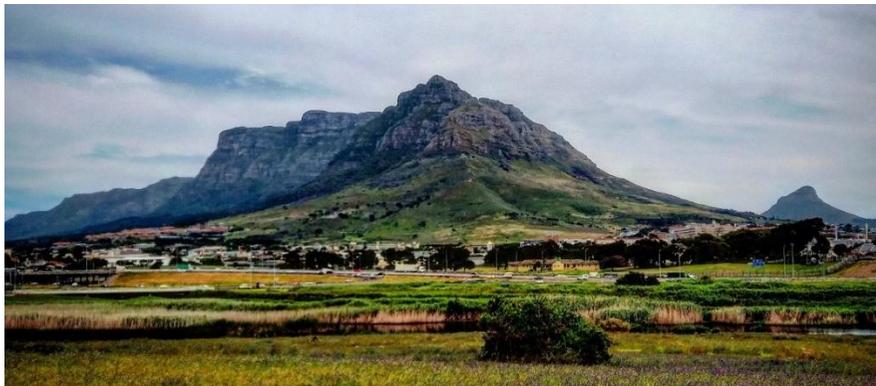


Figure 47: Devils Peak and Mowbray ridge as the visually dominant landform (Gibbs 2024).

Type of Landscape



Figure 48: Geology (Gibbs 2024)

As per the reading of the landform and underlying geology, the site lies at the interface of two broad types of landscape, which bisect the site along its north-south axis, namely the coastal plain typology (characterized by the underlying Sandveld geological group along the eastern edge of the site) and the foothills / undulating plains typology, (characterized by Malmesbury shale of the Tygerberg formation), which extends from Devil's peak eastwards as the Mowbray Ridge.

Topography and Landform

The site is relatively low-lying (between 8 and 20m above MSL) and appears relatively flat, consistent with the coastal plain designation of the Cape Flats domain. Using the language of Christian Norberg-Schultz (towards a Phenomenology of Place), this could be described as a 'sky-dominated' landscape, which slopes gently towards the Black River (west of the site).

Although it has strong visual connections to Devil's Peak, Fernwood Peak, Lion's Head and Signal Hill, these are at a distance in excess of

5km from the site. The contour diagram demonstrates how the landform rises sharply to the west of the site, culminating in the ridgeline of the peninsula mountain range; contrasted with the far more expansive flat plain extending eastward of the site.

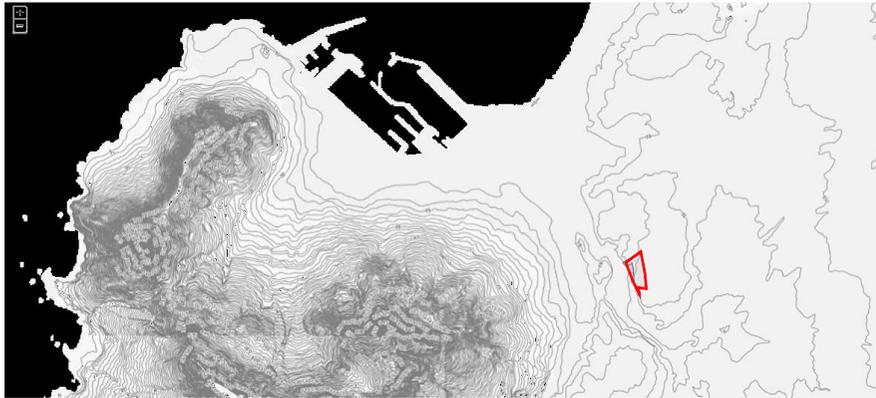


Figure 49: Contours (Gibbs 2024)

Hydrology & drainage



Figure 50: River and Wetland systems (Gibbs 2024)

The site lies eastwards of the flood plain of the Black River, upstream of the confluence of the Black and Liesbeek Rivers, from where they flow northwards as the Salt River.

Whereas historically the Black River had a seasonal (or non-perennial flow regime), increased urbanisation of the system has included dredging and canalisation of certain sections, as well as the channelled inflow of stormwater and treated wastewater. Not only has the water quality been compromised, but the entire regime has also been transformed into a perennially flowing system.

Historic watercolour paintings and photographs give a strong sense of the connectivity of the river and mountain landscapes and demonstrate the presence of windmills as landmark features within the landscape.



Figure 51: Pedestrian Bridge over Liesbeek River - William John Burchell 1811 (Gibbs 2024)



Figure 52: Panorama of Salt River by A de Smidt c1860 (Gibbs 2024)



Figure 53: Poorteman's View near Salt River c1840 (Gibbs 2024)

There are no Critical Biodiversity Areas or any other declared protected areas on the site itself, but adjacent to the site, the river flows within a wider, greened area with adjacent floodplain wetland areas that provide both habitat for aquatic life and important services in flood attenuation and stormwater mitigation.

This floodplain wetland is the only natural aquatic feature occurring within the wider area. The Raapenberg and Vincent Pallotti / Valkenberg wetlands are all that remains of the once extensive wetland system that originally occurred along the Black River.

The wetlands along the Black River have been mapped as Aquatic Critical Biodiversity Areas (CBAs) and as Freshwater Ecosystem Priority Area (FEPA) Wetlands. It is a CCT-managed Conservation Area.

The other aquatic features are located within the open space between the site and the Black River and comprise the small dam with its seep area further to the west of the OMP site and the wetland habitat, associated with stormwater runoff at Park Road. These wetland areas are off the site and largely artificial in nature.

Originally thought to be a spring, investigation has revealed the seep wetland on OMP site in fact originates at a stormwater outlet within the site. Here it is overgrown with alien *Echinochloa pyramidalis* (antelope grass). Once the seep leaves the site, it spreads out over a wider area. On the foot of the slope, the seep drains into the floodplain wetland that is also dominated by *Typha capensis* bulrushes.



Figure 54: Orthophotograph of the area, taken in 2016, showing the City of Cape Town's wetland mapping as well as the FEPA Wetland Mapping on and directly adjacent to the site (Belcher) – site outline corrected.



Figure 55: Google earth image with mapped aquatic features (Belcher) – site outline corrected.



Figure 56: View of the Black River and the site as viewed from the opposite, southern bank. The wide open space between the river and the developed areas within the trees where the site is located, as well as rising bank up to the site from the river can be seen. Floodplain wetland habitat on this bank is largely restricted to the lower bank. (Belcher)

Settlement patterns and built form

The cadastral patterns reveal the impact of landform and geographic features upon settlement: where the landform becomes too steep for development, settlement is precluded, hence the city bowl is clearly nestled between Table Mountain, Lions Head and Signal Hill. The westward 'corridor' expansion of the city following the Atlantic coastal terrace, compressed between mountain and sea; whilst eastern corridor expansion of the city following the Main Road southwards along the Liesbeek valley towards Wynberg Hill (and beyond). The effect of physical barriers is clearly visible in the manner in which the flood plains of the Black and Liesbeek river remain open, and in the planning of Cape Flats developments in which road and

rail infrastructure isolate neighbourhoods as discreet, cellular pockets (RHS of figure below).



Figure 57: Cadastral patterns (Gibbs 2024)

Vegetation and Landscape cover

The site itself is a highly transformed landscape; with some mature tree cover in clusters associated the existing buildings. The adjacent open space and wetland spaces are characterized by grassland and reed bed respectively, with little to no trees, and therefore being more visually exposed and sky dominated.



Figure 58: Low-growing vegetation at the western edge of the site (Gibbs 2024)

Visual resources

Whereas the site itself has some interesting features the primary visual resource is the cultural landscape context, including the 'parkland' visual foreground and strong visual connections to Devil's Peak, Lion's Head, Signal hill and Fernwood Peak of the Table Mountain / Peninsula Mountain group as visual background, providing a sense of orientation and scale. Visual resources across the scales are summarized as follows:

Site Attributes: (foreground)

- Historic 'vernacular' buildings and landscapes including the Oude Molen homestead complex
- Historic 'designed' buildings and landscapes e.g., Institutional ward buildings (repurposed)
- Mature trees and open spaces, view corridors between buildings

Local context: (mid-ground)

- Maitland Garden Village and Pinelands as designed historic Garden Cities townscapes
- Black River corridor & associated wetlands as 'parkland' landscape visual foreground
- Royal Observatory, Valkenberg Homestead as local landmark buildings

Regional context (background)

- Devils Peak/Mowbray Ridge and Table Mountain Group as visual backdrop
- Black River / Liesbeek River confluence and wetlands as natural system
- Intersection between mountain foothills and coastal plain (river confluence)

The aerial photographic record permits tracing the evolution of the cultural landscape over the past 90 years, with gradual change

between some years, and more significant and abrupt changes at other times. Significant impacts upon the scale and grain of the cultural landscape have been caused by the imposition of transport infrastructure (railway and roadways – notably the M5 / Black River Parkway and N2. Built form interventions also appear and sometimes disappear, leaving only building platforms.



Figure 59: Landscape character (Gibbs 2024)

1935



1973



2007



2023

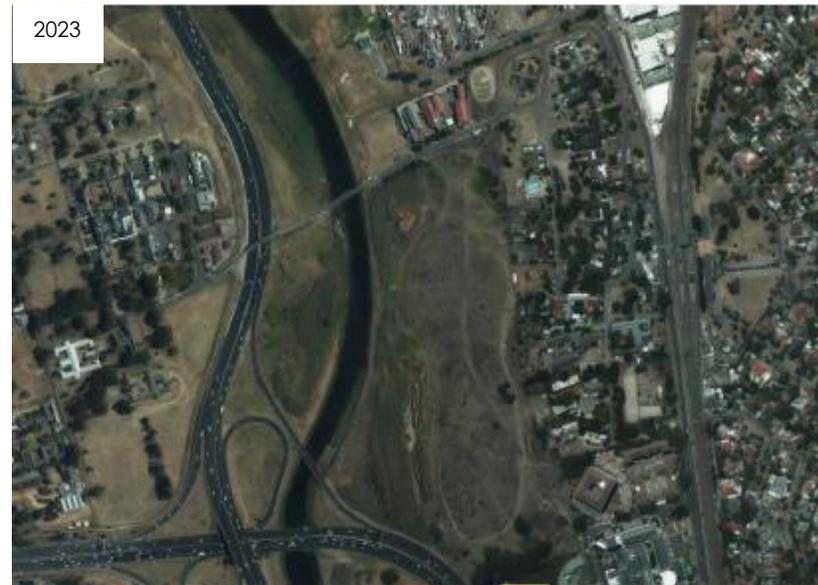


Figure 60: evolution of landscape (extracts Gibbs 2024). The vegetation patterns of the site have changes significantly over time, with much of the current tree coverage introduced since the 1990's.

Landscape Character Sensitivity

The Landscape Character of the **regional setting** is considered **moderately sensitive to visual impact** as it is associated with areas of medium visual / scenic amenity. The Landscape Character of the **local context** is considered **moderately sensitive**, due to the existing neighbourhood adjacent and intangible associations with the landscape.

The site sits within the broader context of an **urban cultural landscape** which includes areas, views, and component resources of moderate to high scenic, cultural, and historical significance, including distant mountain background views, green open space and river corridor middle-distance views and bucolic foreground views

Landscape Integrity & Quality

Visual quality is enhanced by the continuity and intactness of the landscape, and lack of visual intrusions. Whereas visual continuity from the site to the mountain backdrop is intact, the reality is interrupted by physical barriers including the Black and Liesbeek Rivers themselves, the Black River Parkway and Liesbeek Parkway, as well as the M3. The Central Railway line is another infrastructural barrier which restricts movement from the site towards the east. Towards the North of the site, Maitland Garden Village has retained its scale, texture, and grain, though many of the buildings have been altered over the years.

Views and View Corridors

Orientating views from the site westwards to the Peninsula Mountains give the site a firm sense of place. Although Lion's Head and Signal Hill are visible to the northwest, and Constantiaberg to the Southwest, it is the more direct westward view onto Devil's Peak and its Mowbray Ridge foothill that is most visually dominant. Whereas Alexander Road runs along the entire eastern boundary of the site, views into the site from this edge are less permeable, apart from certain glimpses

between buildings (at the site entrance, for example), which allow for more penetrating views across the site from east to west.

Visual Absorption Capacity

Considering the existing vegetation and subtle landform, the Visual Absorption Capacity (VAC) of the site is Moderate, with partial screening afforded, but noting that some vegetation may be cleared (thereby reducing the VAC).

Critical Viewpoints



Figure 61: External Critical viewpoints indicated (Gibbs 2024)

External viewpoints (all images Gibbs 2024 except where otherwise specified)



Figure 62: Alexandra Road interface



Figure 64: Maitland Garden Village interface



Figure 63: Northeastern corner of site (Streetview)



Figure 65: Northern edge of the site (Streetview)



Figure 66: Alexander Road looking south (Streetview)



Figure 68: Alexander Road looking northwards



Figure 67: Alexander Road entrance to site (Streetview)



Figure 69: Alexander Road – eastern edge of site.



Figure 70: Black River looking north-eastwards (Streetview)



Figure 72: View from N2 looking eastwards (Streetview)



Figure 71: Black River Parkway looking eastwards (Streetview)



Figure 73: View from N2 looking north-eastwards

10 Site analysis

The site is located along and accessed from Alexandra Road west of Pinelands and the Cape Flats railway line. The Pinelands railway station is located opposite the site. It measures approximately 13 hectares in area.

10.1 Current usage

Currently called the Oude Molen Eco-Village, it includes approximately 30 small businesses in an eclectic mix of light industry, retail, institutional, horticulture, a Goringhaicona Kraal, artisanal, recreational, cafes and delis, and residential uses, detailed in the Social Impact Assessment [Annexure C¹⁷](#). These uses have repurposed most of the previous institutional buildings and open spaces of what was Valkenberg East before it was decommissioned in the late 1990s. The occupants are the tenants of the Western Provincial Government Department of Public Works (WPGDPW). The current lease agreement term with the tenants association is set for three years subject to renewal if the development rights in terms of the current process have not been obtained. There is a clause in the lease agreement that deals with earlier termination in the event the development rights process has successfully concluded before the term, once the development rights have been obtained the department will issue all tenants with a termination notice and when site clearance is required.

Figure 74 (right): Key tenants, land uses and designated use areas (yellow outlines) on OMV site. 1. Block B (fire damaged); 2. Lighthouse Backpackers; 3. Pinelands Montessori school; 4. Various artistic studios; 5. Cuckoo's Nest; 6. Picnic and braai area; 7. Lynne Matthysen onset catering; 8. Hall (Yes we Can foundation); 9. Pool; 10. Site entrance/ security; 11. Jet Away café; 12. Robin Trust (various

¹⁷ From which extracts are taken (without detailed referencing for ease of reading) to synthesise the heritage related implications of the socio- historical context for the purpose of this HIA process.



functions); 13. OMV Food Garden; 14. Prop Art; 15. River Lodge Backpackers; 16. The 'Yellow House'; 17. Eden Valley take aways & small scale farming; 18. PoverSolv detergent manufacture; 19. OM stables and horse activity areas; 20. The Play Shed; 21. Gaia Waldorf School premises; 22. Historic farmstead; 23. Millstone deli and coffee shop; 24. Gorinhaikona kraal; 25. Various creative studios; 26. OM steel workshop& Back of Beyond deli& coffee shop; 27. Back of Beyond food garden; 28. Composting operation; 29. Honeybee Foundation apiary; 30. Small nursery.

The Social Impact Assessment Report notes, inter alia, the following about the current uses.

A substantial portion of current tenants have been on the site for a considerable period, in some instances, over 20 years. These include the Robin Trust, Gaia Waldorf School, PowerSolv, both backpackers, OM Workshop, and a number of artisanal/ artistic studios such as Chameleon Custom carpentry, Belinda Ormonde ceramics, and World of Wonder gifts. Many current tenants have also been living on the site during this period, and many still do. Land uses which have remained stable on the OMV site over the past 20 years or so include health care and training, food gardening, horse related activities, the pool, film industry related businesses, backpacker-type accommodation, artistic/ artisanal/ creative studios and enterprises, education, residential use, the café, use by NPOs, and a few more industrial-type operations. In some instances, pre-existing activities were taken over by new tenants (e.g., pool, café, horse-related activities). New land uses include the establishment of two delis/ coffee shops (Back of Beyond and The Millstone), and the more recent establishment of a Gorinhaikona Khoi kraal.

Photographs of some of the uses accommodated on site are extracted from the SIA below.



Figure 75: Premises occupied by Gaia Waldorf's older learners, Block S



Figure 76: 'The Yellow House', used by residents as a demonstration model of various sustainable resource use practices.



Figure 77: Robin Trust, administrative building (Block R).



Figure 78: North-facing portion of Block B which was destroyed by fire sometime late 2000 or early 2001. Block B mainly accommodates residential uses.



Figure 79: Back (facing Alexandra Road) of Block D. As evidenced by the satellite dishes, the top storey is used for residential purposes.



Figure 80: Informal structure used for residential purposes and accommodating a small nursery and composting/ mulching enterprise, located in the extreme SW portion of the site.



Figure 81: Inside Oude Molen Food Garden



Figure 82: Beehives on The Honeybee Foundation's premises in the SW portion of the site. The Foundation has been on the site for over twenty years.



Figure 83: Oude Molen Stables' corral on the site's western perimeter north of the homestead complex



Figure 84: Pool area on 'Oom Danie se Plaas' Pool, Picnic and Braai area. The facility is named after a former tenant who started the enterprise.

The tenant interviewees indicated that they felt that the potential threats to the sites current character and sense of place identified included:

- Potential for gentrification associated with development of the site.
- Scale and massing associated with new development.
- Development that impacted on the viewshed onto Black River.
- Land-uses that had the potential to be incompatible with the 'eco' vision of Oude Molen.
- Loss of open space.
- Loss of 'social texture'.

Further heritage related considerations raised in preliminary stakeholder grouping meetings¹⁸ which grouping included I&APs additional to the site tenants, include (and directly quoting from the minutes thereof):

¹⁸ Refer to Section 18 for further details. Other issues raised are related to broader planning and design issues.

- It will be appreciated is the heritage of the First Nations can be considered and placed first and foremost.
- The identified remaining Spring be preserved for future as a significant heritage element due to the historic connection/use. *(Author's note: the 'spring' referred to has become the contemporary locus of some tenant Goringhaicona cultural/ritual practices, but per the OMP Fresh Water assessment, it is not in fact a spring but a stormwater seep).*
- The Hoogstander Royal House (HRH) wants to be part of the development and see the fruition.
- The HRH group is in-principle supportive of the presented OMP vision shared to date, the thinking and what the Team is trying to achieve but is asking again to be part of the process.
- The HRH Clan wants to move forward, wants to be part of the redevelopment, and offered to be part and support proposals.
- that proposals link to tourism as there is international interest in this regard (linked to heritage and memorialization) and telling the story of the Rainbow Nation
- the area in question is "where it all started" thus representation of Khoi & San heritage must form part of the vision for re-development.
- Suggestions included showcasing traditional cultural practices on site. It was asked that earthworks and excavations be carefully monitored in the case that any heritage material is unearthed.
- Khoi San leadership also desire to undertake the appropriate rituals on site before and during construction.
- Restoring heritage buildings;
- Recognising and celebrating the significant heritage elements on site, and to link to the Tussen Die Riviere Resistance and Liberation Heritage Route (RLHR).
- On positive aspects the first thing that comes to mind is the views, this is a magnificent informant to use and access should be afforded to all residential typologies to be proposed for inclusion. The edge of the Precinct in terms of views will be premium value.

- Cross subsidisation should be used to realise affordability and give all access to the views.



Figure 85: Site Land Use



Figure 86: OMP (gold dash outline) built form and open spaces

10.2 Socio-historical analysis

As a preface, it is considered necessary to establish the viewpoint of this HIA in respect of the role of a Social Impact Assessment (as required by HWC) in an impact assessment governed by the requirements of the National Heritage Resources Act.

Social History as a discipline has a very wide application. Samuel (1985) discusses the anti-institutional bias of social history – the move away from the purely institutional accounts of history to focus on that of all people, rather than the few, and understanding the relativity of historical interpretation. The general objective is to “enlarge the map of historical knowledge and legitimate major new areas of scholarly inquiry – as for example the study of households and kinship; the history of popular culture; the fate of the outcast and the oppressed ...:”. This giving of voice to the experience of marginal groups (or those historically so), is particularly significant in South Africa, and has become, appropriately, an increasingly important component of assessment in terms of the NHRA.

Whilst social history is a necessary dimension in every kind of history, the danger is that these (often individualised) histories could become divorced from politics, economics or broader historical themes. It is this author's view that, in the case of the OMP HIA, whilst the voice of the existing users must be heard, (and following Rasool 2004) we should recognise the existence of *multiple narrations intersecting and crosscutting each other, paralleling and contradicting each other as they compete for the creation of historical meaning*.

It is within this frame (the creation of historical meaning) that the Social Impact Assessment ([Annexure C](#)) makes its contribution to this HIA. The socio-historical themes of the site and related broader socio-historical imperatives will be the appropriate focus of this impact assessment. This is not to deny other social concerns or imperatives, but these are more relevant as inputs into the planning and design

process, not the heritage impact assessment process, and should be utilised accordingly.

As Martin states:

Oude Molen boasts one of the richest social tapestries in Cape Town, being part of a landscape pivotal to the sustainability of the First Nations groups, most notably the Gorinhaiqua; then the site of dispossession of said groups through the advent of the Free Burgher system; ground zero for the first war between black and white in this country; among the first colonial frontier farms; a place of incarceration; a place of healing and now, a (possible) place of reconciliation.

A Socio-historical Study would ideally incorporate voices of individuals and groups who had first-hand experiences of these events and processes. This is not possible due, *inter alia*, to the timeline involved, the dispossession of the original inhabitants and the site, the lack of recorded history by these original inhabitants and the biased recordings by the colonial masters. However, a strong resurgence movement has long been researching hidden and other sources, piecing together the subtle nuances of the lost voices of our collective past, enabling the aims of this study to navigate the rich aforementioned tapestry and assign specific significance to the rich layer of heritage narrative attached to the precinct.

The City of Cape Town's Cultural Heritage Strategy (Attwell et al 2018) argues that it is important to acknowledge the achievements of individuals and groups during the City's history and seeks to recognise and protect places, narratives and traditions associated with such people and events.

While much of the tangible heritage associated with the peopling of the Oude Molen Precinct and its environs prior to the construction of the Valkenberg Hospital complex may have been destroyed, the narratives and associations of the precinct have essentially been

revived through the focussed activism of individuals and groups who identify as descendants of the First Nations, along with the resident groups and organisations that gave rise to the Oude Molen Eco-Village.

This value of this element of the resurgence of this marginalised narrative cannot be overstressed, because if it were not for these individuals, a crucial layer of Cape Town's (and indeed, South Africa's) history would have been relegated to obscurity.

The Social History footprint related to the site or the context includes:

- The pre-colonial footprint: the environment and its impact on the shaping of this social history
- The importance of the rivers
- Pre-Colonial contact
- The Battle of Gorinhaiqua
- The First Khoe-Dutch War (1659-1660)
- Milling
- Farming
- Banishment: King Cetshwayo
- Place of Healing: Psychiatric Hospital

The major historical themes of social significance thus include the broader First Nation considerations of dispossession; the incarceration of King Cetshwayo and of associated significance to the Zulu Nation; and the segregated psychiatric facilities for people of colour who were treated unequally in the system of mental health provision. From a symbolic and historical perspective, the landscape is thematically complex and multi-layered, with remnants and symbolism relating to the past as well as holding contemporary social significance for many who value and identify with them. The following historical social/intangible themes are linked to the site:

- *First Nation history, pastoralism and seasonal movement. The First Frontier: symbolic and historical significance.* It serves as a symbol of how the Khoe-khoen lived in pre-colonial times,

and what the arrival of Europeans at the Cape meant for their society, culture and way of life. This significance transcends physical remains or tangible traces;

- *Barriers, conflict and exclusion from ancestral lands;*
- *Exclusion and containment.* Social and racial differentiation, segregation and exclusion (Frontier 'barriers'; racially defined boundaries (e.g. Maitland Garden Village, Ndabeni Forced Removals); imprisonment of Chief Langibalele (Ndabeni); imprisonment of Zulu King Cetshwayo (Valkenberg East/Oude Molen); mental health (F-shaped wards Oude Molen, Porter Reformatory, Valkenberg and Alexander Hospital, past and present uses)

In summary, preserving and integrating the remnants of built form **and** memory within future planning and design is crucial to the acknowledgement of the sense of loss, destruction and devastation for the descendants of any people whose ancestors were forcibly dispossessed. Planning and design should continue to incorporate the 'sense of place' that has been informed by these intangible memories and continued cultural practices on the site. How a site is 'remembered' or 'memorialised' needs to be community led, involving ongoing engagement through the design process.

According to Lucien Le Grange (2003), "the employment and translation of memory is key to urban design development. It requires the Conserving and celebrating of previous and remaining institutions i.e. even if tangible symbols have been destroyed, their memory needs to be conserved and celebrated."

10.3 Built Environment

Two primary sources for this study of the built environment, include extracts from a 2022 Built Environment Baseline Study (Winter, Baumann & Wilson) and a 2020 Built Environment site due diligence report (SVA, Danev & O'Donoghue) (Annexures E1 and E2), supplemented by additional analysis by this project team. Extracts from these reports are integrated directly into this section without detailed references for ease of reading. The interpretations and conclusions are however this author's own.

As a context for the Built Environment Study, the OMP is characterised as follows: The Black River slopes rise to a linear pattern of buildings of heritage value set within 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 (alternatively named Mill House or the Oude Molen Homestead) 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. The buildings are predominantly single and double storey structures and, with the exception of the Homestead and accretions, built between 1915 and 1970 in a generally low-density development pattern.

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

As with other precincts in the Two Rivers LSDF area, the matrix of an intangible heritage footprint that extends over the entire Two Rivers landscape is recognized. Social significance that explores the wards as a site of conscience related to past practices of designating mental illness are of importance (Postlethwayt 2020).

As the historical background illustrates, the earliest development on the site related to the mill, and eventually a homestead, still extant,

which exact date of construction is unknown. It may include early fabric (pre-1780) but can be dated to this period of ownership (Fransen 2003). Historical access routes have been from the north.

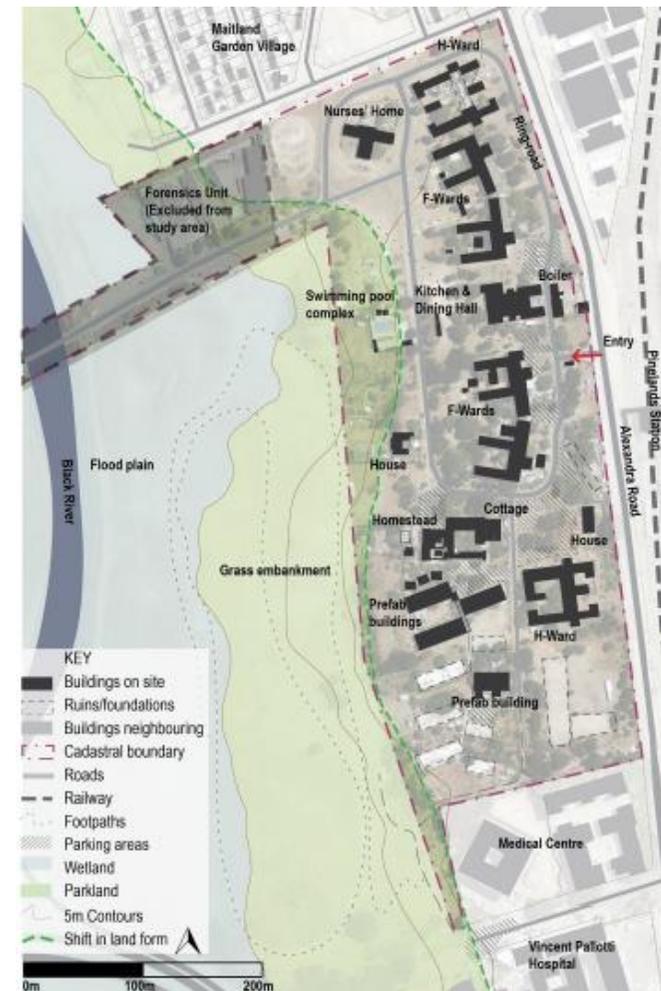


Figure 87: Naming of Parts (Winter , Baumann & Wilson, 2022)

By 1872 the homestead is a two story dwelling with square-fronted Georgian-style facade.

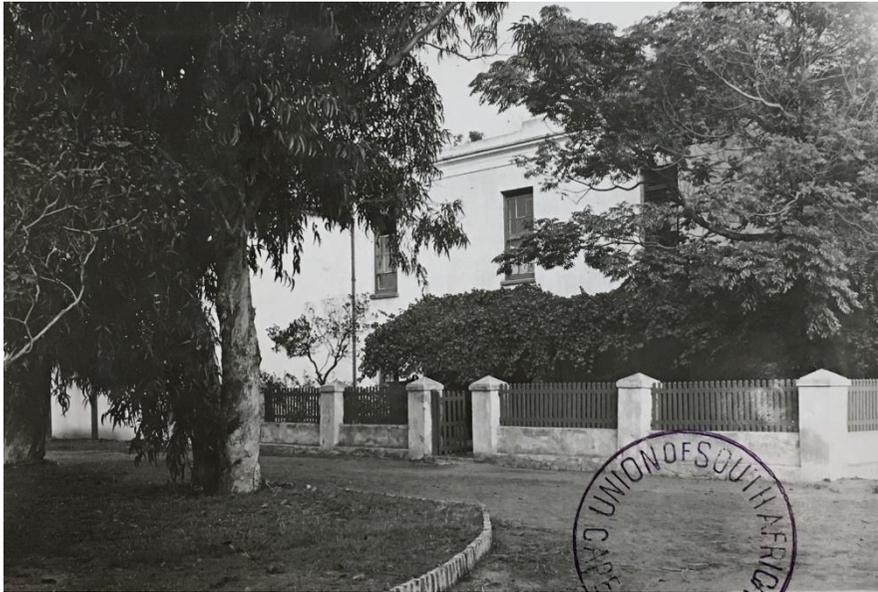


Figure 88: Homestead with walled forecourt garden, c1905-1910 TBC. (Source: KAB E897) (Winter , Baumann & Wilson, 2022)

However, as its use related to milling, farming and the incarceration of King Cetshwayo fell away by the early 20thC, Oude Molen's location lent itself to institutional use, and in 1912 the Colonial Government repurchased the site for use as a military camp. By 1915 it was operating as an extension of Valkenberg Hospital. The homestead, now extended with the adjoining portion on the east facade, functioned as the Uitvlugt Hostel Building possibly accommodating black patients from the Valkenberg Hospital, while the New Military Hospital, was completed c1916 to accommodate black military patients. The dairy was completed in 1913.



Figure 89: Homestead and attached building identified in 1914 as the Oude Molen Hostel. Image provides a clear view of the west/river-facing facade. (Source: KAB AG12280) (Winter , Baumann & Wilson, 2022)

By 1916 planning was well-advanced for the development of a "Coloured Mental Hospital", with drawings by Piercy (Pat) James Eagle, chief architect of the Public Works Department. Building of the hospital complex began in 1916 and was complete by 1920. The building adjoining the homestead was also extended.

The 1937 aerial image shows the F-wards with landscaped gardens within the west-facing colonnaded courtyards, and enclosed gardens on the east. A dense avenue of trees demarcates the axial avenue to the homestead. Similarly, the homestead forecourt and the attached accommodation have a garden forecourts bounded by hedges. The Nurses House has been expanded with the T-

extension(1930s). Primary access to the site is from the northern corner on Alexandra Road, where a guard house is positioned, and from a road adjacent to the Married Quarters semi-detached house, which leads directly to the homestead.

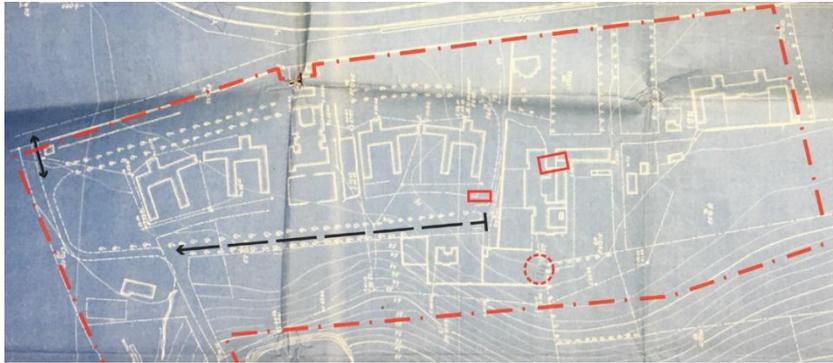


Figure 90: 1920: Site plan with contours and planting identified. The axial avenue is shown as tree lined. The ring road is re-routed to accommodate Nurses' House(Source: KAB 3/CT 4/1/4/187) (Winter, Baumann & Wilson)

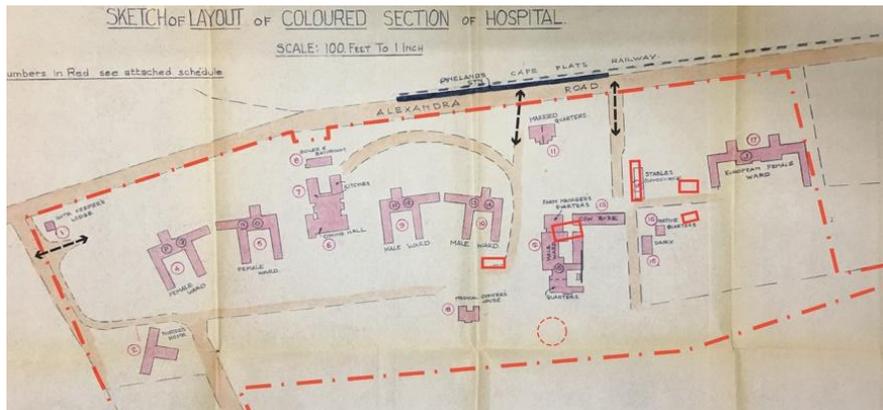


Figure 91: 1937: Building value assessment plan identifies buildings and their uses at the time (Source: KAB) (Winter, Baumann & Wilson)

In 1957 the first single-storey H-shaped ward was built. Built first, the southern ward, for black men, is on a slightly elevated position oriented to align with Alexandra Road. The second, matching, H-shaped ward for black women followed after 1958. The 1968 aerial imagery shows the completion of the women's H-shaped ward, and the addition of a second mortuary building on the north western corner of the site. By 1976 of a sequence of prefabricated buildings had been added, built in a leaf-like formation along a central spine access road. These provided additional services such as therapy wards and clinics, and additional wards. This same decade the swimming pool was added, and farming activities at the institution tapered off. At some point after 1992 (date not known) the Military Hospital building of 1916 was demolished. Many of the prefabricated buildings have been removed or demolished. Most recently, the northern H-shaped building has been affected by fire damage, and the long prefabricated building at the Alexandra Road entrance gutted and removed.



Figure 92: 2022: Buildings demolished (red), likely location of the mill (dash red circle) and existing remaining buildings and landscape (Winter, Baumann & Wilson)

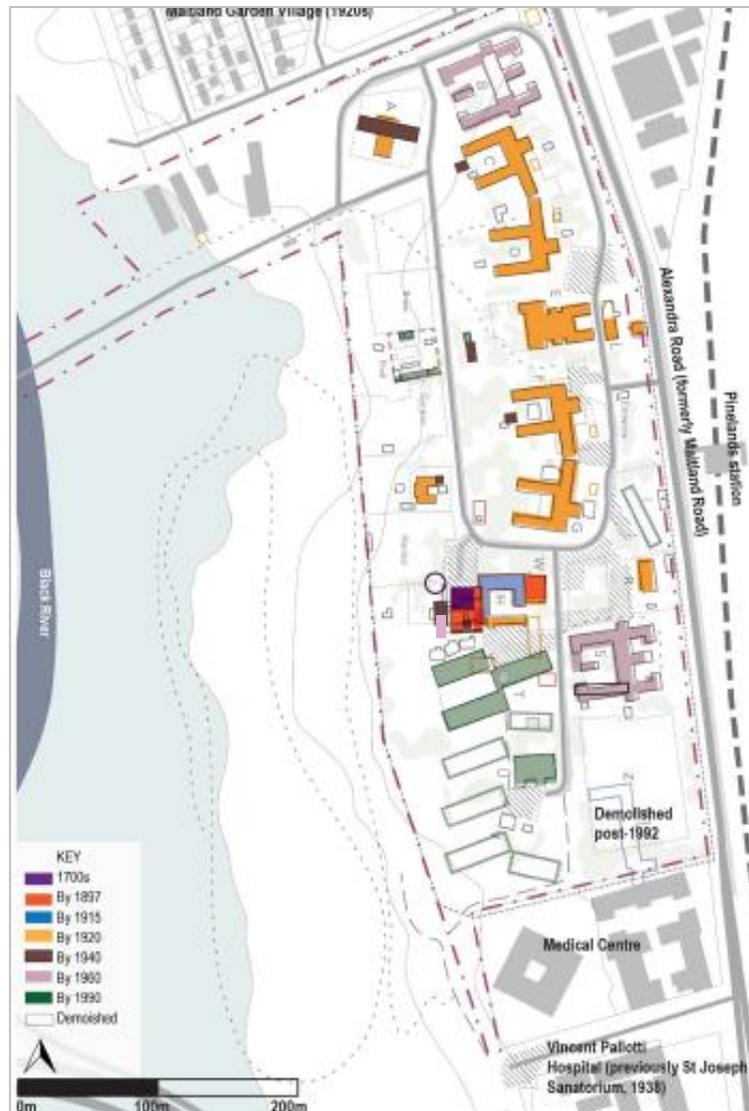


Figure 93: OMP Site Morphology (Winter, Baumann & Wilson)

A detailed inventory of the individual buildings on site, incorporating historical construction details, current land use, condition assessment, statement of significance, opportunities and threats, and recommendations is included in [Annexure E1](#) and largely extracted from the 2022 Winter et al Built Environment Study. Further details of each building (including interiors) are included in the 2020 site due diligence report (T Danev (SVA) & O'Donoghue) appended as [Annexure E2](#).



Figure 94: Current land use precincts (Winter, Baumann & Wilson)

The existing structures are generally in fair condition; however a lack of regular maintenance is evident in most. Tenants, while having taken some responsibility and attempted some minor interior maintenance, have limited funds and technical expertise. As a result ongoing roof leaks have in some structures began to cause long term moisture damage. Some of the existing structures require urgent maintenance and repairs in order to prevent complete collapse and loss of heritage and historical value. Open spaces are fairly well maintained with the exception of certain courtyards which require attention.

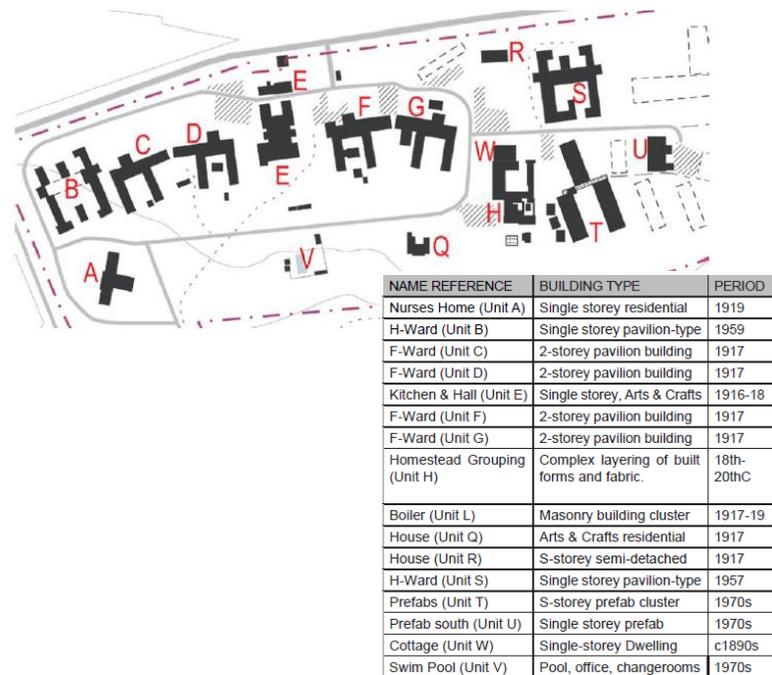


Figure 95: Key to buildings

¹⁹ All photographs in this section unless otherwise specified are by Wilson, 2022 in Winter, Baumann & Wilson, 2022

Concerns about the building conditions in 2022 have been identified and summarised as follows¹⁹:

Block A Nurses Home: General good condition interior and exterior. An argument could be made for the demolition



Block B H-Ward: considerably damaged by fire, ad-hoc alteration and informal habitation, and if left unattended to it will probably disintegrate. Demolition can be considered.



Block C F-Ward: Generally fair condition, but lack of regular maintenance is evident in roof leaks and other. Interior spaces have been fairly well maintained. The exterior form should remain unaltered.



Block D F-Ward: Generally good condition with a well-preserved, original interior. Lack of regular maintenance is evident. The exterior form should remain unaltered aside from restoration to reinstate the colonnade. The courtyard building should be removed and consideration given to reopening the colonnade walkway.



Block E Kitchen & Dining Hall Complex: Fair condition with well-preserved original features but lack of regular maintenance is evident. Poor use or neglect or inappropriate paintwork. The current communal hall use is appropriate. Interior and exterior form and detail should not be altered.



Block F F-Ward: Generally fair condition with a well-preserved, original interior. Lack of regular maintenance is evident. The courtyard building, and free-standing building should be demolished and the courtyard reinstated.



Block G F-Ward: Generally fair condition, but lack of regular maintenance is evident. Interior spaces have been fairly well maintained. Retain, restore and, with minimal fabric intervention.



Block H: Homestead: What is termed the homestead is actually a complex of buildings built by accretion, dating from the Millers House (c 1720s); the two storey Georgian building (18thC); the adjoining portion on the east facade, ex- Uitvlugt Hostel Building/ Oude Molen Hostel (1912 – 1917); a Victorian-era cottage (see also Block W) attached to the easternmost edge of the complex; and later 20th century accretions including isolation cells and ablutions.

The buildings do not however read as a unified complex, screened by dense vegetation and contemporary ad-hoc additions, many very poorly conceived in relation to the heritage significance of the complex and its individual components. Neither does the homestead read as a landmark building, although it is the theoretical locus of the site. Much of the avenue of trees leading to it is lost, and the forecourt is a parking lot. It is in very poor condition as are the courtyard structures. Tenancy over the past two decades appear to have had

little understanding of the heritage considerations. Neglect of the main building is a serious heritage threat with the severe deterioration of historic fabric including the near collapse in 2016 of the west facing external wall through water penetration and potential collapse of the roof beams. This resulted in initial temporary emergency stabilizing of section/s of the Oude Molen homestead in 2017, especially the partially collapsed double-storey western wall. Despite proposals to undertake additional rehabilitation the building in 2018, the Construction Contract was eventually cancelled and the buildings remains vacant and in a very poor state of neglect.

In 2023, the Department of Infrastructure appointed a team of professional consultants to provide full services for the repair, reconstruction and rehabilitation of the oldest, western portion of Oude Molen (excluding the buildings occupied by the Gaia Waldorf School), for a theoretical future use/s. However, this has been an extended process and in the interim, the building condition has deteriorated even further. It remains the aim of the current contract to have the building restored to its original form, habitable for potential repurposing and safe.

Further opportunities exist to rehabilitate the building complex in accordance with its very high (and rare) heritage value, and to become a public focal point within the precinct. Opportunities also exist to reinforce the significance of the homestead as focal point on axis with the approach road from the north by the removal of parking in front of the homestead, the enhancement of the space as a landscaped forecourt, opening the views onto the building including from the west, and the enhancement of the axial avenue. Opportunities to reinstate the legibility of the historical fabric and figure ground relationships by the removal of later layers that detract from significance, e.g. the ablutions to the south and within the main courtyard space, contemporary pergola additions, inappropriate decorative additions, vibacrete boundary walls, some of the tree planting, etc.

The Oude Molen homestead and its complex is the number one priority from a heritage management perspective and requires urgent securing of the structural integrity and its rehabilitation, adaptive use and ongoing repair and maintenance.

In the short to medium term, a Conservation Management Plan needs to be prepared incorporating principles of minimal intervention, respect for historical layering, professional oversight and contractor guidelines and experience requirements, visitor access, interpretation and the retention and enhancement of the visual-spatial setting. Intervention to the historic fabric and below ground excavations within the vicinity of the homestead area should involve the input of a historical archaeologist.



Figure 96: Birds eye view of the Homestead (ROOT Architecture)



Figure 97: Homestead west elevation, screened by pergola (the latter likely remnants of an earlier mid-century building, subsequently burnt).



Figure 98: The Homestead 'forecourt'.



Figure 99: Condition of the Homestead (November 2023)



Figure 100: The Homestead as extended early 20C



Figure 101: Front/north elevation of early 20th century addition (Wilson 2022)



Figure 102: Victorian cottage attached to the early 20thC addition (Block W)

The Millstone café is a remnant of the original mid-century building running the length of the homestead and likely originally a larger hipped roof structure with chimney. It was burnt down in 1997, with the partial reconstruction of a much smaller building between 1998 and 2000, modelled upon a vernacular Cape Cottage.



Block L Boiler: Intact and in fair condition, Retain, restore and adaptively reuse.



Block Q staff house: Fair condition; leaking roof and wall cracks. Retain and upgrade with minimal fabric intervention.



Figure 103: The Millstone Café, almost entirely invisible behind pergolas and trees, with no visual relationship to the homestead complex.

The Millstone café ad-hoc reconstruction is inauthentic. It requires maintenance. Demolition can be considered.



Block R Married quarters/Farm Manager's house: Fair condition. Demolition for redevelopment can be considered



Block S H-shaped Ward: Varies through building depending on tenant and use, from good with original features to partially derelict, unroofed and vulnerable. Demolition for redevelopment can be considered



T Block Prefab Complex: Fair. The buildings can be demolished.



U Block South Building: General fair to good condition The building can be demolished



W Block Cottage: Fair to good condition. Retain, restore and allow minimal fabric intervention.



Swimming Pool Complex Fair to good condition



Regarding a project to render repairs to the roofs of all buildings other than the homestead, this project was completed in June 2023. Only the roof of one building was fully replaced, having previously had an asbestos roof covering. All other roofs only had the badly rotten eave timbers and overhangs as well as all gutters and downpipe replaced while the existing tiled roof covering remained – this decision was driven mainly by availability of funding at the time. There are still some leaks in the existing roofs requiring maintenance intervention, these are being addressed as they occur.

This clearly points to the need for an overarching maintenance schedule for the site's historic buildings, a heritage appropriate method statement and the adequate funding thereof.

10.4 Landscape

The section is informed in large part by the Visual Impact Assessment (VIA) included in full in [Annexure D1](#). Whereas the site itself has some interesting features, including the historic Oude Molen homestead complex, the re-purposed institutional ward buildings, and mature trees which create intimate and sheltered garden spaces (protected from the south-easterly winds); the primary visual resource is the cultural landscape context, including the 'parkland' visual foreground and strong visual connections to the mountain as visual background, providing a sense of orientation and scale.

The planting patterns within the site have changed quite drastically, from fine grained formal plantings in the early 20th century, to more course-grained informal clustered planting in the early 21st century. Trees and shrubs have been removed from the visual forecourt to the site, possibly through alien vegetation clearance programmes, which has altered the experience of the Riverbank (see VIA for further historical photographic illustration of landscaping patterns on site).

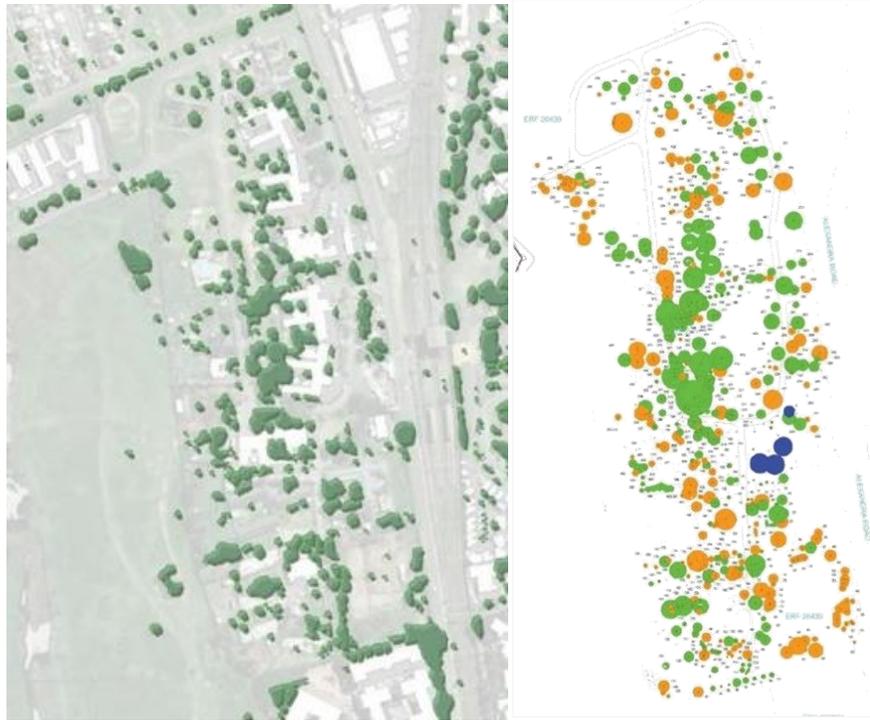


Figure 104: Vegetation Mapping (SVA) and Tree Assessment (Planning Partners)(Gibbs 2024)(Annexure D2)

Apart from some mature trees of stature, (notably Ficus species) the planting pattern appears scattered and random, without clear design intention or evidence of an ordering system, hierarchical or otherwise. (i.e., there are no longer clear avenues or windbreak

²⁰ Whereas the term 'semi-rural' reflects a landscape that is neither entirely urban nor rural but incorporates elements of both, for the purposes of the visual impact assessment, the site has been described as having a 'bucolic' character.

'Bucolic is an adjective that has been used to describe the somewhat remote, informal, and pastoral setting, typically associated with the countryside or a picturesque 'rural' life. It conveys a sense of tranquillity, simplicity, and charm often

alignments). Tree planting occurs in predominantly in clusters, which lends a 'park-like' ambiance to the site. Apart from providing environmental shelter (shade and wind protection) the tree planting should be used to lend spatial definition, legibility, and cohesion to the site. At present, this is not the case. For example: the approach avenue to the homestead is not clearly defined and is not easily discernible from the vegetation pattern; neither is the forecourt to the homestead clearly framed.

The Landscape Character of the **site** is considered **moderately sensitive**, given the screening effect of existing mature trees, and the lack of visual cohesion of portions of the site. Although the site is highly altered from its natural state, its allotments, alternate openness and intimacy of clustered trees and idiosyncratic quaintness of existing buildings contributes to the remnant bucolic²⁰ 'village' quality of the precinct. This designates the precinct as a landscape of **good quality**.

Views and View Corridors

Orientating views from the site westwards to the Peninsula Mountains give the site a firm sense of place. Whereas the site is visually exposed from the Black River Parkway, (though at a distance) it is less visually permeable from Alexander Road apart from certain glimpses between buildings (at the site entrance, for example), which allow for more penetrating views across the site from east to west. The transparent fence along the northern boundary allows visual permeability from Maitland Garden Village, whereas the Vincent Pallotti hospital buildings to the south of the site obscure views of the site from beyond this institutional interface.

attributed to non-urban landscapes. When something is described as bucolic, it suggests a rustic, idyllic, or countryside character, often evoking images of rolling fields, meadows, and a peaceful, unspoiled natural environment. The term is commonly used to characterize an idealized rural life, emphasizing its peaceful and harmonious qualities.

Visual Absorption Capacity

Considering the existing vegetation and subtle landform, the Visual Absorption Capacity (VAC) of the site is Moderate, with partial screening afforded, but noting that some vegetation may be cleared (thereby reducing the VAC).

Internal Site Views (all images Gibbs 2024)



Figure 105: buildings partially obscured by established vegetation



Figure 107: Bucolic character of parts of the site



Figure 106: Mature Eucalyptus with adjacent school



Figure 108: Building platforms (former barracks)



Figure 109: Informality



Figure 111: Sheds



Figure 110: paddocks with open space beyond



Figure 112: village street quality



Figure 113: re-purposed former institutional building



Figure 115: equestrian uses



Figure 114: informal character



Figure 116: Oude Molen homestead forecourt

Whereas the site lies within the urban edge, it has some remnant bucolic and former institutional qualities, it has certain coherence of character as an eco-village, which combines bucolic (due to the presence of the allotments) and townscape qualities, (though it lacks spatial cohesion or a legible spatial sequence).

It is linked to a river system which has important recreational value, as it encompasses important vistas and scenic corridors along the riparian system. Whereas it does not occupy visually prominent ridgelines or skylines, being somewhat low-lying (between 8 and 20 m above MSL), it is well-located and highly visible from surrounding areas.

It includes remnant aspects of an evolving, vernacular **cultural landscape** of reasonably **good quality**; contiguous with an environment of **high** scenic, cultural, and historical **significance**; having some components of a distinctive character, but somewhat **lacking coherent composition**. The site is **susceptible** to changes of the type proposed, in that development will cause noticeable visual impacts and changes to the status quo.

At the site scale, the Oude Molen Homestead complex is the primary landmark building, with some of the former ward buildings together with their courtyard spaces providing some spatial definition. There is a lack of meaningful connection to the adjacent edges, however, giving the site an introverted and isolated, even exclusive appearance, despite the public access. It is a highly transformed landscape; with some mature tree cover in clusters associated the existing buildings, creating visually enclosed courtyard spaces without lending legibility to the site as a whole. The vegetation patterns of the site have changes significantly over time, with much of the current tree coverage introduced since the 1990's.

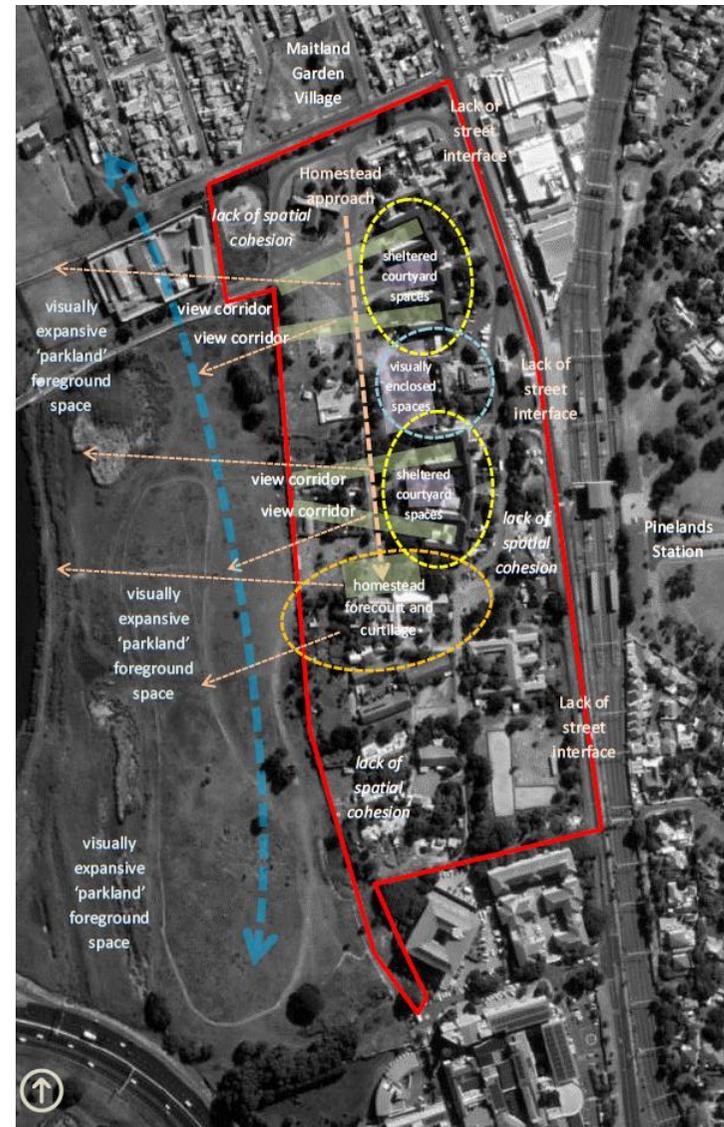


Figure 1 17: Site visual / spatial relationships (Gibbs 2024)

10.5 Archaeology

This section is sourced directly from extracts of the Archaeological Impact Assessment (AIA) included as Annexure F, but not referenced directly for ease of reading.



Figure 118: trackways recorded on 1 Nov (green) and 28 Nov (blue) (RSA, 2023)

Site surveys on 1 and 28 November 2023 yielded no evidence for archaeological material on the site (Figure 113). This is in keeping with outcomes of other archaeological survey work on the site which has widely noted that, despite the long and significant history associated with the wider area that now comprises Two Rivers Urban Park, little to no archaeological evidence of this past is evident (Attwell and Associates and ARCON, 2016, 2017; Hart and Townsend, 2019; Orton, 2022; Schietecatte and Hart, 2014). Hart and Townsend (2019) note that the “Liesbeek valley has no sequences of human occupation such as described above. In fact, to date no San or Khoikhoi archaeological sites have been identified. This does not mean that people were not living here as stock-keeping people were very mobile following available grazing. It does, however, mean that there was no focus in the project area that attracted repeated visits or long-term occupation of any kind, as would be the case with sacred places and capital settlements.”

Despite the longstanding and well-documented use of the area by the Khoekhoen, as noted before, the site would not have leant itself to encampment, given its open, exposed aspect, and lack of topographical features that might attract settlement. It is more likely that human activity in the area would have taken the form of, initially, hunting and gathering, and, later, grazing of livestock along the banks of the rivers. Any remains related to the pre- or proto-colonial use of the site would therefore likely be ephemeral, isolated traces of these activities, if any are to be found at all.

While the site certainly forms part of the wider landscape of conflict in the contact period, traces of this period are not deemed likely, given that the site falls outside the mapped alignments of early defensive installations, and considering the general paucity of finds associated with this period in the area. The degree of reworking of soils would further militate against the survival of such features as post holes and earth works that might indicate their presence.

Given the extensive reworking of the majority of the site through time, either under cultivated fields, or under buildings and other forms of development and redevelopment, it is not anticipated that much evidence for these earlier periods survives intact and in situ immediately below ground surface. Material might occur on site related to the historic use and occupation of the mill house and barn, including household waste or middens and other discarded or abandoned domestic materials located in proximity to these structures. Materials associated with the more agro-industrial activities of milling could also be present near the proposed location of the mill. Areas around the homestead could further yield material linked to the exile of King Cetshwayo at Oude Molen between 1881 and 1883. As such, the area around the homestead, and the area to its west where the mill remains could survive, should be considered the most likely location for any such materials, sites, features or structures to occur. The deposits around the homestead are also less likely to have been subject to reworking through time, subsequent to the construction phase, as the land immediately adjacent would not have been filled historically or subject to more recent redevelopment. Any other historic remains found more widely across the site would be less securely linked to the homestead, and probably out of context.

A further resource for consideration is that sites, features, structures or materials associated with slave history at Oude Molen could be found. While finds can be difficult to associate directly with slavery as a practice, slaves would certainly have lived and worked on Oude Molen throughout the C18th, and early C19th, operating the mill, working the fields, and assisting in the homestead. No evidence exists for structures purpose built to accommodate slaves, but concentrations of household items in outbuildings can provide evidence for slaves living in such spaces.

It should be noted that graves or burials, related to the pre-colonial, protocolonial or early historic past could occur on the site, and First

People's representatives have made claims about burials in the area (Ibid.) and, indeed, on site (Daniels, 2021). Hart and Townsend (2019: 73) note that no human remains have yet been located in this vicinity, despite the major works arising from the river canalisation, subsequent development, and several archaeological investigations in the vicinity. In the absence of any verified finds, calls have been made for such claims to be left aside until evidence is presented (Hart and Townsend, 2019: 110).

Should any burials occur on site, where these are related to Khoesan people - or their antecedents - these might occur anywhere on the property. Historic burials associated with the homestead, or isolated skeletal material linked to the site mortuaries would more likely be in closer vicinity to those structures. It is worth noting that two female skeletons with traditional beadwork were found on Uitvlugt, associated with Langalibalele's incarceration there, and burials associated with King Cetshwayo's exile at Oude Molen cannot be discounted.

The site survey noted the standing structures, including the homestead and its component structures as well as the hospital buildings across site.

Only those hospital buildings older than 100 years, and in ruins, would be considered archaeological in terms of the National Heritage Resources Act (No. 25 of 1999). The most significant of these are the demolished portions of earlier configurations of the homestead, and the early C20th Military Hospital. The area of the two mortuaries could have been of some significance, as it is possible, although unlikely, that human skeletal material might have been accidentally discarded or lost during operations of those facilities, and thus have entered the archaeological record. However, this part of the facility is outside of the project area, and was redeveloped in the 1990s and is thus likely to be devoid of any such traces.

The parlous state of the homestead, and its current vacant status, means this structure arguably does constitute an archaeological ruin, however rehabilitation and conservation of this structure - which must necessarily form part of any redevelopment scheme for the site – would be better served by considering it a component of the built environment, rather than the archaeological resources of the property.

Comparison of early surveys only seems to reveal that substantial misalignment exists in the relative positions of the property boundaries and the locations provided for the mill house and windmill. The precise location of any remnant of the mill therefore remains open to a degree of speculation, but would certainly be located in the area to the west of the homestead, as identified by previous studies. Further to this, a substantial structure like the mill, built specifically to withstand high Cape winds, with a base of some 8-10m in diameter, would have had extensive foundations, and thus we can expect stone foundations, brickwork and/or foundation cut and fill deposits to remain below current ground level.

Resolution of these differences might be assisted through a better understanding of the evolution of the barn and mill house components of the homestead. This investigation would require a fabric analysis of the homestead that has not yet been undertaken, and cannot be undertaken in light of the building's present condition. Such analysis might be possible during renovations, but only under stringent conditions to prevent further deterioration of the structure.



Figure 119: Map of demolitions indicating which constitute archaeological ruins i.e. older than 100 years (RSA 20923 after Winter et al 2022)

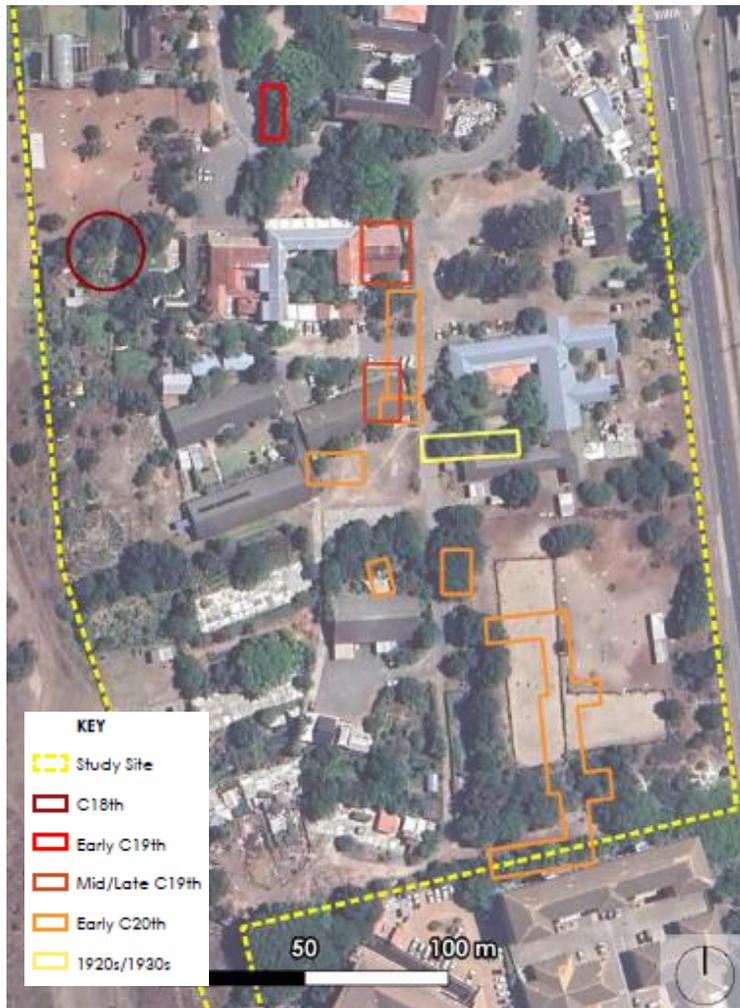


Figure 120: Map of archaeological demolition features within homestead precinct providing date of construction for each structure (RSA, 2023; after Winter, et al, 2022)



Figure 121: Site conditions in the likely area of the mill (RSA 2023)



Figure 122: Site conditions in the likely area of the mill (RSA 2023)



From top to bottom (all RSA 2023):

Figure 123: Military Hospital site; the embankment and building rubble would indicate the demolition rubble remain in situ (RSA, 2023)

Figure 124: The area north of the mill house where a structure is indicated on the Smythe plan of 1806.

11 Heritage Resources & significance

Establishing and grading for heritage significance is based on the three-tier grading system used in the NHRA and HWC's "Grading Implications & Management of HR HWC guidelines April 2016" (see [Annexure G](#) for further elaboration).

Oude Molen has previously been included in or the subject of a number of nominations for National Heritage Significance to the SA Heritage Resources Agency (SAHRA). These include:

- In 1997 the National Monuments Council (NMC)(now renamed SAHRA) proposed the declaration of the old farmstead-complex and grounds as place of incarceration of King Cetshwayo (SAHRA 9-2-018-269, NMC WC, 1997). In the event, requests for permission from the land owner to effect the declaration went unreturned, and the proposal was shelved with the coming into effect of the National Heritage Resources Act in 1999 and the disbandment of the NMC (SAHRA 9-2-018-269, various).²¹
- In 1998, Chief Joseph Little addressed a letter to the NMC, stating that the Oude Molen and Nieuwe Molen sites constituted 'Goringhaiqua tribal territories', and that the land held deep spiritual significance to the Khoi. He indicated that Mr Derek Hanekom (Department of Land Affairs) had been (unsuccessfully) approached to buy the Oude Molen property for the Khoi. He proposed declaration of the site as a national monument to protect the cultural and heritage asset (SAHRA 9-2-018-269, Chief Joseph Little/ Cape Cultural Heritage Development Council to MNC). This was not approved although it is not clear whether this was on specific grounds or for administrative reasons.

²¹ It is noted that in 2018, the statues of former kings Cetshwayo, Langalibalele and Sekhukhune and 17th century resistance leader, Doman were unveiled at the Castle of Good Hope.

- In 2021, HWC nominated the Two Rivers Urban Park, including the Oude Molen site on the basis of its intangible heritage. The application was noted on SAHRIS as having not been supported by SAHRA (Case ID 16907). This is incorrect and may in fact relate to the River Club nomination). The matter is still under investigation but the SAHRA time frames to reach a conclusion are not clear. This Oude Molen HIA nonetheless acknowledges the potentially very high significance of the area.

Overarching significance

The Oude Molen Precinct is a component of the broader Two Rivers landscape. It has historical, social, associational, architectural, aesthetic and potential archaeological significance. Components of the site have outstanding heritage value such as the homestead precinct. The combination of the open flood plain to the west and on-site qualities of place, which is borne of its layered history, represent a relatively uncommon rich historical nexus embedded within the City.

The Black River floodplain slopes (outside and to the west of the site) rise to a generally linear pattern of buildings of heritage value set within the well vegetated Oude Molen site. These buildings include, at its focal point, the Miller's House, or Oude Molen homestead, which is the very earliest extant historic structure. The F-shaped wards, together with a number of other buildings associated with the institutional history of the site are of varying heritage value and spaced along the original approach road to the homestead.

Visual spatial qualities are positive in the sloping floodplain landscape leading to the Oude Molen site which provides it with much of its broader contextual aesthetic significance.

The site is of very high, multi-layered and complex, heritage significance, derived from multiple uses, by diverse groups of people over a very long time. This includes:

- It has associational, cultural and social significance to some First Nation groups who consider it part of the broader historic landscape between the Black and Liesbeek Rivers which marks one of the earliest and more identifiable historical frontiers that were to eventually herald the destruction of the Khoekhoen Nation. Members self-identifying as Goringhaicona currently use parts of the site for medicinal gardening, ceremonial and gathering purposes. The matrix of intangible heritage footprint that extends over the entire Two Rivers landscape and beyond is recognized.
- It is significant from an historical, architectural and archaeological perspective as it contains the site of an early VOC mill dating to 1718 and the remnants of the associated early historic werf (early eighteenth century), both of which are rare.
- It is of historical and archaeological significance as a place of banishment and imprisonment, for two years, of the Zulu king, King Cetshwayo and of associated significance to the Zulu Nation.
- The F-shaped wards and associated psychiatric hospital buildings are of architectural, historical and social significance as a typical early 20thC example of segregated medical treatment serving a particularly marginalised sector of society, those with mental illness, framed by the apartheid attitudes and imperatives of the 20thC period. They are historically linked to the historic Valkenberg Psychiatric Hospital.

- It is emblematic of the rise and fall of the segregationist policies under the Apartheid government (although this is not unique to this site).

Summary of significance in terms of S3.3 of the NHRA

- *Importance in the community, or pattern of South Africa's history*
- *its potential to yield information that will contribute to an understanding of South Africa's cultural heritage;*
- *its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group*
- *its strong or special association with a particular community or cultural group for cultural or spiritual reasons;*
- *its strong or special association with the life or work of a person or group of importance in the history of South Africa;*

Detailed significance

a) Places, buildings, structures and equipment of cultural significance:

The historic buildings and layout remain largely intact and serve as tangible evidence of the historical layering of the site dating to early 18th century accommodating a range of uses from VOC mill to colonial farm, to place of incarceration - both political and in respect of mental health.

It contains the site of an early VOC windmill c1720, which formed part of a collection of mills situated in the Liesbeeck Valley during the 18th century. While the **Oude Molen/Mill** has long been demolished, the broad area to the west of the homestead has been identified as its approximate location and where archaeological remains of the structure may exist. This area is identified as being of **very high archaeological sensitivity**.

The **Oude Molen homestead complex**, with later additions and rare remnants of an early 18th century building is of high historical, architectural and aesthetic significance, possessing a distinctive double storey character dating to the 19th century and incorporated into the segregated Valkenberg East Psychiatric Hospital in 1913. It was acquired by the Cape Government for the incarceration of King Cetshwayo ka-Mpande, the last independent king of the Zulu nation, from 1881 to 1883. The homestead has historically been a focal point in the property's internal landscape with the front elevation situated on axis with the original approach road from the north and glimpsed views of the side elevation from the M5 and N2. It is however currently illegible in form, in exceptionally poor condition and boarded up for safety. The area around the Oude Molen homestead has been identified as being of **very high archaeological sensitivity**. It is proposed to be of **Grade II** significance.

The buildings previously constructed for the purpose of the **Valkenberg East Psychiatric Hospital**, which form the majority of the built form on site, are of historical, architectural and social significance as an example of segregation in medical treatment and apartheid.

These buildings retain substantial material traces of their institutional history. As Swartz (2008) eloquently notes:

"A close reading of the plans and the surrounding correspondence allows the possibility of imagining daily routines, staff concerns, and patient experience. This includes the separation of patients by gender and race in separate buildings; separation of day and night spaces, and of patients in good bodily health from those with physical illness; structural provision for the confinement of violent or disruptive patients in single cells and for constant staff surveillance of all patients at all times; the policing of sexuality; provision of accommodation for staff on the grounds of the asylum; and a variety of support buildings - administrative offices, workshops, barns, sheds, kitchens and laundries...."

Then there are the buildings themselves. Although many Valkenberg buildings have 'learnt' several functions since their construction, their original function has left material traces: heavy doors and barred windows, observation hatches, high-ceilinged large spaces once used as dormitories and day rooms, clearly designed to accommodate 30 or more bodies at any one time, and even the polished banisters.

... Over the Black River, where once the black insane were accommodated separately from their white counterparts is a similar scattering (of buildings). The buildings conform to a single (standard issue government) style on both sides of the Black River, and therefore they speak of *uniformity* in the creation of docile bodies, regardless of their race. Their echoing dormitories, barred windows, narrow staircases, minimal provision in terms of domestic comfort - kitchen-space, bathrooms, toilets, gardens, views - are evidence more of a herding together for surveillance and incarceration, than rest, tranquillity or release from stress.

However, the material traces of the buildings are a shell without surrounding text. What makes plans - even a walk through the buildings themselves - 'readable' as evidence is their location within a web of case notes, reports and official correspondence."

They are of varying degrees of significance, with the **F-shaped wards, associated Kitchen and Dining Hall, Boiler and the Medical Officers House** proposed **Grade IIIB (both individually and as a group)**, the **H-ward, house and nurses home** of **Grade IIIC** significance, and the **remainder** proposed as **Not Conservation Worthy**.

A building by building assessment, whilst important in determining significance, does not however easily facilitate an understanding of the whole. Much of the heritage significance of individual buildings lie also in their grouping, and it is clear that the F-shaped wards, boiler room and kitchen/dining hall have significance as a group,

bookended by the nurses' home, although the latter has less intrinsic significance. So too does the homestead complex, which includes the Millers House, the Victorian cottage, the Homestead and later accretions. The H ward, farm managers house and medical officers house are all visually isolated with no obvious connection to the institutional history of the site, beyond the individual markers of the architectural period in which they were built.

It is to be noted that, very likely since the Valkenberg East hospital was decommissioned, the on-going maintenance of all structures has been very poor and inappropriate to the heritage considerations, undermined by inappropriate, unauthorised and on-going demolitions, additions and alterations. This has impacted upon intrinsic heritage significance, although it is possible to remediate to some degree.

Summary of significance in terms of S3.3 of the NHRA

- *its importance in the community, or pattern of South Africa's history;*
- *its possession of rare aspects of South Africa's cultural heritage;*
- *its potential to yield information that will contribute to an understanding of South Africa's cultural heritage;*
- *its importance in demonstrating the principal characteristics of a particular class of South Africa's cultural places;*
- *its strong or special association with the life of a person of importance in the history of South Africa; and*
- *sites of significance relating to the history of slavery in South Africa.*

b) *Places in which oral traditions are attached:*
Not applicable as far as can be ascertained.

c) *Historical settlements and townscapes:*

The subject site does not fall within an historically significant townscape.

d) *Landscapes and Natural Features of Cultural Significance:*

The **Scenic** resources of the **site** are **moderate**.

The **Scenic** resources of the **context** are **moderate to highly rated**. The portion of the field-of-view dominated by any new development would decrease substantially at distances beyond 500m from the site, as it would become continuous with the existing fabric. The area is therefore considered to have **Moderate Visual Sensitivity**.

The site is of significance as a component of the **Two Rivers landscape**, although it is located at the fringe of this area. Significance resides in the collective as well as the individual elements:

From a symbolic and historical perspective, the landscape as a whole is thematically complex and multi-layered, with remnants and symbolism relating to the past as well as holding contemporary significance for many who value and identify with them. The following themes are linked to the site:

- First Nation history, pastoralism and seasonal movement. The First Frontier: symbolic and historical significance. It serves as a symbol of how the Khoekhoen lived in pre-colonial times, and what the arrival of Europeans at the Cape meant for their society, culture and way of life. This significance transcends physical remains or tangible traces;
- Connection (early crossing points, footpaths, later historical wagon trails and connections between parts of the site);
- Barriers, conflict and exclusion from ancestral lands;
- Defence and contestation (Frontier conflict, redoubts, forts & outposts)
- Production (windmills, farming, homesteads, cattle grazing);

- Institutional use;
- Exclusion and containment. Social and racial differentiation, segregation and exclusion (Frontier 'barriers'; racially defined boundaries (e.g. Maitland Garden Village, Ndabeni Forced Removals); imprisonment of Chief Langibalele (Ndabeni); imprisonment of Zulu King Cetshwayo (Valkenberg East/Oude Molen); mental health (F-shaped wards Oude Molen, Porter Reformatory, Valkenberg and Alexander Hospital, past and present uses)
- Innovations in scientific endeavour (SAAO);
- Innovations in health care (Valkenberg);
- Natural biodiversity and scenic landscape

The Liesbeek River and wetlands, and perhaps to a lesser extent, the Black River, are the continuous historic fix onto which the trajectory of development of the entire area is predicated.

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

The fact that this landscape, significant as it is to the First Nation history and identity, still exists, with so much open space intact, is one of those happy accidents of historical development that can only be celebrated. The partial remnant of a relatively pristine and unbuilt riverine landscape serves to reinforce the notions of what the landscape represented to those who were excluded. The entire area is also of symbolic value to the First Nation as a visible example of historical exclusion and loss of rights, division and apartheid.

The Liesbeek River is of high significance in that it represented the first barrier and process of forced exclusion for the First Nation and the beginnings of the loss of rights. The need to reclaim at least symbolically and in terms of living heritage is therefore high. The Black

River is less significant but nevertheless an important local component of the history of the area. The Two Rivers Landscape represents in contemporary, post-colonial terms, a nexus around which issues of culture and identity, ceremony and cultural practice may be celebrated.

In the immediately surrounding area, **Ndabeni Triangle** is a flat industrial area with an absence of visual heritage landmarks and heritage conservation worthy buildings. It is however of historical and associational significance in terms of the history of segregation in Cape Town, as a small portion of a larger area to which people were first removed after the 1901 Bubonic Plague epidemic. Black residents (people of varied backgrounds, deemed by the authorities as alternately "Native" or "African") were forcibly moved from central Cape Town and District 6 to hastily built basic accommodation in Ndabeni. Ndabeni and Pinelands were part of the Uitvlugt pine plantation planted by prisoners from Robben Island in the 1870's. Ndabeni also has associational and historical significance because of a link to Chief Langalibalele who as a prisoner was tasked with the planting of pine trees on the Uitvlugt (Pinelands) location.

The adjoining **Maitland Garden Village** is one of the earliest Garden City inspired designs in Cape Town and as such has some historic significance. Its position has scenic value as it is situated on the crest of the Black River hill and has views across to Devil's Peak.

The buildings have a consistency in terms of scale, grain and design. It has retained a considerable degree of authenticity and coherence. It has social significance as a 'coloured' area from its inception, eventually a Coloured Group Area. It has been proposed as part of a larger Heritage Protection Overlay Zone (HPOZ), although individual elements do not all have the same level of intrinsic significance.

Whereas Maitland Garden Village (MGV) possesses a recognisable character due to its consistent townscape scale, grain, and Garden City layout, the visual sensitivity of the interface with the Oude Molen precinct is nuanced. The visual coherence of MGV is undermined extent by the poor state of maintenance of a number of dwellings, the small scale and limited capacity of the original council housing stock, and the widespread emergence of backyard structures that reveal the lived realities of the space constraints of the original houses, especially in the context of multigenerational households. The value of MGV thus lies more in its social history and community continuity than in the architectural integrity or intactness of its built fabric.

The historical core of **Pinelands** is a declared HPOZ as South Africa's first Garden City, established in the 1920s soon after the Spanish flu epidemic as an ideal and healthy suburb. Today this area of Pinelands retains many of the features of the original Garden City concept including wide verges, treelines avenues and low hedges. The architecture of historic Pinelands has a strong arts and crafts influence with thatched multiple pitched roofs, wooden window frames and leaded glass. Pinelands is the forerunner of many later variations of the garden city, and retains largely intact the architecture and design principles of its conception.

Summary of significance in terms of S3.3 of the NHRA

- *its importance in the community, or pattern of South Africa's history;*
- *its potential to yield information that will contribute to an understanding of South Africa's cultural heritage;*
- *its importance in demonstrating the principal characteristics of a particular class of South Africa's cultural places;*
- *its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;*

- *its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; and*

e) *Sites of Historical or Social significance:*

As articulated above and below.

f) *Geological sites of scientific and/or cultural significance:*

No such sites have been identified.

g) *Palaeontological and Archaeological Resources:*

Palaeontological sensitivity is regarded as **Low**.

The **Archaeological significance** of the Oude Molen precinct is intrinsically, inextricably linked to the site's exceptionally high social, cultural, symbolic and associational significance, as part of the wider TRUP landscape; for its historic links to early milling at the Cape; its association with the history of slavery; its role as a site of exile for King Cetshwayo; and its links to C20th mental health care, segregationist histories and apartheid policies.

Survey of the site on foot yielded no evidence for archaeological remains, however it remains likely that archaeological remains do persist on site, in one or more of the types discussed above. In the absence of cultural material or structural remnants - tangible traces of the history and development of the site - from any of the above aspects of the site's history the archaeological significance of the site would reside in intangible connections to place, events, activities and peoples.

Nonetheless, although the site has not yet yielded any archaeological finds, it is possible to assign putative significance to what might be encountered.

Pre-colonial material

While finds are likely to be ephemeral, isolated and ex situ, their very rarity in this area elevates the significance of even chance finds, which now take on symbolic, associative and social value, rather than strictly archaeological importance. Finds from this period are likely to comprise stone tools, while organic material is unlikely to have survived.

Proto-colonial and contact period material

As with Stone Age finds, proto-colonial and contact period finds would likely not be found in primary context, or in significant densities to yield much archaeological information, but the social, historical, symbolic and associational significance of any such finds would make them of very high heritage significance. Finds from this period could include stone tools, ostrich eggshell sherds and beads, indigenous ceramics, animal bones and similar. Finds related to contact period could include metal, Oriental or European ceramics or glass sherds. Earthworks and postholes related to defensive measures are not anticipated in this area.

Agro-Industrial material

Any artefactual or structural remains related to the mill, or use of the site during the C18th to mid-C19th during the operational phase of the mill, could hold very high archaeological, historical, scientific and age significance. Such finds might include structural remnants of the mill building itself, or of the ruins depicted in various early plans of the property. Archaeological deposit could be found associated with the mill, the ruined structures, or the mill house. Materials are likely to include ceramics, glass, metal, pipes, building material, food waste, or similar.

Slavery-related material

Evidence for slaves is most likely to occur in the agro-industrial period, dating from the establishment of the mill in c.1717 to the emancipation of slaves in 1834. The category of 'slave' in this

assessment is understood to include deracinated Khoe in working in conditions not dissimilar to indentured labour. While nothing is currently known about the lives of slaves on the property, it is possible that those with specialist milling knowledge might have stayed on the property after emancipation as labourers; this would mean that the date of emancipation might not necessarily correlate with the end date of cultural material that could be related to the history of slavery, making it even more difficult to assign definite association between finds and this period of the site's history.

C19th material

Archaeological material, sites, features or structures associated with this period would hold moderate to high significance. Finds could include typical material associated with C19th farmsteads across the Cape such as glass, ceramics, metal, bone, structural remnants, etc.

Empire/Exile material

Of particular significance within this C19th period would be any finds that could be securely associated with the period of King Cetshwayo's exile which, in addition to historical significance would hold very high associational, symbolic and social significance, while substantial finds from this period, although unlikely, could warrant Grade I status, either as sites or objects. In addition to typical late C19th artefactual material finds from this period could potentially include items of Zulu material culture - beadwork, weaving, pottery or similar - or items of military provenance.

C20th material

Material culture, which is unlikely to be encountered, associated with the early C20th transformation of the site from an agricultural property to a state mental facility, would hold moderate to low significance. Such material would likely comprise accidental finds of discarded or lost items, broken glass, metal fragments and similar. Structural remains, which are known to occur on site can be considered Grade IIIC or NCW.

This very high degree of, particularly, intangible significance serves to elevate the tangible traces of the history of the site above purely archaeological interest in their scientific value, or ability to shed light on the past, and Oude Molen archaeological remains should be viewed as an intrinsic part of this wider heritage.

Assigning provisional grading to anticipated finds is thus particularly difficult given that finds that might be considered of little or no significance from a purely archaeological and/or scientific perspective might enjoy elevated significance due to symbolic and associational value. This means that even ex situ, displaced finds could be considered to hold some significance.

Indeed, in the case of Oude Molen, there is a need to acknowledge a general archaeological site significance uncoupled from the minutiae of archaeological finds. These considerations and complications notwithstanding, it is generally possible, and remains useful, to assign high-level grades to archaeological material anticipated on any given site.

In light of the above, the rubric in Table 3 can be applied to ascribe minimum gradings to finds that could occur on site.

NAME REFERENCE	BUILDING TYPE	PERIOD	SIGNIFICANCE	GRADE
Nurses Home (Unit A)	Single storey residential	1919	Contextual, Associational	IIIC
H-Ward (Unit B)	Single storey pavilion-type	1959	Contextual, Representative	NCW
F-Ward (Unit C)	2-storey pavilion building	1917	Associational, Representative, Rarity	IIIB
F-Ward (Unit D)	2-storey pavilion building	1917	Associational, Representative, Rarity	IIIB
Kitchen & Hall (Unit E)	Single storey, Arts & Crafts	1916-18		IIIB
F-Ward (Unit F)	2-storey pavilion building	1917	Associational, Representative, Rarity	IIIB
F-Ward (Unit G)	2-storey pavilion building	1917	Associational, Representative, Rarity	IIIB
Homestead Grouping (Unit H)	Complex layering of built forms and fabric.	18th-20thC	Archaeological, Socio-historical, Intrinsic, Integrity, Contextual Associational, Architectural, Rarity	PHS
Boiler (Unit L)	Masonry building cluster	1917-19	Associational Technological, Rarity	IIIB
House (Unit Q)	Arts & Crafts residential	1917	Contextual, Associational, Aesthetic	IIIB
House (Unit R)	S-storey semi-detached	1917	Contextual, Associational	IIIC
H-Ward (Unit S)	Single storey pavilion-type	1957	Contextual, Representative	IIIC
Prefabs (Unit T)	S-storey prefab cluster	1970s	Contextual	NCW
Prefab south (Unit U)	Single storey prefab	1970s	Contextual	NCW
Cottage (Unit W)	Single-storey Dwelling	c1890s	Contextual, Associational, Rarity	IIIB
Swim Pool (Unit V)	Pool, office, changerooms	1970s	Associational, Socio-historical	NCW
Millstone Cafe	inauthentic vernacular cottage	Late 1990s	None	NCW

Table 2: Significance of individual buildings on Oude Molen Precinct (Winter et al as amended), excludes most service structures e.g. substations, incinerators, etc.

Summary of significance in terms of S3.3 of the NHRA

- *its importance in the community, or pattern of South Africa's history;*
- *its possession of uncommon, rare or endangered aspects of South Africa's cultural heritage;*
- *its potential to yield information that will contribute to an understanding of South Africa's cultural heritage;*
- *its importance in demonstrating the principal characteristics of a particular class of South Africa's cultural places or objects;*
- *its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;*

- its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; and

h) *Graves and burial grounds:*

No burial sites have yet been found on site. Graves are deemed to have high cultural significance at the local level for their social value. If found, they would be allocated a grade of IIIA.

i) *Sites of significance relating to the history of slavery:*

Although associated with an early land grant in the region, which undoubtedly had slaves, no detailed significance relating to the history of slavery has been ascertained. See above under archaeology.

- j) *Moveable objects (archaeological, palaeontological, ethnographic art, fine art, military, scientific & technological & documentary): n/a*

Varying levels of tangible and intangible heritage significance are tabulated illustrated (in so far as they can be spatialised) in the following series of tables and maps.

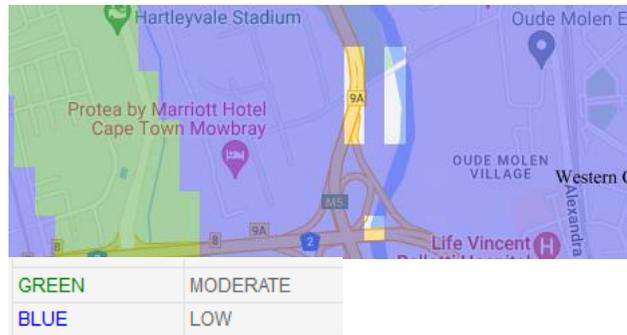


Figure 125: SAHRIS palaeo-sensitivity: Low

Table 3: Rubric for minimum gradings to archaeological finds that could occur on site

Period	Find Type	Likely Context	Probability	Minimum Grade
Pre-colonial	Artefactual	Scattered, isolated, dispersed	Low	Grade IIIC/NCW
	Artefactual	Discrete, concentrated, undisturbed, stratified	Unlikely	Grade IIIA
	Burials	Unmarked graves	Low	Grade IIIA
Proto-colonial / Contact	Artefactual	Scattered, isolated, dispersed	Low	Grade IIIC
	Artefactual	Discrete, concentrated, undisturbed, stratified	Unlikely	Grade II
	Structural	Earthworks / post holes	Unlikely	Grade IIIA
Agro-Industrial	Burials	Unmarked graves	Low	Grade IIIA
	Artefactual	Scattered, isolated, dispersed	Moderate	Grade IIIC/NCW
	Artefactual	Discrete, concentrated, undisturbed, stratified	Low-Moderate	Grade IIIA
Slavery	Structural	Sub-surface ruins / footings	Moderate-High	Grade IIIA
	Burials	Unmarked graves	Low	Grade IIIA
	Artefactual	Scattered, isolated, dispersed	Low likelihood of direct association	Grade IIIC/NCW
C19th	Artefactual	Discrete, concentrated, undisturbed, stratified	Low likelihood of direct association	Grade IIIA
	Structural	Sub-surface ruins / footings	Low likelihood of direct association	Grade IIIA
	Burials	Unmarked graves	Low likelihood of direct association	
Empire / Exile	Artefactual	Scattered, isolated, dispersed	Moderate	Grade IIIC/NCW
	Artefactual	Discrete, concentrated, undisturbed, stratified	Moderate	Grade IIIA
	Structural	Sub-surface ruins / footings	High	Grade IIIC
C20th	Burials	Unmarked graves	Low	Grade IIIA
	Artefactual	Scattered, isolated, dispersed	Unlikely	Grade IIIA (Heritage Object)
	Artefactual	Discrete, concentrated, undisturbed, stratified	Unlikely	Grade I (Heritage Object)
C20th	Burials	Unmarked graves	Unlikely	Grade I
	Artefactual	Scattered, isolated, dispersed	Low-Moderate	Grade IIIC/NCW
	Artefactual	Discrete, concentrated, undisturbed, stratified	Low	Grade IIIC
C20th	Structural	Sub-surface ruins / footings	High	NCW
	Burials	Unmarked graves	Unlikely	Grade IIIA

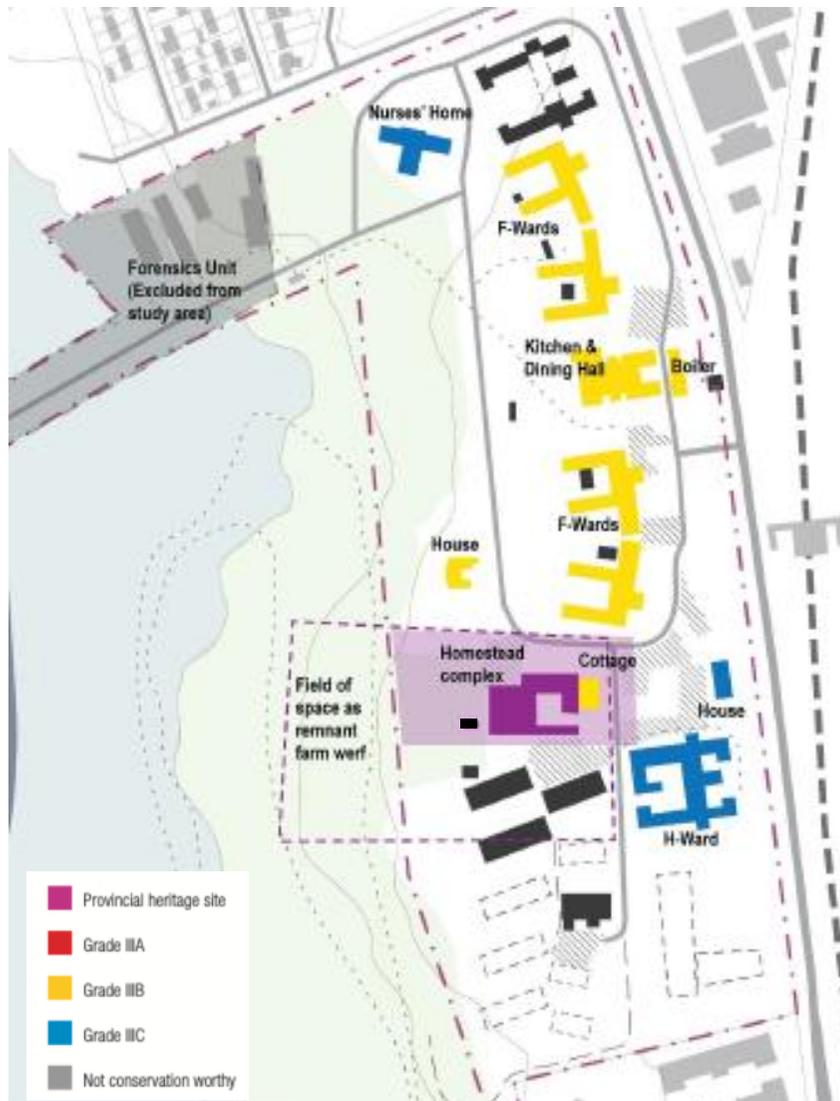


Figure 126: Proposed grading of buildings, site scale, Winter et al 2022 as amended (Inventory sheets included as [Annexure E1](#)).

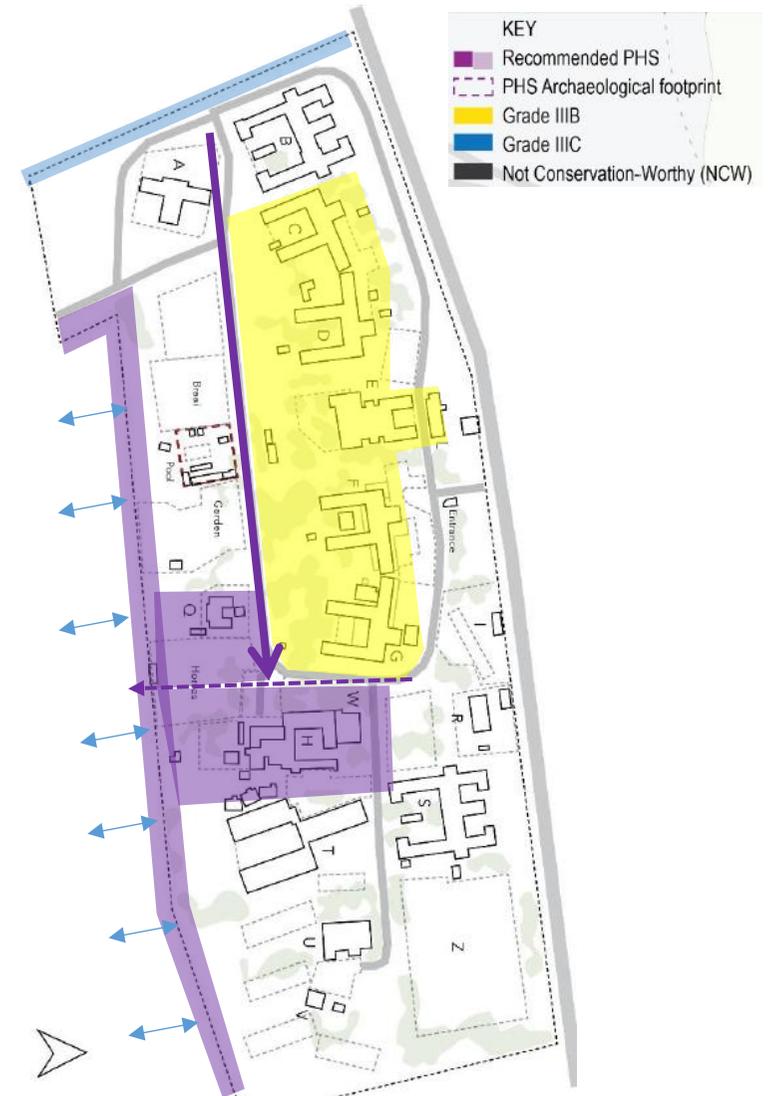


Figure 127: Proposed grading of coherent historical precincts in OMP

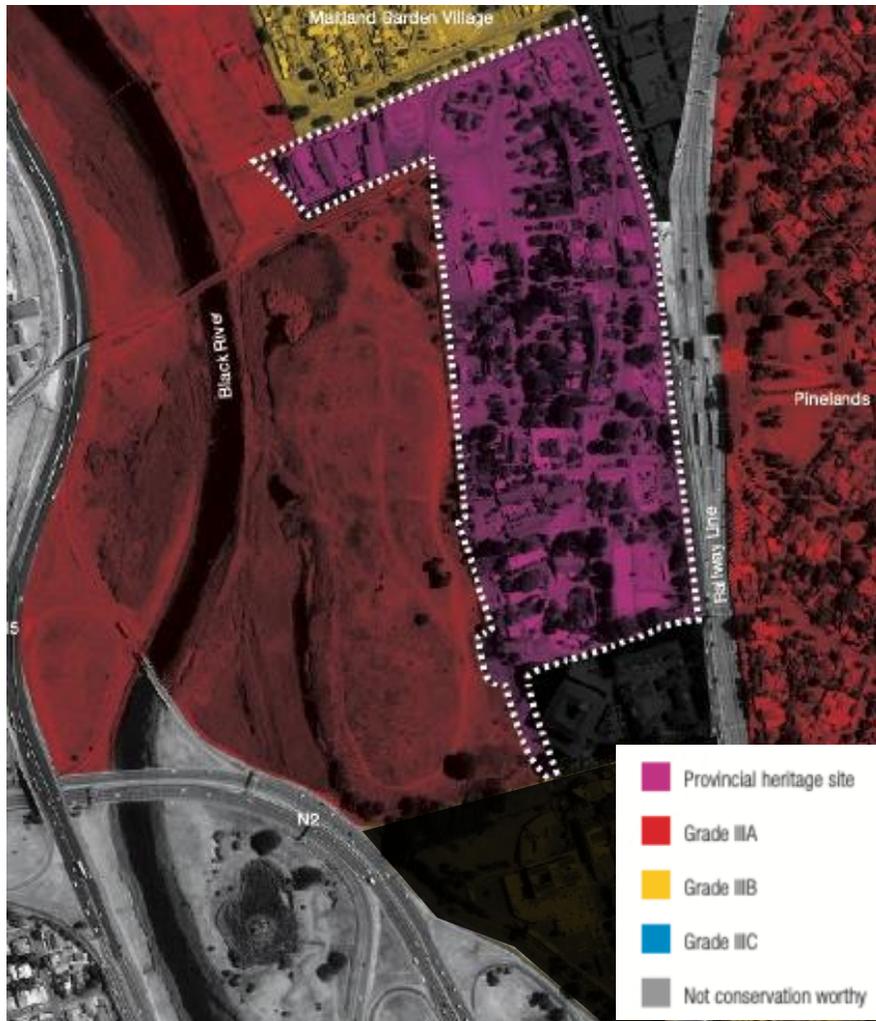


Figure 128: Proposed overarching grading OMP as a whole and immediate context (O'Donoghue). *Note, significance relates to both tangible and intangible significance and there are considerably varying levels of significance across the site.*

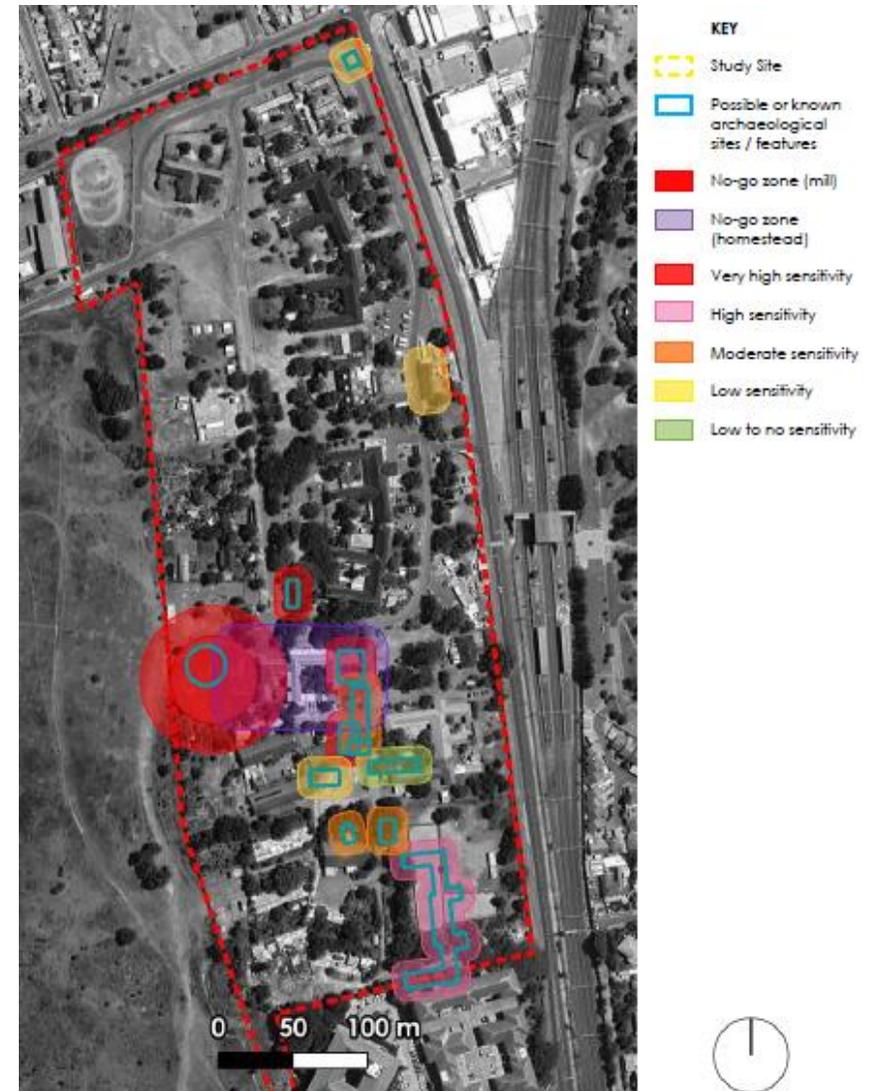


Figure 129: Overview of archaeological sensitivity of known or anticipated archaeological sites or features (RSA, 2023)



Figure 130: Associational/intangible significance, site (accepting the intangible indigenous heritage footprint extends over the entire Two Rivers landscape and beyond)



Figure 131: Associational/intangible significance, contextual (accepting the intangible indigenous heritage footprint extends over the entire Two Rivers landscape and beyond)

12 Heritage design indicators

Heritage design indicators guide future development in order to conserve and enhance the cultural significance of the site in its broader context and prevent or mitigate potentially high negative impacts on the site's and contextual heritage resources. They provide criteria against which the proposed development is assessed for heritage related impacts.

Re-development of the site is accepted in principle. It is earmarked for appropriate mixed use development in terms of approved planning policy. Despite its high heritage significance, this is not ubiquitous across the site, and includes both tangible significance (which has an identifiable spatial footprint) and intangible significance (which has a less identifiable spatial footprint). The under-developed nature of the site is a merely a function of its relative isolation from the developing City until the early 20thC and its long institutional use, not of an historically significant remnant rural landscape. It is possible to accommodate more development on the site without necessarily negatively impacting heritage significance.

The most significant historical associations of the site are those of dispossession, exclusion, imprisonment, marginalisation and loss. Given the liminal location of the site at the junction (defined by the river corridor) between the more historical development of the City at the base of the Table Mountain chain (generally the locus of privilege), and the Cape Flats (generally defined by the historical lack of privilege and removal), recognition and redress should ideally be at the core of any heritage sensitive planning process.

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 (refer to p16) to examine notions of redress and acknowledgement of colonial and apartheid injustices. As state owned land, the proposed development of the OMP site could recognise and accommodate this concept in a

meaningful (albeit practical and feasible) way. This imperative is equally underpinned by consistent policies - national, provincial and local - for spatial justice in decisions regarding the built environment.

1. Response to intangible heritage

1.1 *Relationship to the broader cultural landscape*

The liminal and transitional spatial quality of the Oude Molen site within the broader TRUP cultural landscape is an important indicator. The site's crest position on the eastern bank of the Black River offers a unique vantage and symbolic threshold between contested landscapes of colonial incursion and indigenous pastoralism. The interface with the riverine corridor is therefore not just ecological, but historically charged, representing a physical manifestation of dispossession and containment.

Development should respond to:

- Preservation and re-establishment of visual linkages between the Homestead precinct, river corridor, and Valkenberg/Observatory ridge line (historic containment frontier).
- Maintenance of permeability across the edge conditions, especially along the western boundary adjoining the floodplain.
- Integration of landscape structuring elements (tree lines, berms, open space design) that recall historic east-west connections across the ridge.
- Recognition that the heritage significance lies not only in the site itself, but in how it mediates between the TRUP open landscape and the surrounding urban fabric.

1.2 *A site of memory*

The application by the Gorinhaiqua Cultural Council to the DRDLR to establish a presence on Oude Molen, which it saw as the last representative portion of land that formed part of the *T'Groeneveldt*

farmland that could be restituted refers. This proposed presence included, *inter alia*, the establishment of a cultural centre, agricultural enterprise (for medicinal herbs and indigenous plants), space for rituals & cultural events and a residential component. Formally, this process is still under consideration by the successor of the DRDLR (SIA, page 46).

The Social Impact Assessment focusses specifically on the Khoeright of Return, in the context of the historical narrative in this regard, and restitution opportunities.

Reference is made to the recent case of the River Club (now Riverlands) development, a private development also situated within the TRUP area where established Khoer & San groups, led by the Gorinhaiqua Tribal House, constituted themselves under the Western Cape First Nations Collective (WCFNC) and exercised their cultural praxis to lobby the developer for a right of return to the TRUP through direct participation in the development.

This resulted in a landmark agreement between them and the developer, entrenched in a social compact²² which was jointly signed in June 2021, in the presence of then Executive Mayor of Cape Town, Dan Plato, which effectively would see the Gorinhaiqua-led WCFNC gain a presence by means of a Media and Heritage Centre, an indigenous garden, amphitheatre and management of an eco-trail through and around the development.

In addition, Western Cape First Nations groups have direct economic participation through enterprise development and labour participation during construction phase.



Figure 132: Artist's impression of the WCFNC Media & Heritage Centre, Riverlands, with the indigenous garden (foreground and rehabilitated Liesbeek River (background)). (source, *Eerste Nasie Nuus*)

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. Both in respect of the two Rivers landscape, and the OMP, 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. AFMAS presents 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 OMP to the broader Two Rivers Landscape (Postlethway 2020).

In this regard, it is to be noted that The Western Cape Department of Cultural Affairs and Sport (DCAS) nominated the *Tussen die Riviere* landscape to form part of the Resistance and Liberation Heritage

²² Z. Khoisan (editor): *Eerste Nasie Nuus*, various articles in editions between July 2021 and Jan 2022.

Route (RLHR) developed by the National Department of Sport, Arts and Culture, due to its importance as the first site of resistance by the indigenous people in South Africa. The route is to commemorate the early legacies of resistance by the indigenous people in South Africa.

Whilst still in the process of planning, it is understood that this will take the form of an extended urban 'park', utilising the riverine landscape and associated available public spaces to connect the landscape and facilitate a consistent public experience which provides spaces for reflection, documents, commemorates, performs and educates the public about the history and the role of indigenous people towards the resistance and liberation.

The development of Riverlands including the construction of a dedicated Cultural, Heritage and Media Centre and associated indigenous garden, heritage eco-trail and garden amphitheatre is an obvious significant node along the route, and duplication thereof should be avoided.

Given the location of the OMP at the south-eastern corner of the Two Rivers landscape, the provision of space within the site to develop a secondary node, thereby facilitating a linked route of experiences between the two, would be an important and appropriate contribution. Importantly, this should be connected to the CCT-owned and managed open Black River riverine landscape to the immediate west of the OMP.

Details regarding conceptualisation and design, feasibility, and financial models for the *Tussen die Riviere RLHR* has not been finalised, and it has its own stakeholder consultation process. The provision of space to align with this project must therefore be sufficiently flexible to accommodate future proposals that emerge from this process, without negatively impacting upon the ability to plan for other elements relating to the re-development of the OMP. It should

however link directly to the riverine corridor, and ideally also reference the previous submission to the DRDLR (see Section 6).

It is worth noting that the following themes, proposed by the Gorinhaiqua-led WCFNC in active engagement with the *Tussen die Riviere* study, have been incorporated into the *Tussen die Riviere* study in their entirety.

- a) Oude Molen must contextualise Khoe and San Indigenousness internationally: A space for national and international dialogue should be considered.
- b) Oude Molen as a Prime Heritage Site: Heritage is key to identity formation and reformation/resurgence. It serves to instil a sense of empowerment, a shared past and cultural identity.
- c) Oude Molen as a Site to Build, Record, Resurge and Celebrate Khoe and San History: Proper collection, collation and curation of the complete history of the site and all groups since the earliest times need to be done. The Khoe and San wish to own their own voices. Proper Memorialisation of the Oude Molen site is essential
- d) Oude Molen as a site for Healing: The Khoi and San history is one of violence, disruption, dislodgement and tragedy for the collective as well as individuals. This has never been rectified and future generations cannot continue to live in pain.
- e) Linking national Khoi and San heritage sites: Oude Molen should form an integral part of the National Khoi-San Heritage Route. This can be done in a very creative way with maps and other illustrations.
- f) Indigenous Knowledge Systems should be protected, practiced and applied. Khoi-San descendants should enjoy preference to take up these opportunities. Khoi and San tour guides should be trained and appointed as one way to address the high unemployment among Khoi and San youth.
- g) The Site should celebrate the Khoe and San Resurgence. Chief Joseph Little's LEO and CCHDO initiatives helped to spawn a national and international movement to research, resurge and celebrate the rich heritage of the Khoe and San. The fact that its birth was tangibly

linked to Oude Molen makes it that more valuable to the overall statement of significance of the site.

h) Oude Molen as a site for national reconciliation : The Khoi and San are seeking national cohesion, recognition, restoration, restitution rather than cultural hegemony and silencing of other voices. South African history needs to be properly and comprehensively revised.

The current on-site First Nation cultural practices generally relate to the lease area of the Goringhaicona Kraal, and to what was identified as a spring in the vicinity of the swimming pool. However, given the exceptionally high levels of archaeological significance in the vicinity of the Homestead complex, and proposals for a No-Go area; and given that the spring is in fact a stormwater seep, it may be appropriate to consolidate an opportunity for First Nation use and commemoration, linked to the *Tussen die Riviere RLHR* elsewhere on site, provided the link to the Black River riverine landscape and possible access routes across to the Liesbeek River landscape can more feasibly be provided as part of the RLHR project.

However, it is crucial that the responses to the intangible heritage of the site recognise all aspects of identified intangible heritage significance: indigenous heritage; the role of the site in relation to the First Frontier; the rural role of the site; the incarceration of the Zulu King Cetshwayo; and the inequalities of the institutional history of the site. A Conservation Management plan is proposed for works to the Homestead. However, whilst there will be overlap, this is not the appropriate vehicle for determining the use, management and funding of a cultural centre which celebrates, acknowledges and responds to all aspects of heritage significance relating to this site.

A project team, led initially by the site custodian, and including DAC, together with potential funders/ users and directly affected heritage related I&APs requires establishment and a programme of action in this regard. This should be initiated as a condition of any approval for the redevelopment of the precinct at SDP level.

2. Retention, restoration, rehabilitation of tangible heritage resources

The most significant buildings on site, being the Homestead (most significant) and the F-shaped Wards, associated Kitchen and Dining Hall, Boiler and the Medical Officers House and other associated buildings of lesser significance have been deteriorating for many years, to a now alarming extent. Any re-development of the OMP must be shown to contribute to the long term, sustainable protection of these heritage resources and to telling their stories. Adaptive uses which ensure this protection are to be encouraged. The Homestead Complex, and F-Ward precinct are the most significant ensembles within an otherwise relatively incoherent spatial organisation of the site.

- Homestead Precinct (High Significance):
Landmark historic core, degraded but with strong potential for reinstatement as the symbolic and interpretive focus. Requires expanded curtilage, clearer landscaped forecourt, and stronger linkages to the riverine edge.
- F-Wards Precinct (Medium–High Significance):
Coherent institutional grouping with strong architectural identity (wards, dining hall, boiler house). Requires packaging as a single parcel to ensure cohesive redevelopment and to prevent piecemeal erosion of its character.
- Peripheral/Accretive Structures (Low Significance):
Later additions and marginal service buildings contribute little to heritage character and can accommodate adaptive reuse or redevelopment with minimal constraint.
- Interstitial Open Spaces (Variable Significance):
Currently fragmented, but with potential to reinforce heritage structuring (avenues, courtyards, thresholds) through landscape design.



Figure 133: Heritage significant precinct definitions and implications
Heritage precincts of varying integrity, with differential heritage weight:

This characterisation will promote heritage indicators that are spatially targeted, guiding subdivision, packaging, and interface management at Precinct Plan and SDP stage.

3. Homestead Complex Indicators

- i) Prioritise the homestead complex as the most important built environment heritage resource and landmark within the OMP.
- ii) Immediate action is required to the secure structural integrity of the building and for its rehabilitation, adaptive use and ongoing repair and maintenance. Flexible provision for uses will be important in short term interventions whilst longer term, more sustainable plans for the complex are formulated. However, since the future uses cannot be predicted accurately at this stage, interventions to this end should ideally be reversible should it prove necessary, and should never fundamentally compromise the significance and layering of the building.
- iii) In the short to medium term, a Conservation Management Plan (CMP) needs to be prepared by a suitably qualified and experienced Conservation Architect with an emphasis on rehabilitation, restoration, adaptive reuse and ongoing repair and maintenance. This should occur as a condition of any approval for the redevelopment of the precinct. The CMP must incorporate principles of minimal intervention, respect for historical layering, professional oversight and contractor guidelines and experience requirements, visitor access, interpretation and the retention and enhancement of the visual-spatial setting. Intervention to the historic fabric and below ground excavations within the vicinity of the homestead area must involve the input of a historical archaeologist.
- iv) On-going documentation and interpretation of the layering of the structure must be prepared as an essential component of any repair, reconstruction, restoration or re-purposing contract and should be used to inform such work. This should form part of the interpretive information provided in the building.

- v) A application for Provincial Heritage Site status should be made to HWC concomitantly with the preparation of detailed proposals for the redevelopment of the precinct and prior to the approval thereof.
- vi) Adhere to the principles of minimal intervention of historic fabric and respect for historical layering, recognising the extraordinary complexity of the building.
- vii) Reinstate the legibility of the historical fabric and figure ground relationships by the removal of later layers that detract from significance, e.g. the ablutions to the south and within the main courtyard space, as indicated in Figure 134. Removal of the Millstone Café building could be considered if it contributes to this objective, subject to the archaeological indicators.
- viii) Retain the homestead as part of the publicly accessible component of the precinct with access to the public open space to the west.
- ix) Retain and improve the visual spatial setting of the homestead, in particular the retention and opening up of the open space to the west which is also of archaeological significance. The removal of the walkway columns and gum pole pergola on the western side of the Homestead is recommended for removal, as it is visually intrusive and detracts from the view of and from the western façade.
- x) Reinforce the significance of the homestead as a focal point on axis with the approach road from the north by the removal of parking in front of the homestead and the redesign and enhancement of the space as a landscaped forecourt.
- xi) Adaptive use must incorporate a publicly accessible place reserved for interpretation of the heritage value of the Oude Molen complex, including its use as a place of banishment of King Cetshwayo. It should also include a centre of memory of the site as a whole, including the social and built form manifestations of its institutional history.

- xii) Potential uses could include a cultural centre in recognition of the diverse heritage values and interests associated with the OMP.
- xiii) Intervention to historic fabric and below ground excavations within the vicinity of the homestead area should involve the input of a historical archaeologist. Commissioning a historical archaeologist to locate of the position/ foundations of the Oude Molen windmill should ideally also proceed with the current contract.
- xiv) A detailed assessment of the Victorian cottage, as a component part of the homestead complex as well as a heritage resource in its own right, is required.

This historic site needs to be understood in terms of evolutionary processes which have altered its fabric, function and meaning over almost 3 centuries. It is the result of continual additions leaving substantial amounts of preceding fabric 'layers' either largely intact, or re-distributed on the site.

As the Oude Molen homestead is not yet formally protected, the applicable NHRA clause is Section 34 for any restoration work envisaged; and Section 35 for Archaeological monitoring and/or fabric investigations.

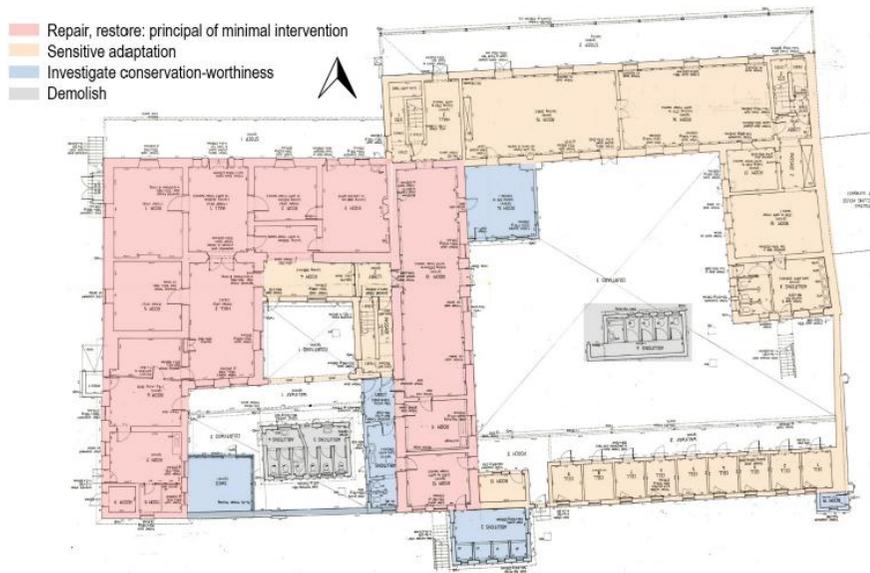


Figure 134: Homestead high level indicators (Source: Base plans, Revel Fox & Partners, Homestead survey, 1999 in O'Donoghue 2022)

4. F-Wards and Dining Hall complex Indicators

- i) Retain the overall legibility of the figure-ground relationships including the stand-alone quality of the dining hall complex at the centre of the ensemble with the shafts of spaces either side.
- ii) Retain the dining hall as the 'centre of gravity' within the ensemble with more public community orientated uses to be accommodated within this building.
- iii) Retain the primary courtyard spaces of the F-Wards to the west removing later infill structures cluttering the nature of these spaces.
- iv) Retain the exterior envelope of the buildings with opportunities for possible additions along the east facades related to the zone of potential intensification along Alexander Road.

- v) Opportunities for "tread lightly" infill development occur with the spaces between the twinned F-wards and the dining hall complex but should not extend beyond the building line of the west facing wings.
- vi) Consider the high degree of resilience of the interior spaces of the F-Wards with the heritage management emphasis on their exterior architectural character and period features.
- vii) External elements in the form of light weight clip on elements should be permitted to enable circulation and the long term sustainability of the structures; these should be vertically aligned, limited in number and extent and applied to the least visible facades of the western wings, and excluding the primary courtyard spaces.
- viii) Retain and reinstate distinctive features, e.g. colonnaded verandas.
- ix) Prepare a repair and maintenance schedule in tandem with adaptive reuse principles.



Figure 135: Aerial view of F Wards and Hall Kitchen (Winter, Baumann & Wilson 2022)



East/Alexandra Road-facing elevations are most resilient to adaptive reuse and spatial integration with new development

Figure 136: Diagrammatic East elevation (Winter, Baumann & Wilson 2022)

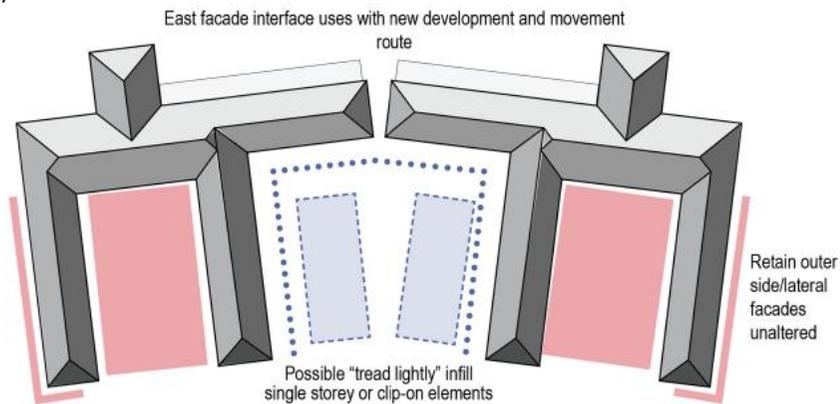


Figure 137: Diagrammatic F-ward indicators to adaptive use (Winter, Baumann & Wilson 2022)



Retain/reinstate colonnaded courtyards: semi-private open space

Possible "tread lightly" infill single storey or clip-on elements

Figure 138: Diagrammatic west elevation (Winter, Baumann & Wilson 2022)



Retain outer side/lateral facades unaltered: uncluttered area - shafts of space

Figure 139: Diagrammatic outer side elevation (Winter, Baumann & Wilson 2022)

5. Boiler

- i) Retain the exterior envelope of the building, with its accretions.
- ii) Retain technology elements such as boiler and interpret the function of the structure.
- iii) Adaptation should be sensitive to the fabric and internal volumes.
- iv) Prepare a repair and maintenance schedule.

6. Medical Officer's House

- i) Retain the outer envelope and form.
- ii) Retain distinctive features such as the front elevation (cottage), chimneys and facade treatment (Superintendent's house).
- iii) Retain cottage open forecourt.
- iv) Preserve existing original interior features and details.
- v) Interior upgrade of services and facilities should be sensitive and not detrimental to the building fabric.
- vi) Prepare a repair and maintenance schedule.

7. Nurses' House and Married Quarters

- i) Retain the outer envelope and form.
- ii) Upgrading and adaptation of services and facilities should be sensitive to original features.
- iii) Demolition for redevelopment is not preferred but can be considered if it is part of an approach to the development of the site that prioritises the protection and retention of a historic core.

8. H-Wards

- i) H-Ward South: Demolition for redevelopment can be considered if it is part of an approach to the development of the site that prioritises the protection and retention of the open quality of the historic core.
- ii) H-Ward North is not conservation worthy.
- iii) The form and scale of the existing buildings need not be considered as design informants to replacement buildings.



Figure 140: Aerial view of the Boiler, Nurses House, Superintendent's House, Cottage, Married Quarters and the H Wards, Winter, Baumann & Wilson 2022

9. Landscape Indicators

With some important historic buildings and aspects of small-scale allotment and community gardening, in its current condition, as a relict institutional 'parkland' overlaid upon an early farm, overlaid upon an earlier indigenous landscape; surrounded by infrastructural spatial 'barriers' between neighbourhoods, the site lacks a clear identity, and spatial cohesion.

It is neither truly 'urban', nor essentially 'rural', though it has been 'transformed' through layers of human use and intervention. It has been described variously as "semi-agricultural", in that parts of the site are partially or moderately involved in agriculture, but that the primary focus or function is not exclusively (or even predominantly) agricultural, and that residential, educational, and light industrial activities also occur; "semi-rural" in that it possesses characteristics of both urban and rural environments, an intermediate or transitional zone that exhibits elements of both city and countryside living, with a mix of residential, agricultural, and natural landscapes, combining the features of urban development with the open spaces and activities often associated with rural regions.

For the purposes of the visual impact assessment, the site has therefore been described as having a "bucolic" character, i.e.: somewhat remote, informal, and pastoral. This bucolic quality could be interpreted as a place-making informant and integrated into the planning and design of the redevelopment proposal, which should seek to strengthen the identity of the site.

Site planning should be refined with consideration to place-making, supported by the development of a detailed landscape plan during the detailed design phase (for implementation).

As the site falls well-within the urban edge and is part of an established Cultural Landscape, the proposed development needs to fit comfortably within the established patterns of place-making, with particular attention paid to its edges, notably the northern edge (Maitland Garden Village – urban interface) and the western edge, which should dematerialize and integrate with the open space 'parkland' visual foreground adjacent.

At the eastern edge, Alexander Road has been identified as a mobility corridor, which limits possible integration, however this edge lends itself to a higher order of built form. The southern edge

(interface with the Vincent Pallotti hospital) is perhaps the least visually sensitive, given the screening effect of the existing buildings.

Portions of the site have a degree of visual exposure due to their lack of vegetation cover, whereas other portions of the site have a greater degree of visual absorption capacity because of the screening effect of existing vegetation and foreground buildings. Should the placement of proposed development avoid the most visually exposed and visually sensitive areas and allow for sufficient curtilage around the historic buildings so as not to overwhelm them, be balanced with tree, shrub and groundcover planting, development is certainly achievable without compromising the quality of the site and broader context.

Landscape implementation (especially tree planting) can further augment the visual absorption capacity of the site, serving to 'settle' and 'anchor' new buildings into the site, and to lend spatial legibility to the site. Entrances and thresholds should be reinforced with 'structuring' planting, as part of the wayfinding strategy.

The following visual indicators are provided for planning and design response:

- i) The intensity of the proposed re-development should dissipate from east to west, concentrating a more urban interface along the eastern edge along Alexander Road. This strategy aims for a gradual reduction in re-development intensity towards the west, creating a more bucolic atmosphere interfacing with the 'parkland' visual foreground.
- ii) Careful attention is recommended for the treatment of site boundaries and interfaces with neighbouring properties to ensure the visual continuity of the cultural landscape across cadastral boundaries. The use of strategic screen planting to allow for filtered views and minimizing intrusive or illuminated signage is emphasized.

- iii) Internal access roadways and service yards associated with the development should adopt a green infrastructure approach, particularly in the western portion of the site. This involves incorporating earth-swales for stormwater runoff rather than heavily engineered concrete channels. Conversely, the eastern portions, expected to be more intensively developed, should integrate water-sensitive urban design systems such as permeable paving and rainwater gardens.
- iv) Environmental advantages and visual impact mitigation can be achieved through 'soft' engineering for stormwater management. Meaningful collaboration between freshwater ecology and stormwater engineering is essential to ensure the incorporation of sustainable drainage and water-sensitive design principles.
- v) Maintaining clear views towards the green open spaces, and wetlands is crucial for retaining the bucolic quality and sense of openness of the western portions of the site and in particular the homestead precinct. The landscape response should reflect this quality by grouping trees and shrubs informally, avoiding overly formal avenues except where historic landscape features are established.
- vi) Consideration for larger buildings should involve the encouragement of horizontal stratification, considering the effect of relative eaves-line height on perceived building height. Planting can be strategically employed to create shelter and frame views, particularly towards the river and mountains, enhancing the visual prominence of the regional landscape.
- vii) For new buildings, adherence to historical patterns in form and placement is encouraged, (for example, courtyard typology for shelter, framing views etc). but direct mimicry of existing structures is discouraged. Screen planting with clusters of indigenous plants is recommended to reduce the impact new buildings, preserving visual corridors.

- viii) The development's environmental context should harmonize with topography, drainage patterns, and microclimate. Retaining existing trees, rehabilitating damaged sites, and establishing biodiversity corridors are crucial components of this integration. Muted colours and earth tones are favoured for new buildings, with an emphasis on rough/textured surfaces over highly reflective ones.
- ix) To minimize the visual impact of new structures, a gradual transition from building platform to landscape context at the ground level is recommended. Screen and shade planting can further soften the interface, while visually transparent fencing is preferred over solid masonry or galvanized steel palisade, especially along parkland visual foregrounds and boundary edges.
- x) Lighting considerations include minimizing light pollution, careful control, and integration of lighting into the design, and the use of shielded down-lights. Visual intrusion should be minimized, especially along site boundaries, with dark grey or black fencing preferred for its visually recessive quality over green. Entrance gateways may permit lighting, while neon or unshielded bright security lights are discouraged.

10. Archaeological Indicators

In the absence of a design proposal, archaeological indicators are presented in the form of sensitivity mapping that highlights areas of archaeological sensitivity that may require mitigatory intervention should development proceed there.

- i) Areas that should be considered no-go are also identified where the archaeological sensitivity is sufficiently high that development should not occur in these areas.
- ii) Sensitivity zones are applied for a distance of 10m from all known or expected sites of ruined structures older than 100 years.

- iii) A generous area 60m in diameter is indicated as a no-go zone in the vicinity where the mill is expected to have been located. This is further enhanced by a high sensitivity zone extending 20m beyond that area to safeguard against accidental incursion on structural remains or associated material culture. These identified zones have been located at a median point between the proposed locations of the mill ruin to ensure that the sensitivity zones encompass all possible extents of any mill remnants.
- iv) A general no-go buffer is advised for 20m in all directions from the homestead which should not be subject to redevelopment, or any construction activity in proximity to it until a plan for its repair, rebuilding and preservation has been fully explored, permitted and implemented.

The sensitivity mapping can be found in Figure 124 on page 91.

11. Other development sensitivities

The most heritage sensitive areas of the site (the F-Wards and the Homestead complex) should preclude significant development. The focus should be on rehabilitation, adaptive re-use and 'tread lightly' infill development. Relationships between the buildings and the spaces about them should be respected, but a degree of light-weight infill could be considered. The primary and secondary alignments to the homestead should enhance the landmark status of the building. These areas should be packaged as groupings for the next phase of the development process in order that coherent planning and development guidelines can be prepared which respect the significance of 'the whole' as much as the individual buildings.

The edge of the site with Maitland Garden Village should promote integration with the adjoining fine grain residential area and permeability, both physical and visual.

The importance of scaling mechanisms (setbacks, articulation, landscape buffers) must be established not only for visual mitigation but also as a recognition of cultural adjacency—acknowledging MGV's historical significance as a segregated community.

Opportunities for shared public realm treatments (street trees, pavements, lighting) are to be introduced to visually knit the edges together, reducing the perception of a hard boundary.

The MGVRA position on addressing long-standing housing needs in a way that embodies restorative justice is noted and problems of overcrowding in MGV acknowledged. The development of Oude Molen does present, in principle, an opportunity to address these issues. However, at this stage, the proposal cannot address details of ultimate beneficiaries of the proposed affordable housing element (social or FLISP/FHF housing), nor any of the private apartment/town-house alternatives.

Consideration of these matters at implementation stage is recommended for future consultation when assessing criteria/beneficiaries as part of the housing beneficiary processes.

A significant opportunity is available to showcase the site's heritage, improve its legibility and accessibility. This requires active project management to establish the cultural centre of the site, including all relevant role players in discussions.

The landscape and visual relationship of the site with the riverine landscape to the west should be maintained and enhanced, with a view to extended links to the Tussen die Twee Riviere landscape. Mature trees should be maintained where-ever possible, particularly where they contribute to the setting of the historically sensitive precincts or buildings.

Within these constraints, there is opportunity to consider urban infill and new development on the site, given the extent of 'lost' space and lack of cohesion. Careful consideration should be given to maintaining building frontages, access points and density and height relationships. Higher densities will be more appropriate on the southern and eastern edges of the site, graduating to lower densities on the more visually sensitive western boundary. New developments should ideally pay homage to, or reference, the characteristic historic structures.

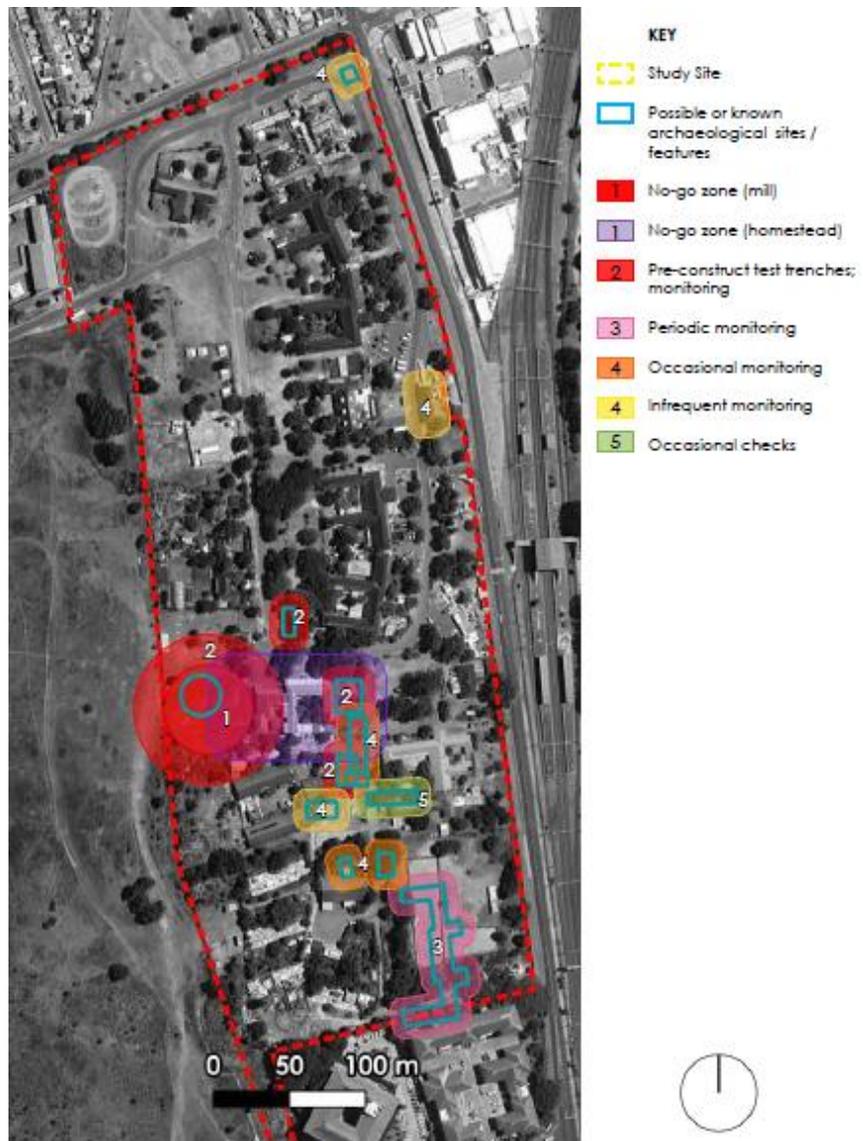


Figure 141: Sensitivity zones rendered as mitigatory strategies

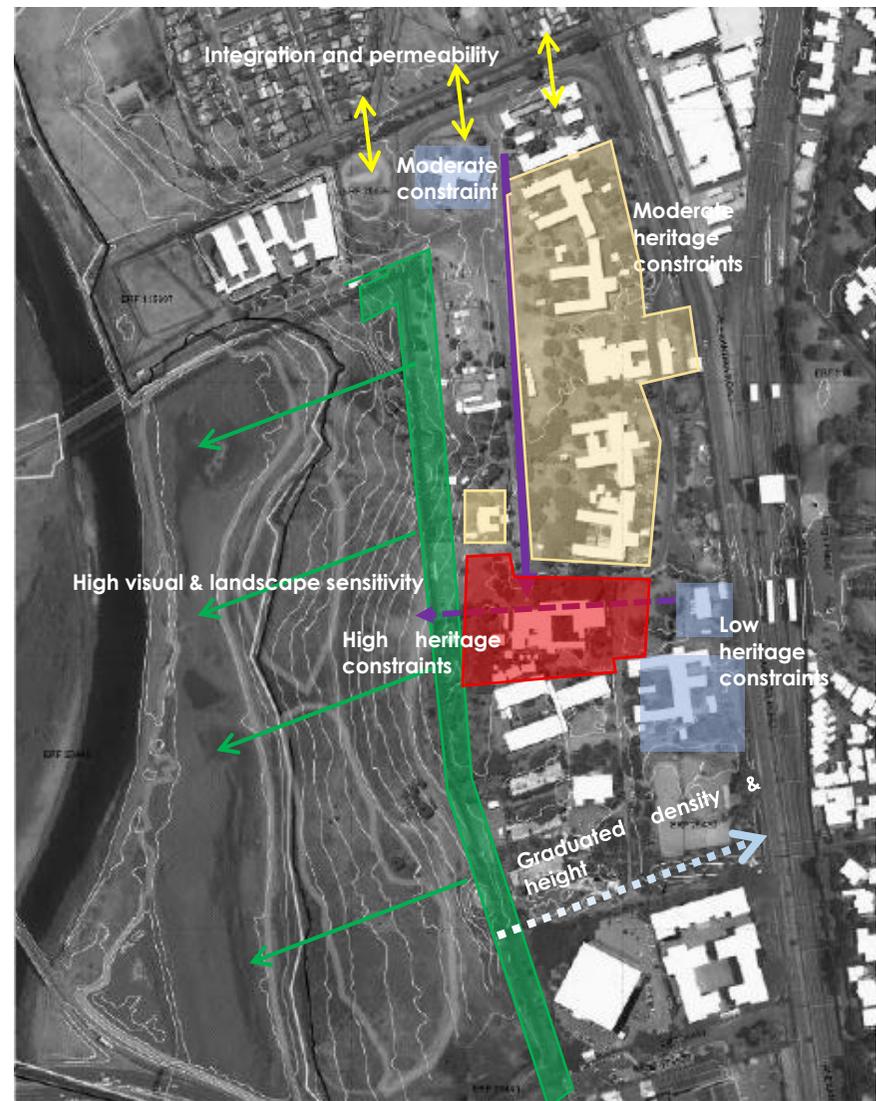


Figure 142: Additional heritage related development sensitivities

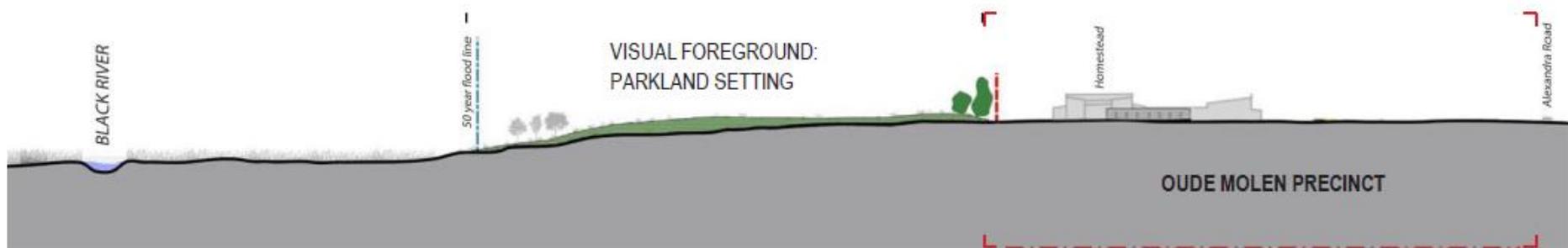


Figure 143: Sectional diagrams to contextualise topography: Oude Molen: Black River to Alexandra Road 1:2000 (Source: Baumann Winter, Abrahamse, Attwell, 2014)

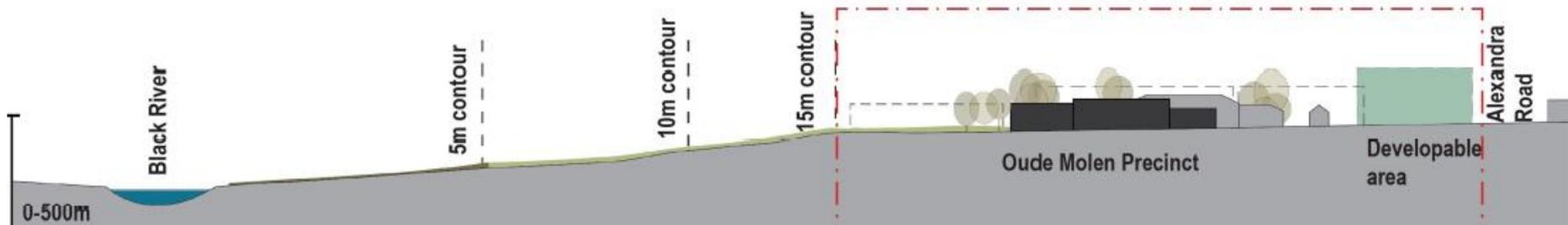


Figure 144: Illustrative section through Homestead cluster to show open space and developable activity corridor (Winter, Baumann & Wilson 2022)

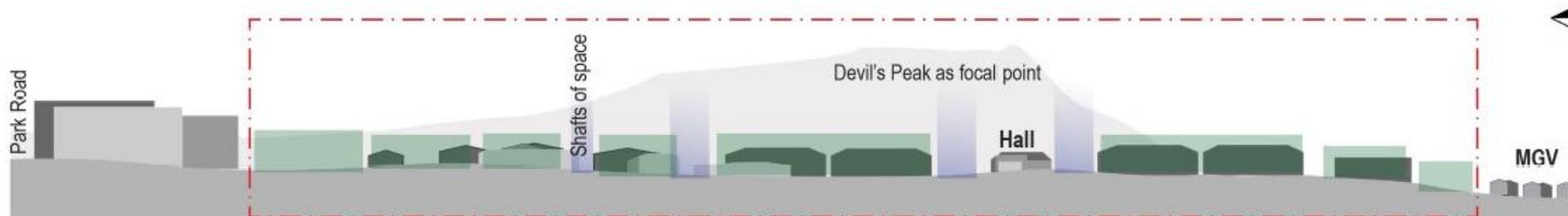


Figure 145: Illustrative north-south section through precinct to show low-rise fine grain of Maitland Garden Village and more resilient bulk and mass of the medical precinct on the precinct plateau (Winter, Baumann & Wilson 2022).

13 Proposed Oude Molen Development Framework

The proposed Oude Molen Development Framework and Draft Precinct Plan and Urban Design Guidelines (UDG) documentation is included in full in Annexure H, extracts of which are summarised hereunder. The final proposal (Alternative 4c) has been amended both in response to comments made during public participation (Section 18, Public Participation) and again in response to the further requirements of HWC.

The stated objective of the client with respect to the OMP is to enable the development of a “compact, large scale, sustainable, residentially led mixed-use development based on a live-work-play philosophy and transit-oriented development (“TOD”) principles” within the bigger Two Rivers Study Area, with consideration being given to retaining buildings of cultural and historical significance and existing productive economic activity within this precinct and where possible, incorporating elements of it into the redevelopment proposal.

The current vision statement for OMP, which was derived following an initial public engagement process remains applicable: “A safe, walkable and sustainable eco-neighbourhood, with compact mixed-use developments, integrating education, affordable housing, public facilities and open spaces, while providing equitable access to cultural heritage and natural reserves.” The strategic location of the site within the broader metropolitan area is noted, as well as the imperative for the Western Cape Government as the property owner to optimally utilise the site to achieve broader spatial justice objectives.

The conceptual proposals are high-level by design so as to allow for maximum flexibility within the identified constraints to ensure that the concept results in a viable development opportunity. Further detail will be unpacked through the package of plans process as allowed for in terms of the Cape Town Municipal Planning By-Law.

None of the uses on site are currently permitted in terms of the existing zone. To simply retain the status quo, the site would need to be rezoned to an appropriate zone accommodating the range of uses. Potentially Mixed-Use zone although the existing urban agriculture use would have to retain the Utility zone.

The rezoning will be to Subdivisional Area to allow for a number of zonings (including MU2, OS2 and TR2) will only become vested upon detailed subdivision of the development parcels, public open space and public road portions that make up the OMP site. These subsequent subdivision applications will be accompanied by detailed Site Development Plans and Landscaping Plan as the next level of detail in the "package of plans" process. The same will apply to the historic buildings that will be retained for future use within the OMP. Their zoning will only vest once the parcels upon which they are located are subdivided, which applications will include Site Development Plans / Landscaping Plans submitted for approval.

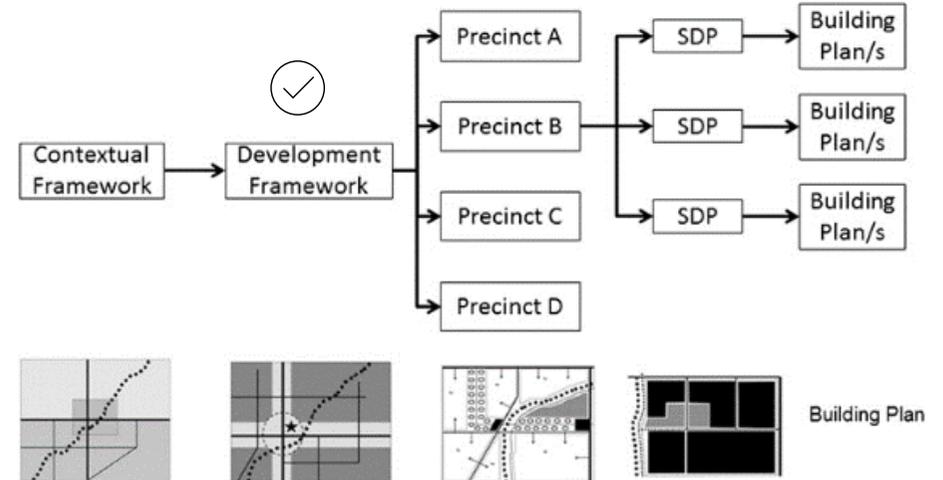


Figure 146: Package of Plans Process (Winker T 2014)

13.1 OMP Spatial Design Informants

13.1.1 Two Rivers LSDF (TRLSDF)

"Vision: A residentially led mixed-use precinct with cultural heritage features, developed along eco-principles. Exploiting views across to Devil's Peak, with intensification along Alexandra Road."

10 Key Desired Outcomes

- Mixed-use residential led development
- Eco development principles
- Increased development densities along Alexandra Road
- Decreased densities towards the River
- Improved interface with MGV
- Integrate culture and heritage into public place design
- Promote TOD design principles through densification
- Promote spatial integration through social housing
- Re-envision the park between the OMP Village and the River
- A new "Eco-Better-Living-Model"

Development Guidelines

- To maximize on the accessibility and visibility off Alexandra Road.
- To create public gateways into the Park
- To create a higher density mixed use node maximizing on proximity to Pinelands Station
- To create seamless integration with Maitland Garden Village
- To create an active edge overlooking the river corridor that contributes to increased surveillance over the Park space
- Facilitate CHTP development as catalyst for development of gateway along Perseverance Road
- Facilitate development of an Eco Village focused around the existing Homestead
- Put Forensic Unit site out to RFP for outdoor events venue / cultural centre

- Facilitate discussions with PRASA to develop Pineland Station Precinct into commercial or public service centre node that facilitates safe and universal accessibility across the rail line
- Initiate upgrade of Alexandra Road to accommodate bus service and NMT with careful consideration of car access into sub-precinct
- Develop urban agriculture programme to support local NGOs and allotments for hire
- Alexandra edge to be designed as active urban street interface
- Fenced boundary conditions will not be permitted with the exception of the southern edge with Vincent Pallotti office developments
- Park edge to comprise multi-storey mixed residential development with a public NMT path/promenade
- Tree canopy to retain dominance
- All building design and development layouts to be driven by strong sustainability objectives
- All commercial development to have skills training component and support small entrepreneurs
- Allow for green foreground to old wards
- River Corridor must be easier to access and the riverbanks become more accessible for recreational uses.
- Demonstrate a more sustainable approach to services that requires reducing the demand for water and electricity.
- Eco-village component that provides continuity in the history of this site as a place for living off the earth and then demonstrates alternative ways of living with urban agricultural activities, small scale alternative servicing options and communal living / working options.
- The Homestead and site of the old Mill form a central focus of activity in the precinct and should continue to be a landmark and focal point of the precinct.

- The land on which the current Valkenberg Hospital Forensic Unit is located will be available for repurposing. It is located at a significant future crossing point of the Black River.²³
- The site's proximity to the Biovac Institute means that it is a preferred location for the Cape Health Technology Park (CHTP). The CHTP has been identified as a potential catalyst for local economic development.



Figure 147: OM High Level Precinct Plan (NM&A) included in TRLSDF

The site is strategically extremely well located. It is within striking distance of both the northern and southern corridors and between major vehicular access routes and on the rail line. It is located at the

²³ It is to be noted this is outdated: the Forensic Unit is now not available for re-purposing and will remain as is.

confluence of all of the major transport routes connecting to the CBD from the north eastern, eastern and south eastern and southern sectors of the metropolitan area. As such the range of development opportunities is almost unlimited and would simply be driven by (a) the market expectation at the time and (b) the developmental objectives of the land owner.

The market related implications for the development rights required, need to be tempered by the sociopolitical imperatives created through public ownership of the land, and these need to be recognised in the ultimate development opportunity determined for the land. It is imagined that the mix must at least result in a self-sustaining and appropriate development on the site which meets the needs of both the ongoing management and maintenance costs as well as the expectations of the Province as land owners and the public.

13.1.2 Desired Urban Design Outcomes

- Create places for people: Achieve development densities that supports walkability, cycling and public transport. Consider the human dimension and human scale of urban places and spaces
- Exploit the uniqueness of place and the potential of the pre-existing: The OMP site, with its abundance of trees and gently sloping topography towards the river valley, is located within an astonishingly beautiful location, fronting onto the Black River, with magnificent views towards the Table Mountain range. Incorporate the distinguishing location features and heritage design indicators into future design proposals
- Facilitate flow / Permeability / Connectedness / Continuity of connections

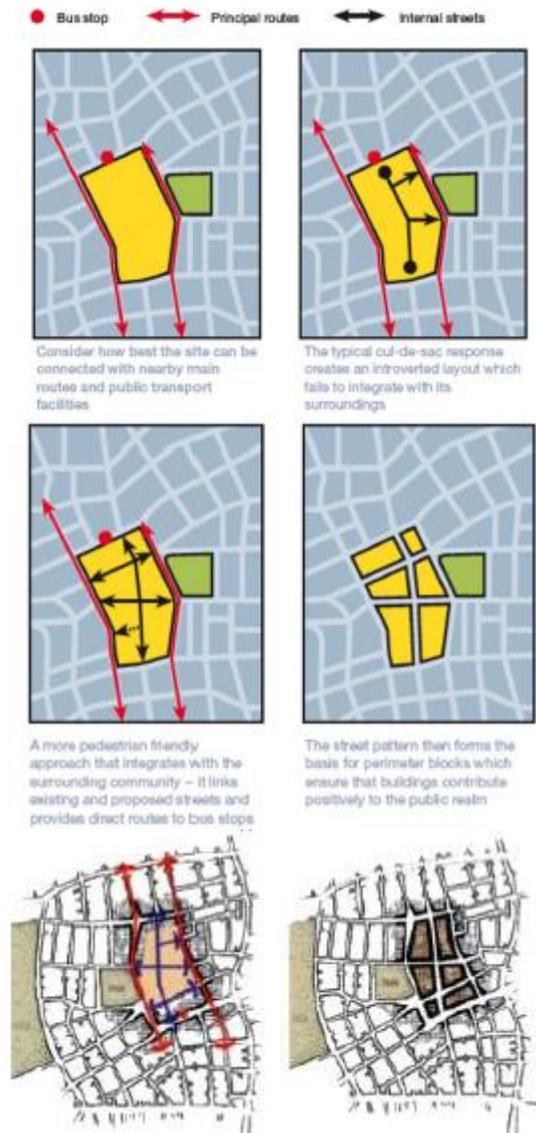


Figure 148: Diagrammatic illustration of the principles of connection

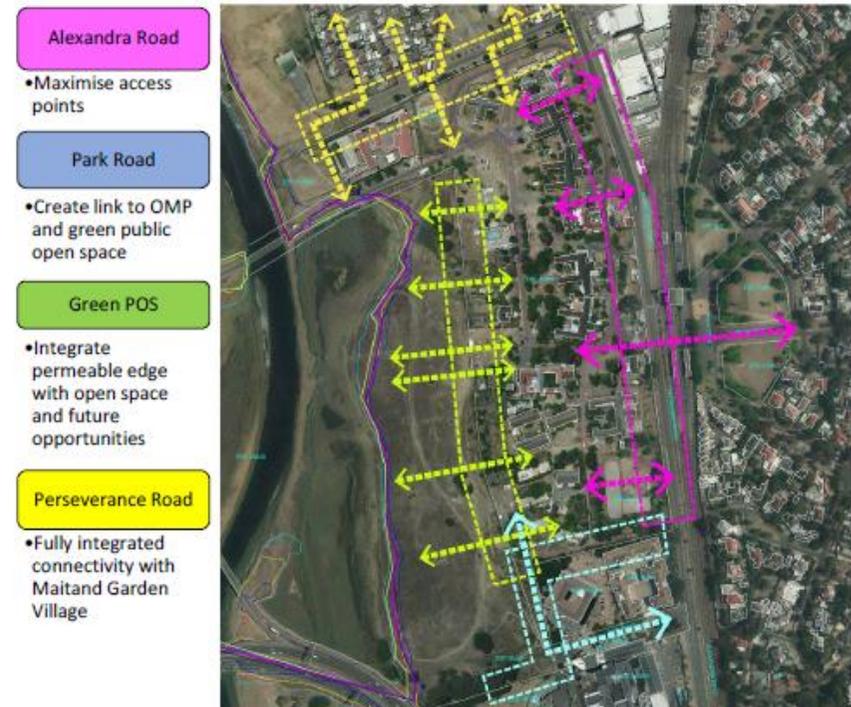


Figure 149: Diagram of the principles of OMP connection

- Create the public spatial frame / allow incremental private development over time
- Adaptable street blocks and building mass to accommodate change in use over time
- Compactness and appropriate placement of development density
- Mitigate the visual impact of parking / design for future car use
- Mixed use
- Walkability and complete streets

- Frame unique views and place foreground buildings and landmarks / Promote legibility
- Define Fronts, Sides and Backs / Design Thresholds between Public and Private Space
- Activate the ground floor interface / Enforce greater height at ground floor
- Design for passive surveillance / Promote CDTEd to support safe places
- Hierarchy of hard and soft public open spaces between buildings
- WSUD Principles and Stormwater Management
- Establish character zones and concentrate energy / Desire lines and anchors
- Cluster public facilities to promote multi-use, and resilience
- Architectural richness and variety through vertical articulation
- Promote difference and diversity / Design to accommodate personalisation and identity



Figure 150: The benefits of the perimeter courtyard block arrangement over other typical urban arrangements of building mass.



Figure 151: Adaptable street blocks and building mass



Figure 152: Place building mass to frame views towards key landmarks

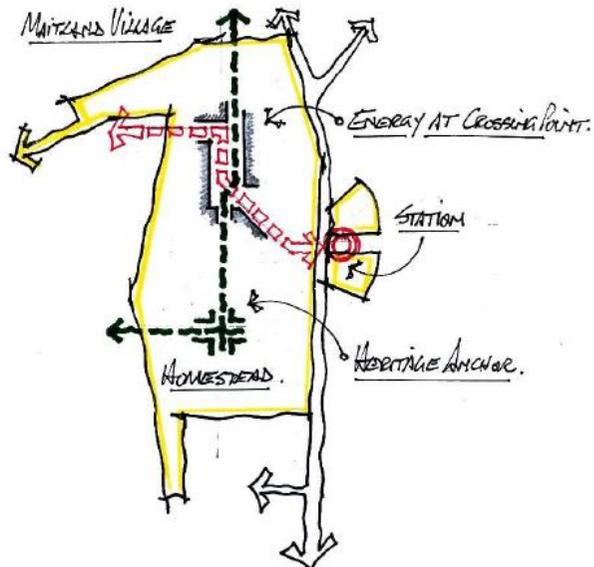


Figure 153: Establish character zones and concentrate energy, desire lines/ anchors

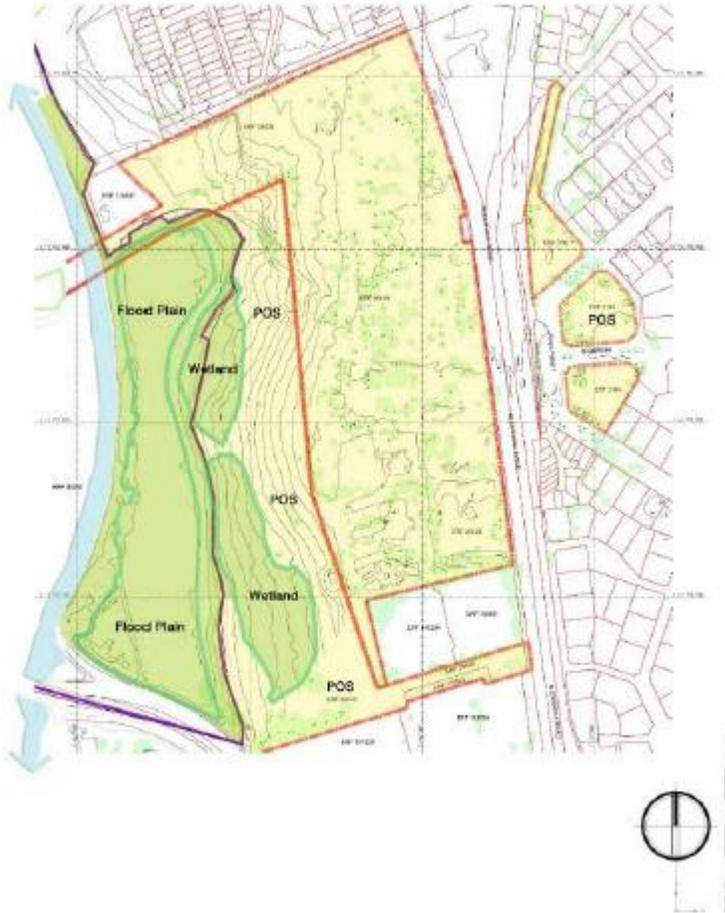


Figure 154: Architectural richness through vertically articulated perimeter block model

The application of these principles to the OMP are illustrated in the Figures to follow:

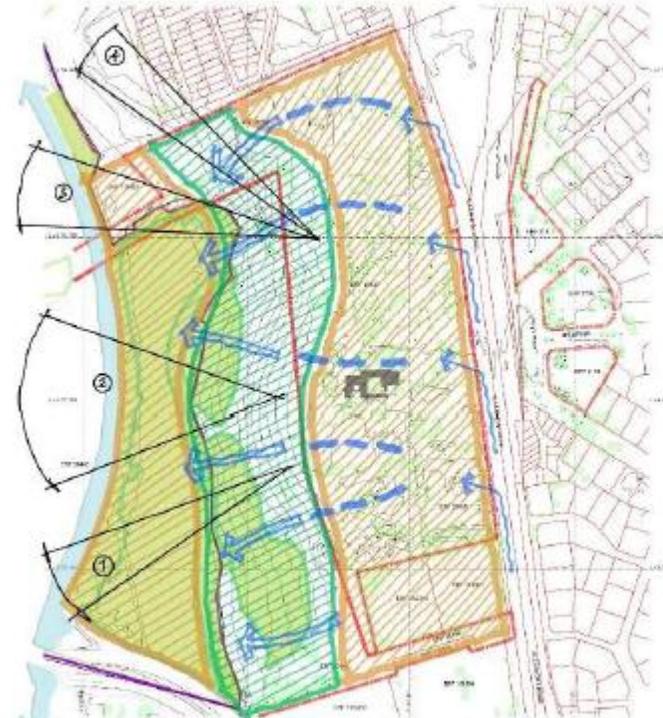
Green Reserve vs Developable Land

The ecological constraints on the site includes the 1-100 year flood line, as well as two wetland areas indicated below in green. The yellow colour designates the OMP land area that is developable, albeit that this area could be further reduced due to public open space restrictions, as well as medium topographical gradients that might make future development costly.



Land Form & Gradient

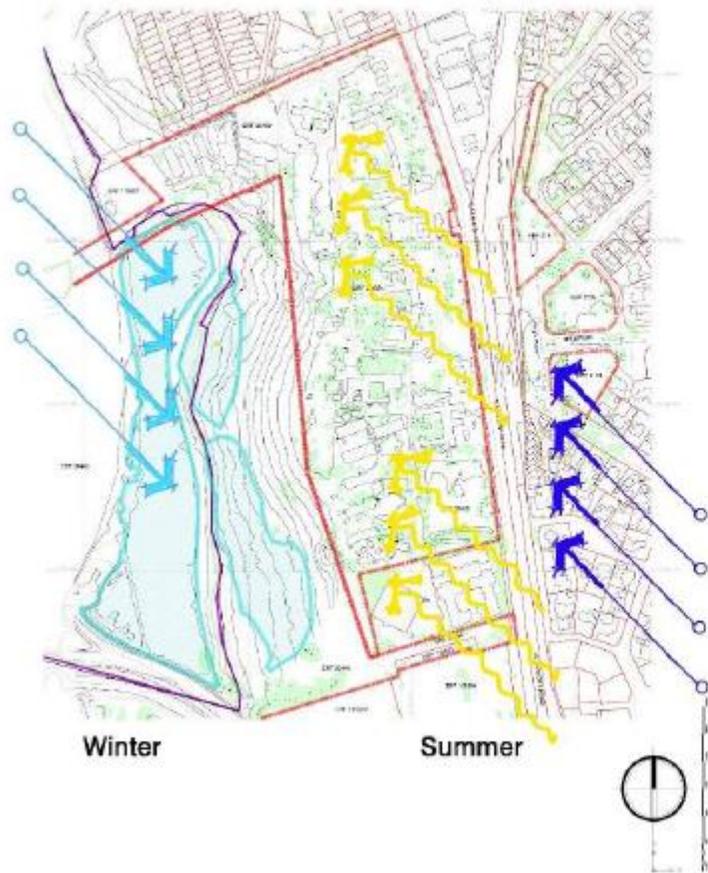
The current Oude Molen Eco Village is separated from the banks of the Black River by a green open area that has a significant fall, from approx. 16m amsl, at Old Homestead, down to 3m amsl, at the river edge. Where developable land occurs within this sloping land form, future proposals should be cognizant of storm water routes, and possible extra costs to create developable flat sites.



- 01. UCT, Rhode's Memorial, Southern Table Mountain
- 02. Devil's Peak, Valkenburg Hospital
- 03. Table Mountain, Cable Car Station, CBD Skyline
- 04. Sites in Salt River, Harbour Channel

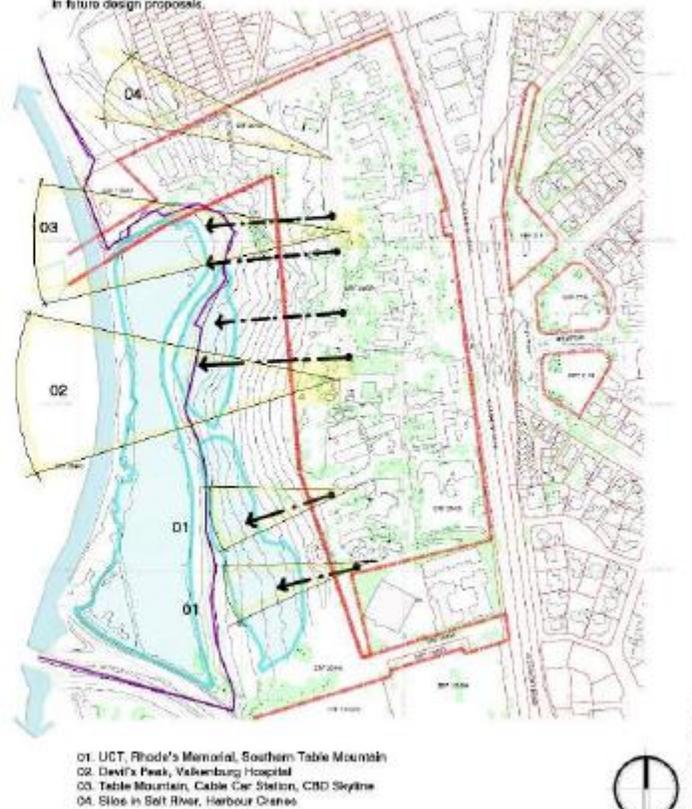
Dominant Climate

The precinct is in the low lying TRIP valley, and exposed to the dominant Cape Town weather patterns. During Summer, strong South Eastern winds with sporadic rains occurs. During Winter, heavy and continuous rainfall comes from the North West, with mild wind speeds. Adequate design responses are required to create comfort levels in outside spaces and streets during windy summer months.



Structuring Views

Throughout the Cude Molen Village, one is constantly drawn towards the magnificent view towards Devil's Peak. This defines the precinct and makes it special and unique. Landmark facilities are also visible from the higher parts of the site such as UCT, Rhode's Memorial, Valkenburg, The Observatory, Table Mountain and Cable Car Station, and the CT Harbour Cruise. These views should be celebrated in future design proposals.

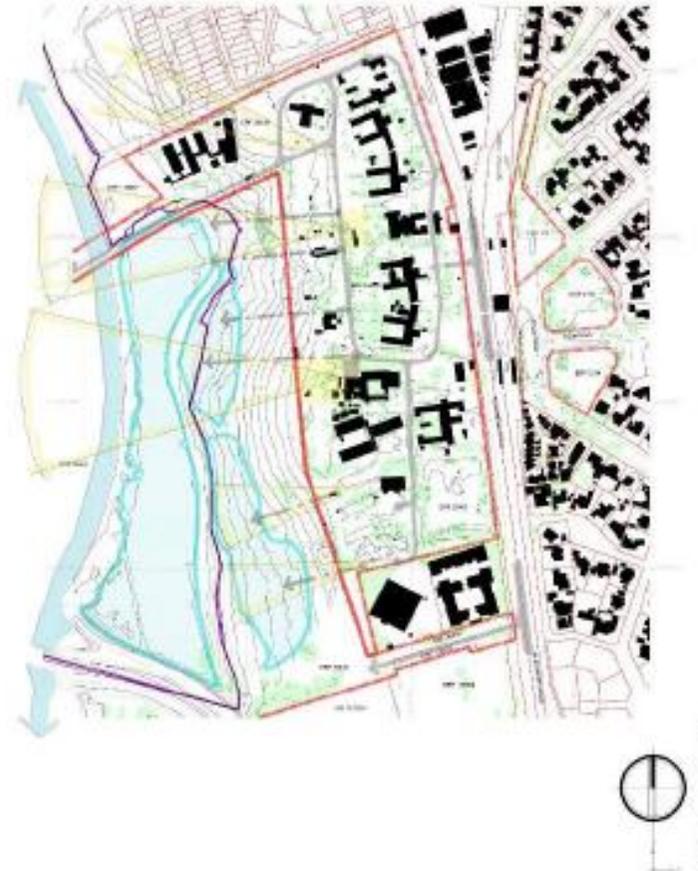


The sequence of concept analysis sketches captures the possible redevelopment potential of the OMP site. Analysis elements that need to be reacted to include:

- 11) Bio-physical constraints
- 12) Land Form & Gradient
- 13) Climatic Informants
- 14) Solar Orientation & Shade Study
- 15) Current Urban Form and Views
- 16) Current and Future Access
- 17) Lost Space
- 18) Fronts, Backs and Sides
- 19) Placing of Density
- 20) Putting it all together...

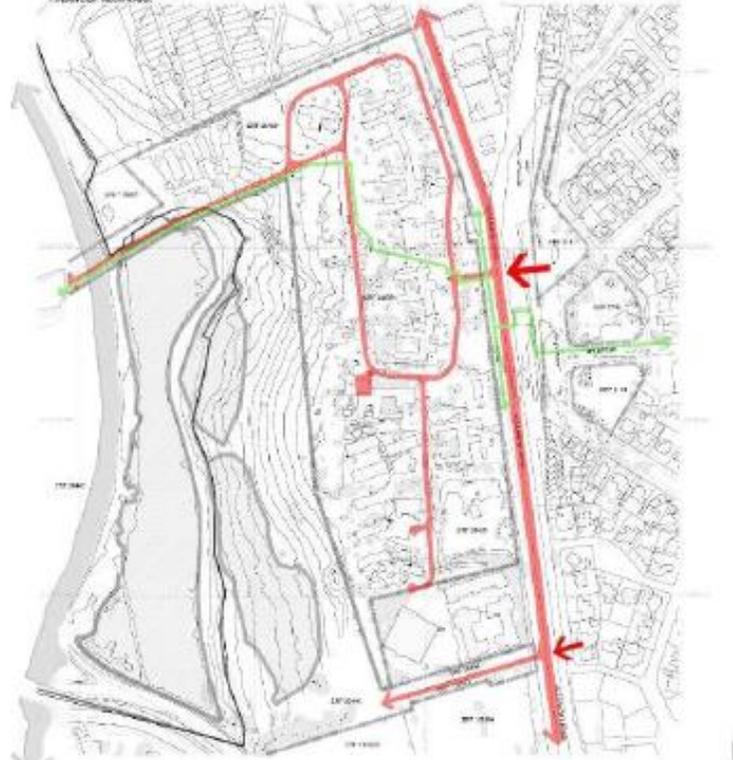
Built Fabric and Urban Form

The map illustrates the built fabric on the OMP site. Buildings are mostly perceived as clusters of buildings within a garden terrace-like landscape. Substantial trees are under-utilized, and can be considered for soft and new development. Care should be given to views and frontages of existing buildings when placing new urban fabric.



Access & Permeability - NOW

The CNP Eco Village is accessed via one security gate, leading off Alexandra Road. The gate is a short distance (50m) from the signposted pedestrian crossing, connecting to the Pinelands Rail Station building. Internally, the precinct is serviced by a single carriageway loop-road, with one arm extending to the South, and one arm extending to the West, connecting with a bridge across the river to the Valkenberg medical facilities.



01 Roads and Streets
02 Pedestrian Routes

Access & Permeability - FUTURE

In future, the new OMP development should benefit from more frequent access off Alexandra Road. The below concept diagramme suggests a relocated primary access, with a second access approx. 150m north along Alexandra Rd. Connecting though to Melbaird Village is another opportunity to increase permeability and efficient flow for both cars, service vehicles, and pedestrians.



01 Roads and Streets
02 Pedestrian Routes

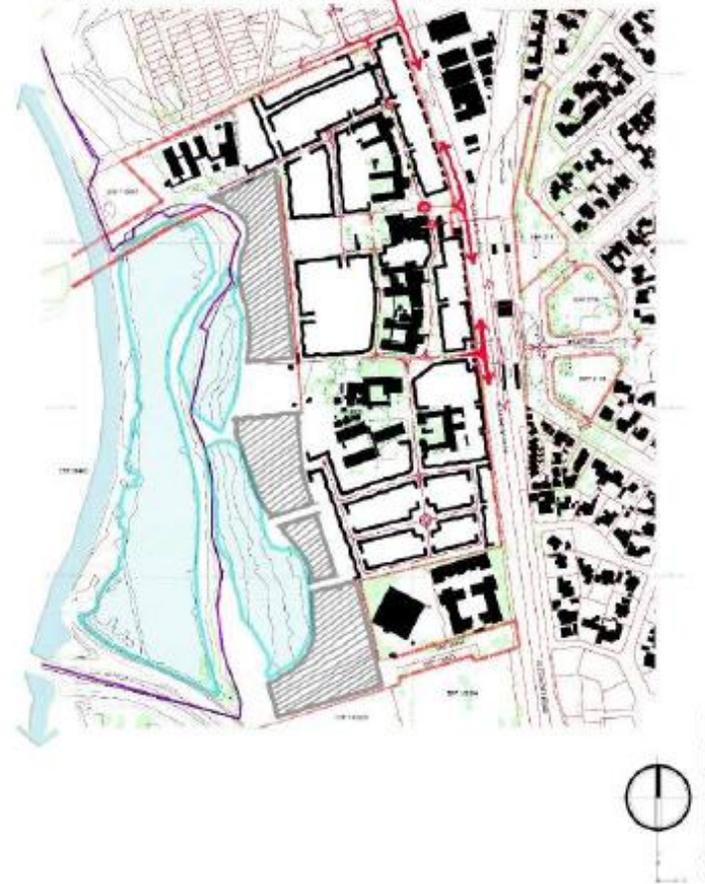
Lost Space

The opportunity to consider urban infill and new developments amongst the current built fabric at Oude Molen is substantial. The below graphic illustrates developable land that can be considered as "lost space", and that can be re-designed as urban development, streets, urban spaces, both private and public. Careful consideration must be paid to points of entry into existing buildings, as well as current active frontages.



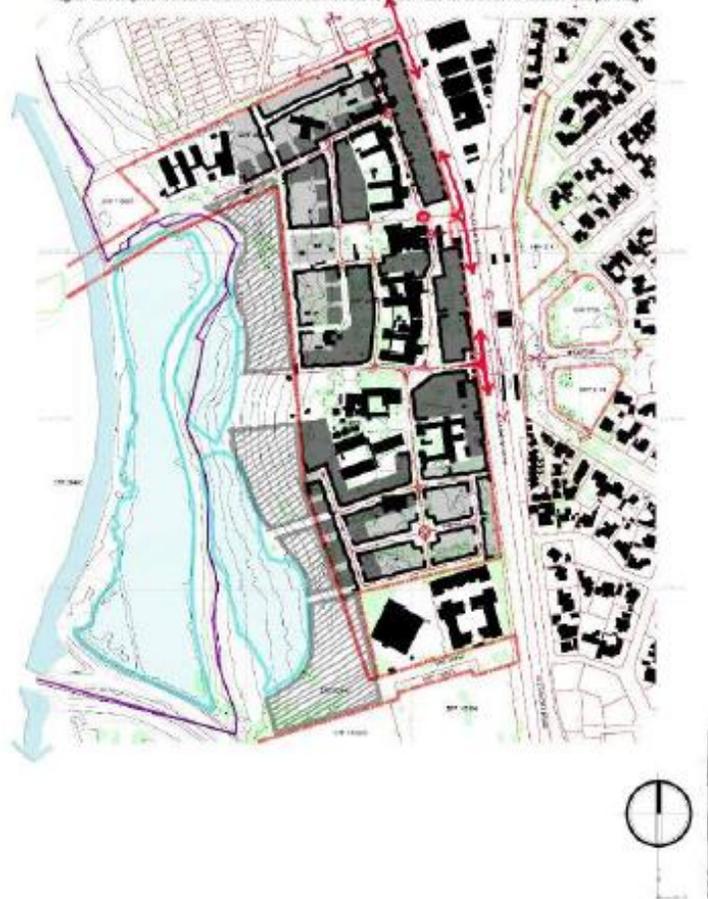
Thresholds / Fronts&Backs

New placement of development infill needs to consider frontages, thresholds, and front-facing and back-facing building edges. Active edges should face towards roads and streets, creating safe and pedestrian orientated public movement routes and open spaces. Deep land pockets can be accessed via lanes. Public spaces should be well framed and enclosed, creating a hierarchy of urban rooms and linkages.



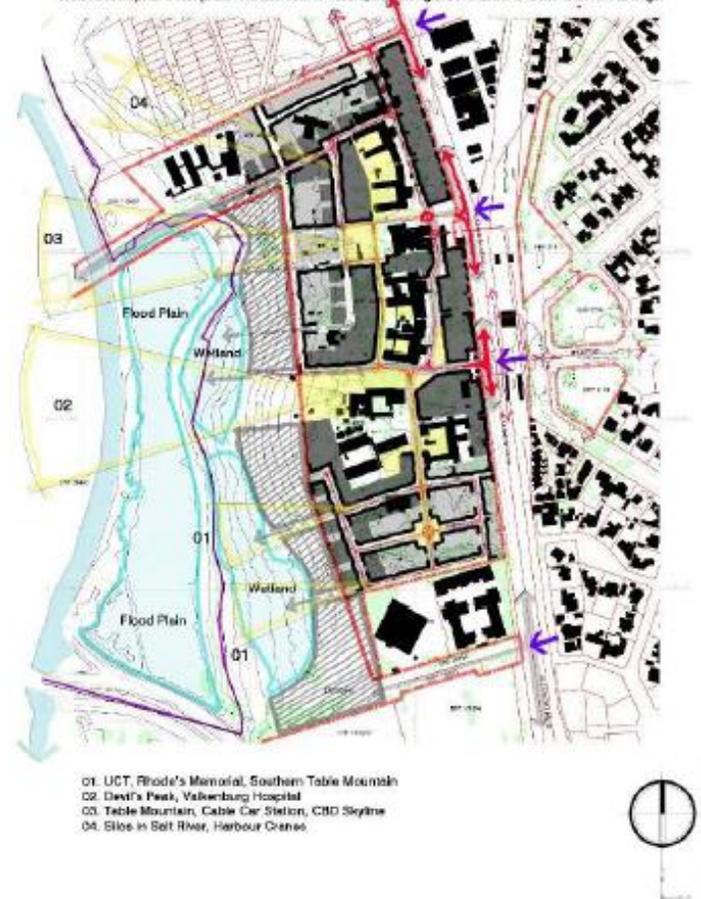
Density

The placement of more, or less, building density (bulk) is a function of proximity to public amenities such as transport, as well as access to public open space and recreational green areas, i.e. desirability of location. Placement of building mass should enforce and frame primary views to landmarks. Placement of higher development bulk should be balanced with the requirement for increased access and parking.



Putting It All Together...

The outcome of the urban design process will be the harmonious collage of new and old urban fabric, making humane and memorable public spaces and streets, while benefiting the value of the property and the surrounding properties. CMP has the opportunity to set an example of responsible and responsive urban development that preserves sacrosanct nature, benefiting the residents and the end-user at large.



- 01. UCT, Rhode's Memorial, Southern Table Mountain
- 02. Devil's Peak, Valkenburg Hospital
- 03. Table Mountain, Cable Car Station, CBD Skyline
- 04. Sites in Salt River, Harbour Cranes

13.1.3 Public Engagement Design Informants

Preliminary Key Stakeholder Engagements

Summary of Key Stakeholder Design Inputs
(From Preliminary Public Participation and Key Stakeholder Information Workshops)

VISIONING WORKSHOPS		
DATE	VENUE	ORGANISATION
5 May 2021	Oude Molen Hall	First Nations Representatives
5 May 2021	Oude Molen Hall	Tenants
6 May 2021	Zoom	Heritage and Conservation Bodies
6 May 2021	Zoom	Civic organisations
18 May 2021	Zoom	Ward Councillor

- o Create a **cultural showcase**
- o Honour the rich cultural and **historical use** of the land by the **Khoi/San**
- o Incorporate facilities which promote **mental health, healing and rehabilitation**
- o Keeping the sense of place which has a **"rural", eco-village character**
- o Promote uses which would make OMP a **destination** for locals and tourists alike
- o Keep aspects of the **artisan flavour** of existing tenants who add value to the community by working, teaching and displaying their craft
- o Ensure **affordable education facilities** for Learners from a wide range of socio-economic and cultural backgrounds
- o Have a **"Gateway"** structure to the Two Rivers Park
- o Preserve the **historical and ecological integrity of the spring**
- o Ensure that the redevelopment of the site does not interfere with the ecological functioning of the adjacent wetlands on the City of Cape Town land
- o Create **inclusionary housing** opportunities

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18 May 2021	Zoom	Ward Councillor

Continued...

- o Create a **multi-cultural meeting space**
- o **Ensure public open space** is integrated into the redevelopment layout
- o **Promote urban agriculture** which supports food security
- o Consider **long term sustainability** in terms of design, construction and operation
- o Incorporate technology that would allow for a **"smart" village**
- o Promote **zero-waste** technology
- o **Restore indigenous biodiversity**
- o **Enhanced viewpoints**
- o **No intrusive buildings on the park edge**
- o Consider greater intensity of **new buildings on the southeast corner**
- o Create **parking underground**
- o Develop an **ECCO PARK**
- o **Include existing tenants** into the redevelopment vision

All notes have been made available as public record on the OMP webpage
www.westerncape.gov.za/tpw/oude-molen-precinct-omp

13.1.4 Other contextual informants



Figure 155: Vegetation informants: mapping of existing trees

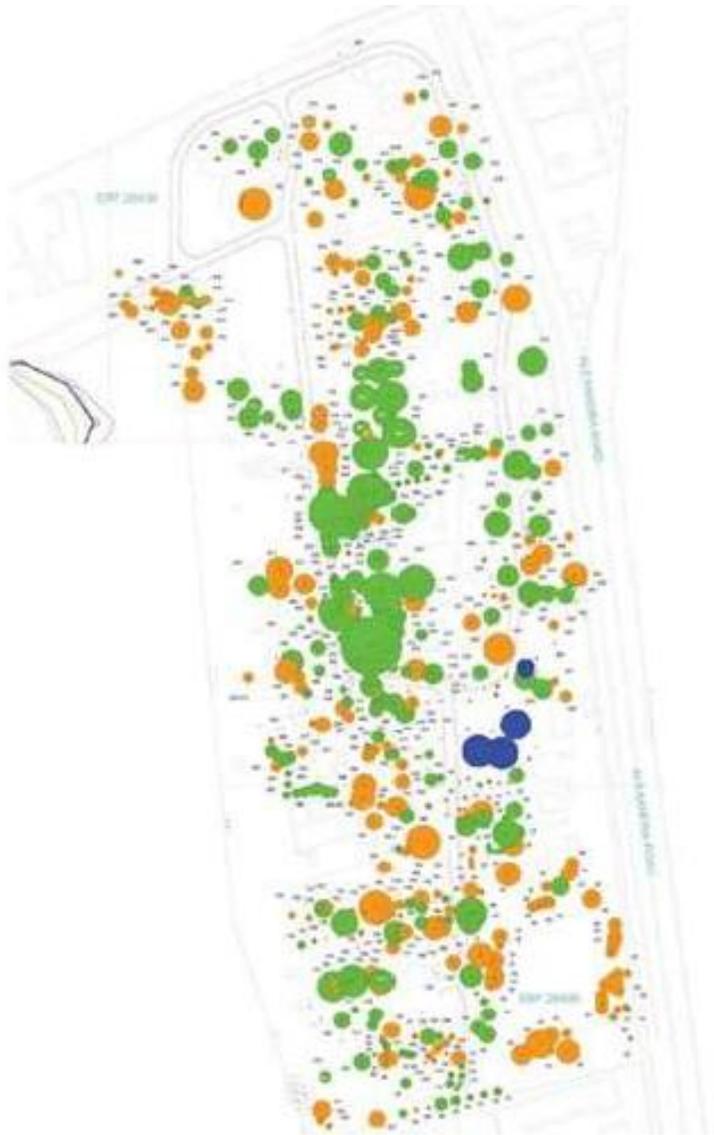


Figure 156: Tree Survey

13.2 Design Development

The initial concept diagrams (from the TRLSDF), and a host of other development informants, some of which have been identified above, served as the 2021 starting point for further iterative spatial design development. Alternative 1 is the Status Quo.



Figure 157: Alternative 2 (2021) (discarded)



Figure 158: Alternative 3 with scenario variations 1, 2 and 3 (2021) (discarded)

The preferred alternative of the Alternative 3 scenarios was Scenario 2. Scenario 1 provided very low yields and did not capitalise on the inherent opportunities of site nor the public service responsibilities of the owner. The high densities of Scenario 3 were considered to have negative impacts on the inherent heritage significance of the site.

Ultimately however, it was determined that there had been insufficient accommodation of the heritage based considerations and another iteration of design has led to the final Preferred Alternative (Alternative 4).

Alternative 4a

This proposal was advertised for public comment but revised following public comment.

Alternative 4b

This alternative, a variation of Alternative 4a in response to public comment proposed a mixed use development of:

- Approximately 1364 housing opportunities of which 34% are inclusionary units (Social and First Home Finance & Subsidy Assistance (FLISP) housing) and 66% are open market dwelling units (apartments and row houses).
- Approximately 18 981m² GLA offices
- Approximately 3 379m² GLA retail
- An Interpretive Centre of approximately 788m² GLA

Following submission to HWC and on the basis of comments received, this alternative too has been revised.



Figure 159: Consolidated Plan Initial Preferred Alternative 4a, DISCARDED



Figure 160: Consolidated Plan Alternative 4b DISCARDED

Final Preferred Alternative 4c

The final Preferred alternative 4c is a final revision of Alternative 4 in response to the further requirements of HWC. A summary of the revisions include as follows:

Dwelling units:	1 364
Residential GLA:	79 167m ²
Commercial (office) GLA:	18 981m ²
Retail GLA:	4 159 m ²

Development Framework

It is now proposed that the LUMS submission is for approval of a Development Framework and basket of rights. The basket of development rights remain the same as previously:



Figure 161: Oude Molen Development Framework

Draft Precinct Plan

The Precinct Plan as regarded as a draft at this stage, to substantially inform the Final Precinct Plan in the next phase of the package of Plans Process.

Homestead Precinct and Curtilage

The revised Landscape Plan enlarges the open garden south and east of the Homestead, establishing a broad curtilage that reinstates its prominence as the visual and symbolic heart of the precinct .

- The “Food Garden” and “Parklet” bands have been pulled back, introducing breathing space around the Homestead.
- The adjacent educational plots now respect this setback, preventing encroachment on the heritage setting
- The “Interpretation Centre” has been removed.
- This precinct is intended as the cultural heart of the site; and will need to be the subject of further planning and consultation with heritage I&APs to ensure appropriate memorialisation of the site’s significant tangible and intangible history; and links to the broader landscape.

Scale Transitions and Massing Adjustments

The Building Height Plan proposed the following gradation:

- Maximum 9 m closest to the Homestead, Maitland Garden Village and the TRUP edge;
- stepping up to maximum 15 m in mid-block parcels; and
- maximum 25 m reserved for the commercial/urban frontages near Alexandra Road

Edge Interface with Maitland Garden Village (MGV)

- A 10 m landscape setback and dual tree rows along the shared boundary;
- Reduced building footprints on Plots 17–20 with lower height bands of 9m;
- Walk-up typologies replacing taller blocks adjacent to the MGV boundary.

- The height of future buildings directly along this edge have been lowered to a maximum of 9m.

Landscape Plan

- Existing trees were re-evaluated in terms of locations associated with roads and buildings. All trees per category to be retained are shown and all tree to be removed are shown.
- Bio Detention Pond was added in central “park” area Bioswale, informal path, veld grass landscaping with scattered trees was added along the western boundary
- Interface with Maitland was softened with a liner park with path and dense tree planting.
- Vehicular entrance to the site was stringed with boulevard trees
- Manor House landscaping has been adjusted both in front and to the back towards western boundary to include more food garden space in a formal design approach.

Western Interface and Floodplain Transition

The Landscape Plan confirms a porous western edge, now articulated with a braided pedestrian/cycle path and habitat-friendly planting rather than a rigid fence line. The earlier hard edge has been softened through bermed landscape forms and shaded parklets.

The re-designed landscape optimises the green landscaped public promenade along this boundary. The public street along this boundary could give public access to the Black River Park and its amenities. This promenade is to be designed as a multi-use pedestrian friendly and slow-movement street.

Public Realm Structure

The POS and Circulation plans, components of the Draft Precinct Plan, now show a continuous public space network connecting the

Homestead forecourt, food gardens, and parklets to the Black River Park edge

- The internal lanes are clearly pedestrian-priority, maintaining a human-scaled grain compatible with the heritage environment.
- The Forecourt, Public Park, and Cultural Place areas reinforce a visual hierarchy of civic space that references the original institutional landscape pattern.

Plot Consolidation and Building Uses

According to the Building Use and Plots drawings of the Draft Precinct Plan:

- Cultural, educational, and public functions are concentrated around the Homestead and forecourt (Plots 7–10), reinforcing heritage-based civic anchors.
- Mixed-use (retail below residential) occurs along the main internal street and toward Alexandra Road, away from the core heritage fabric
- The backs of buildings face onto the backs of other buildings on the same street block, creating semi-private courtyards and play areas, and that active frontages of buildings face onto public streets and public open spaces.

Additional graphic information has provided further clarification, particularly the Sections.

SVA as urban designers have produced a block model of this proposal, which together with the Landscape Framework and guidelines by Planning Partners, forms the basis of the impact assessments.

It is noted that that the massing remains at building envelope level (i.e. architectural expression, materiality and detail has not yet been determined).



Figure 162: Consolidated Precinct Plan Final Preferred Alternative



Figure 163: Public and semi-public Open Space



Figure 164: Building heights (note: 2 – 3 storeys to be amended to max 9m)



Figure 165: Building massing

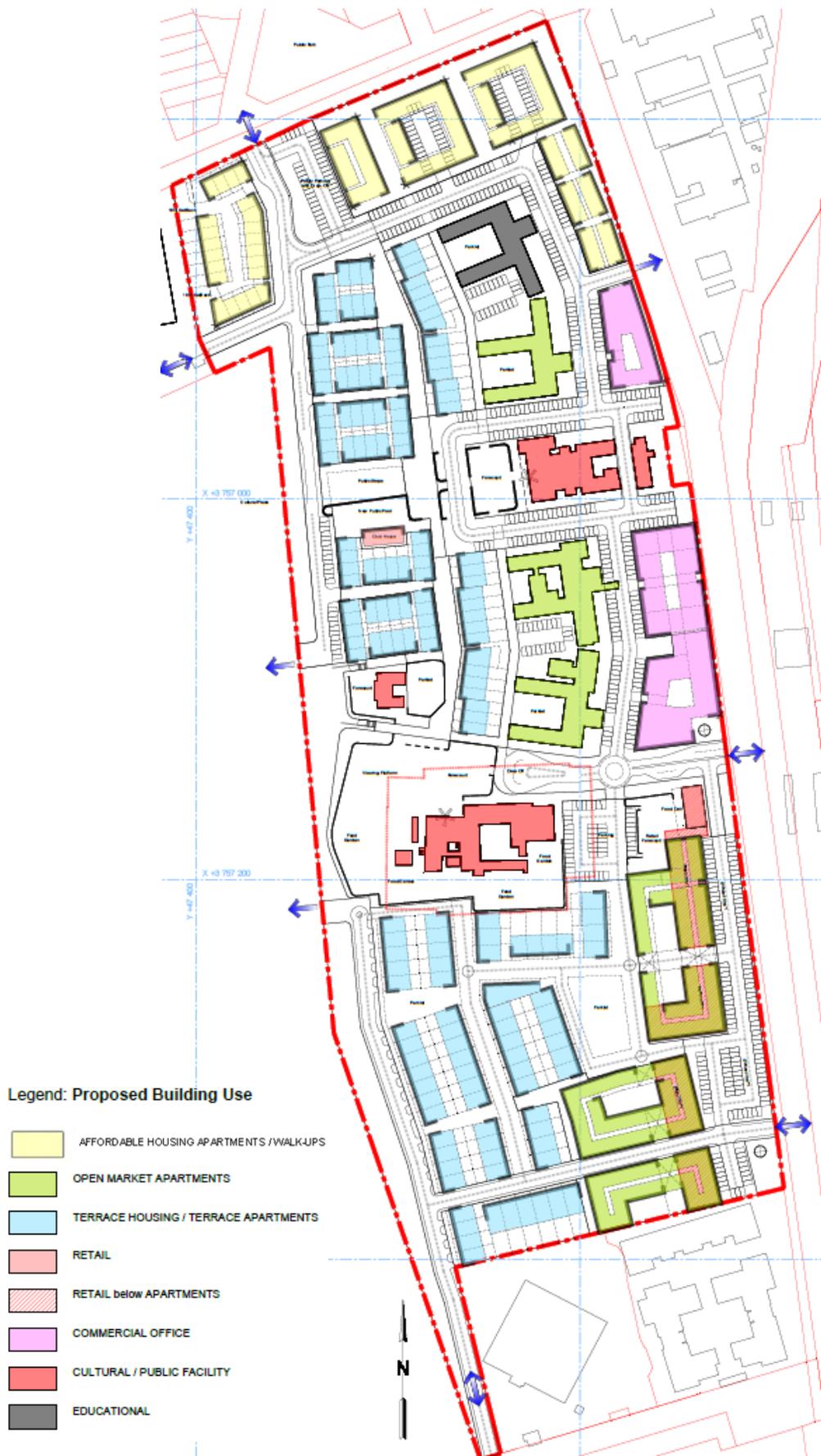


Figure 166: Building use

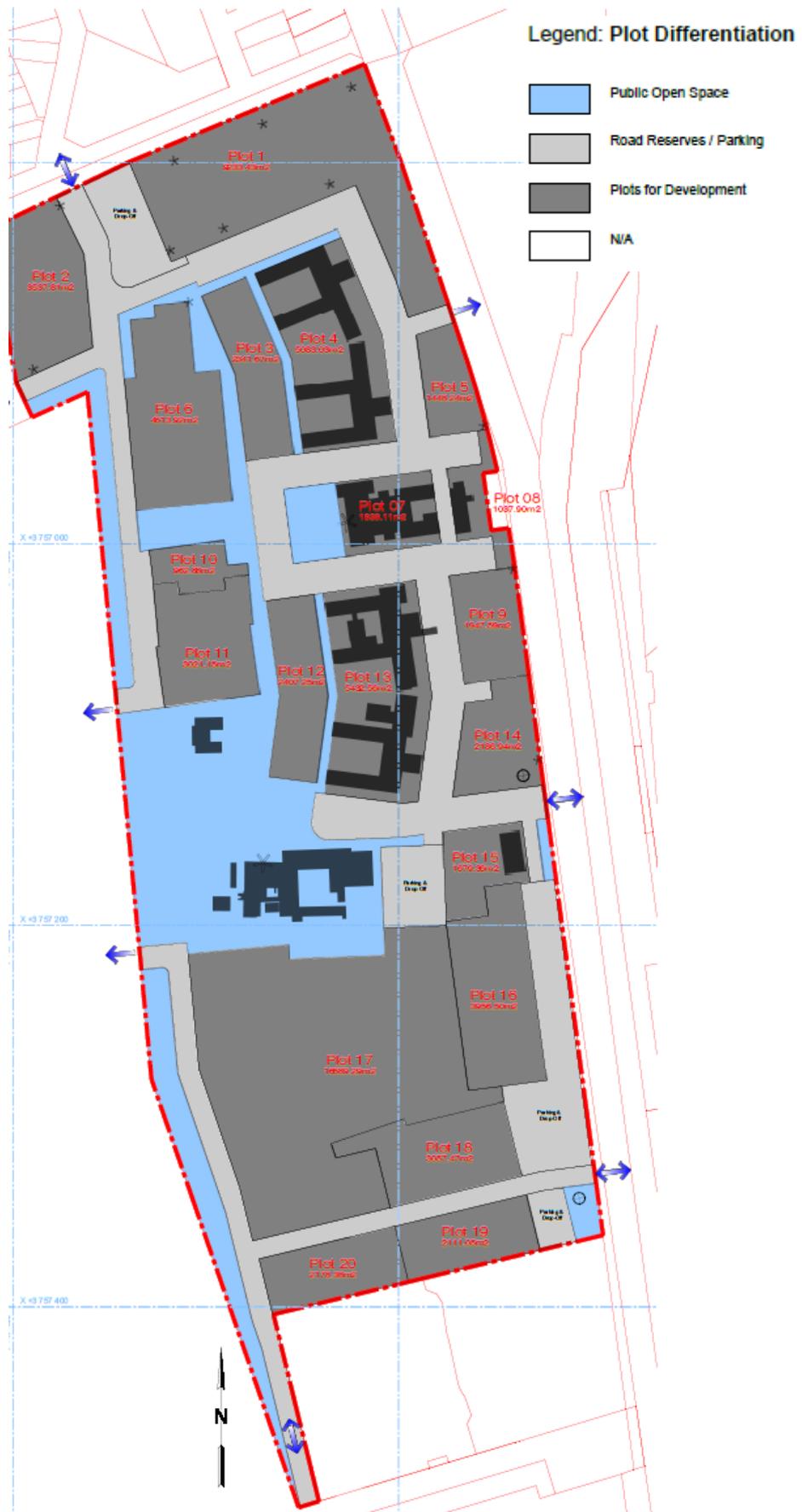


Fig 167: Preferred Alternative 4c Proposed plot development packages

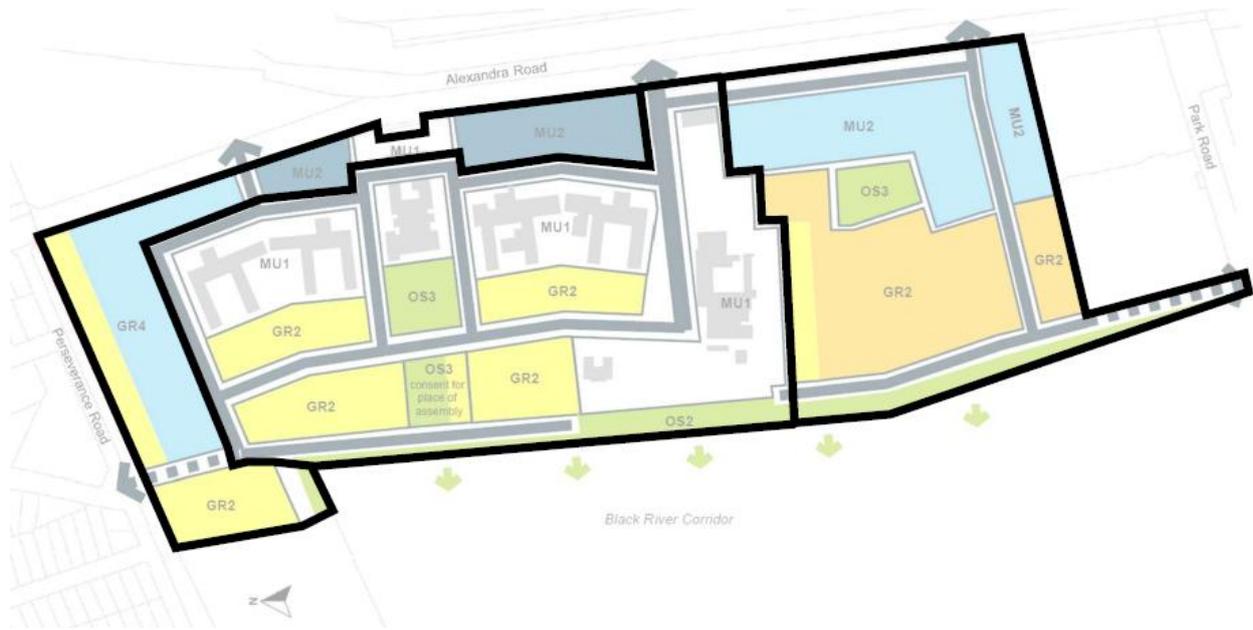


Figure 168: Indicative Precinct boundaries

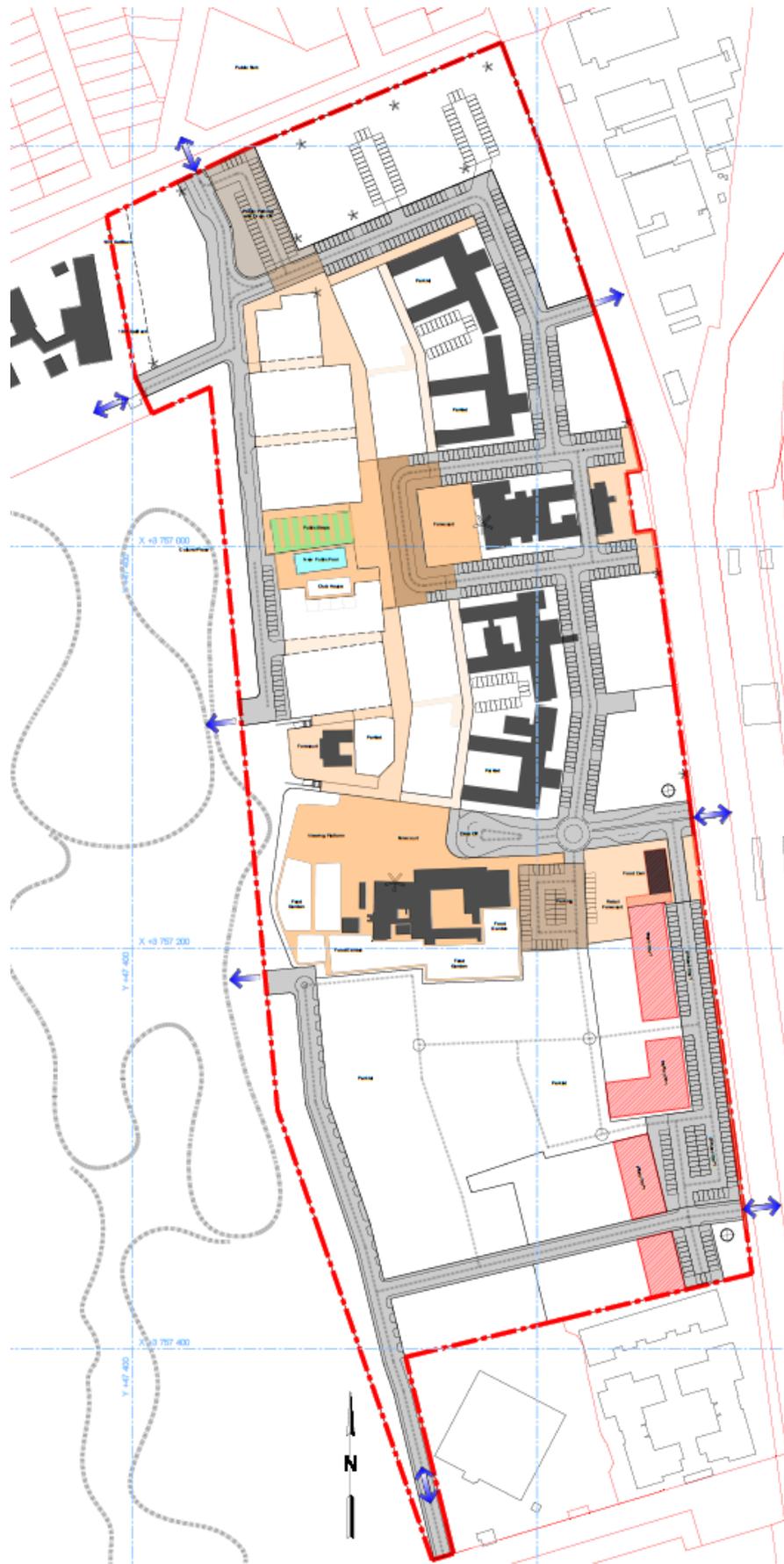


Figure 169: Circulation



Figure 170: Draft Precinct Plan Landscape concept (see Annexure F for detailed legend)

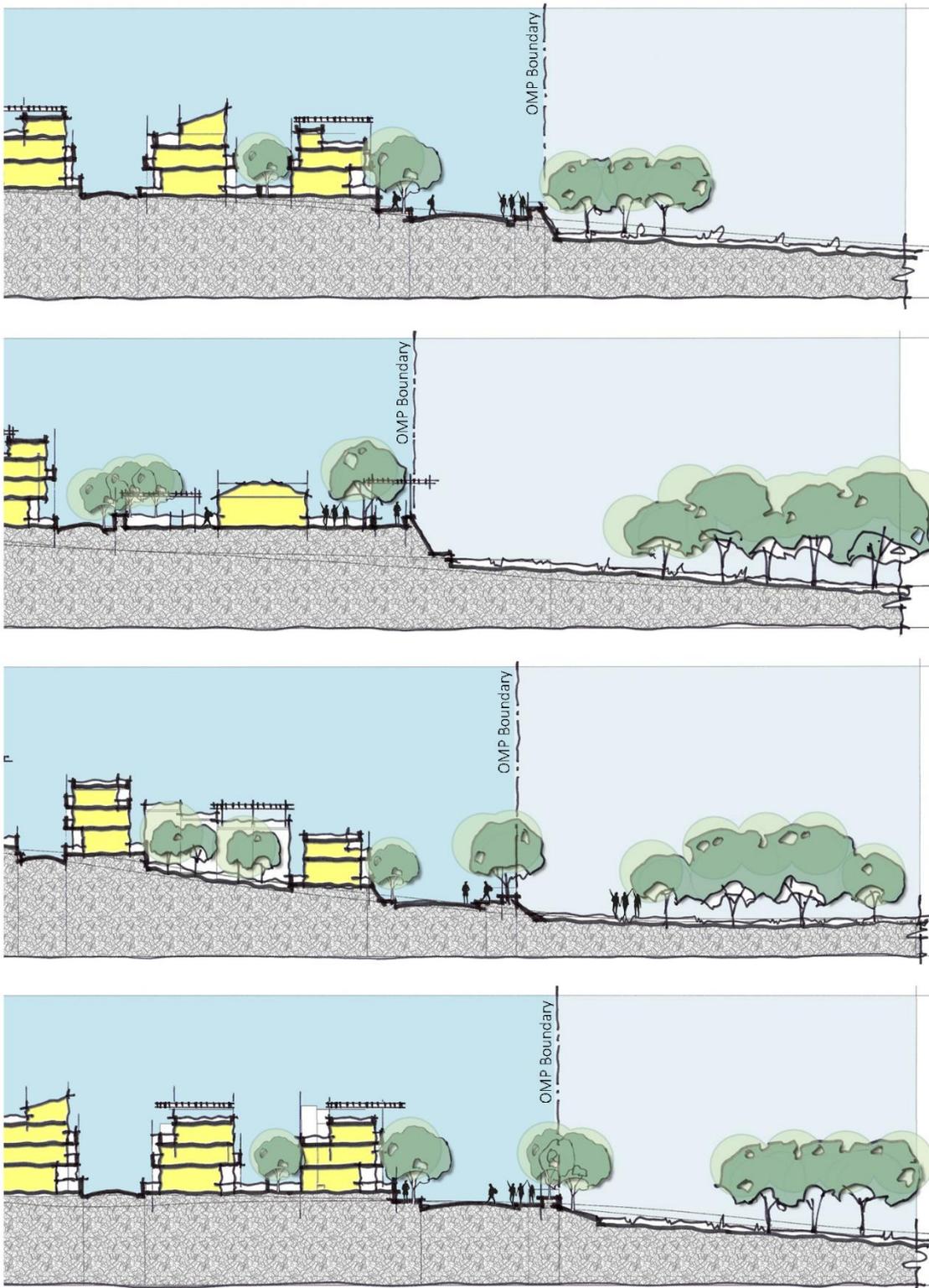
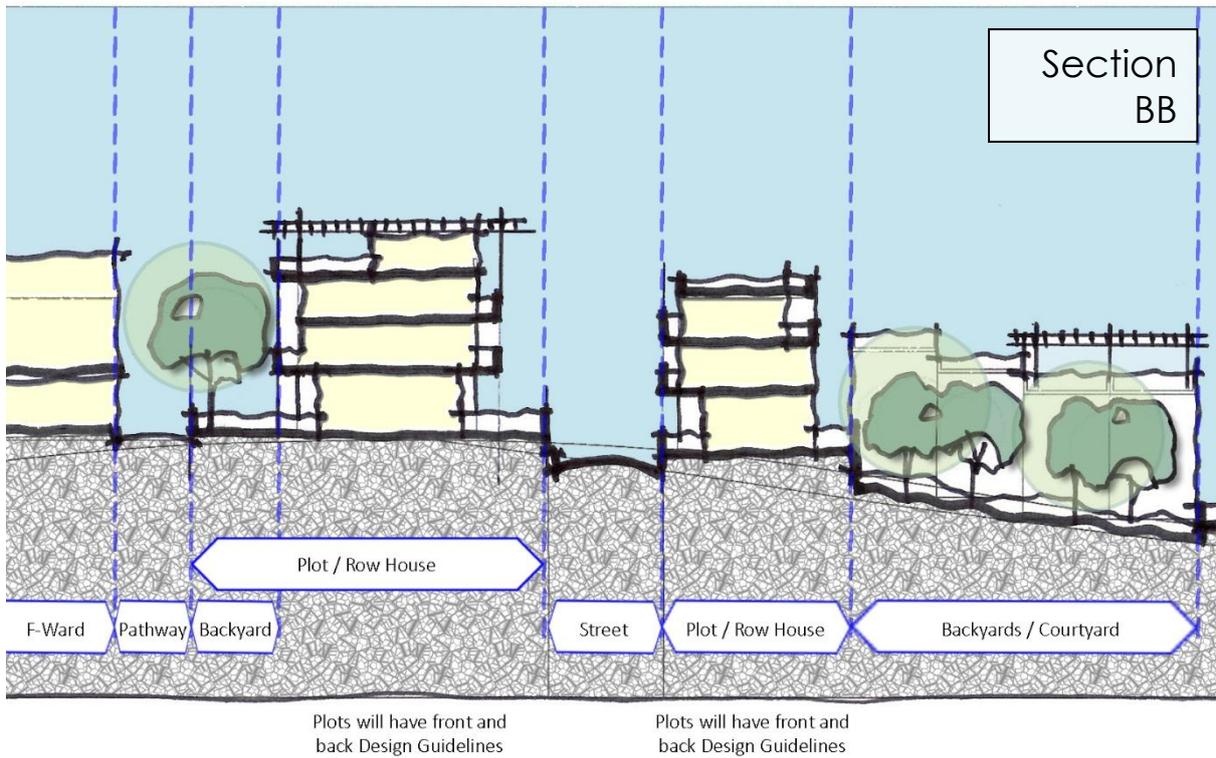
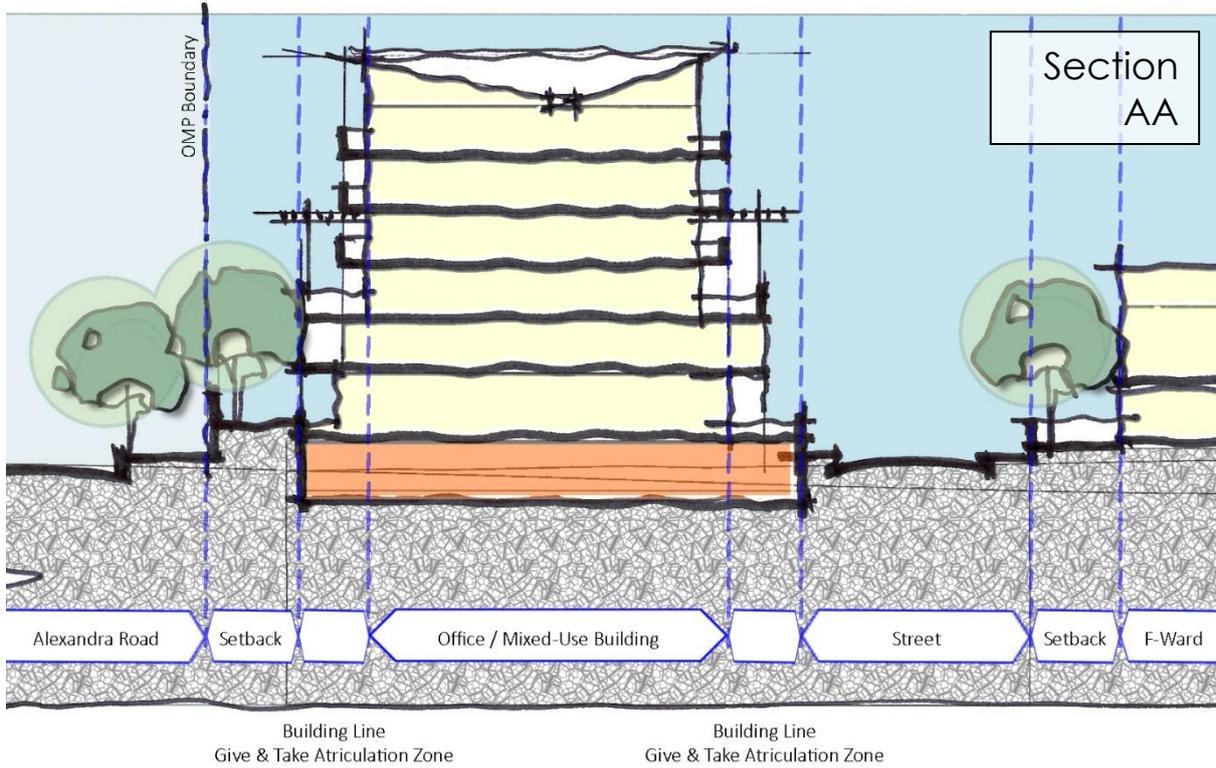
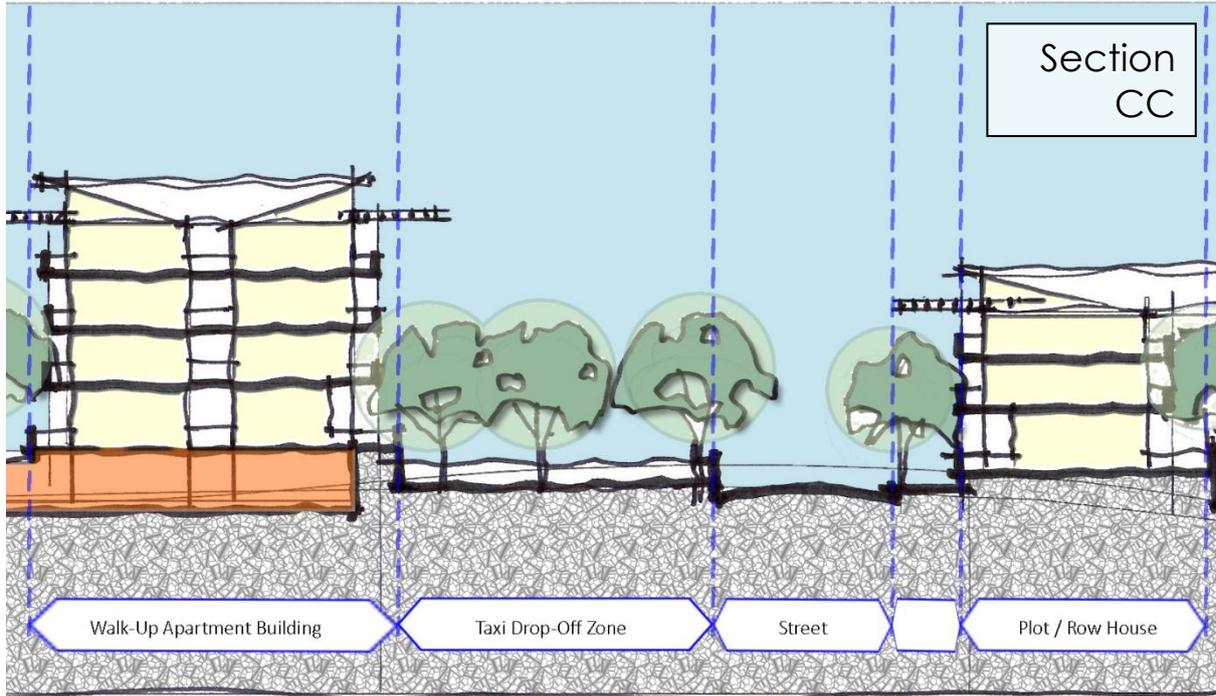


Figure 171: Typical park sections

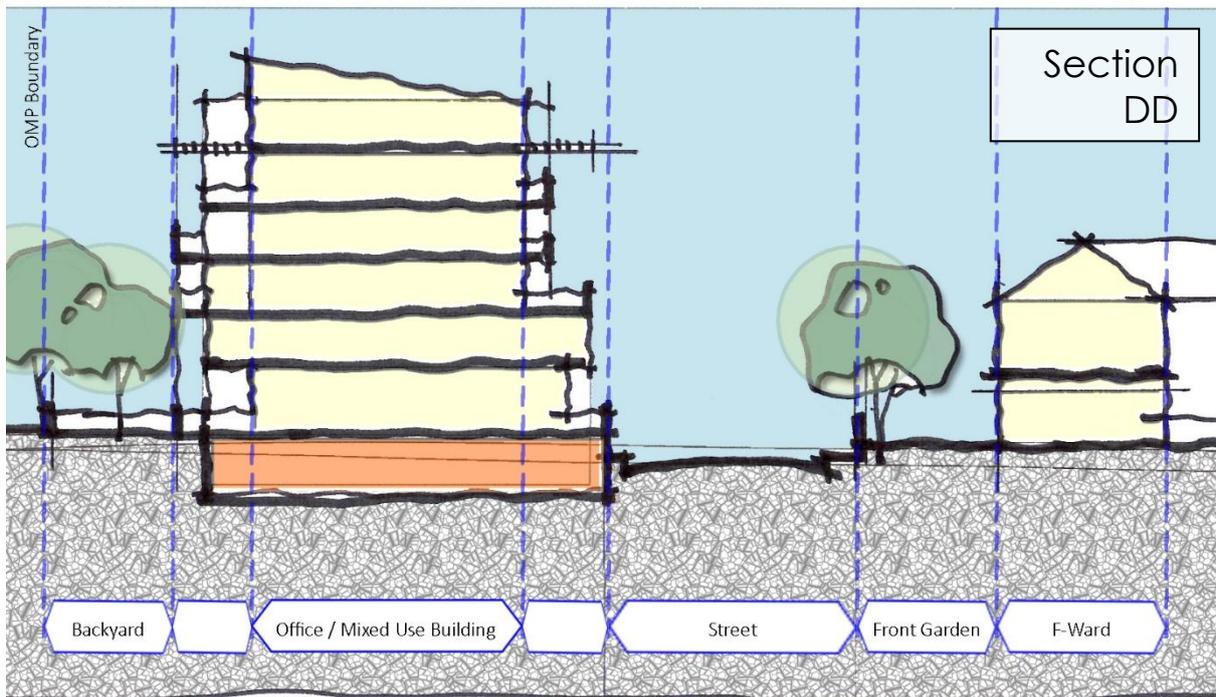


Figure 172 - 182: Cross Section reference plan and sections





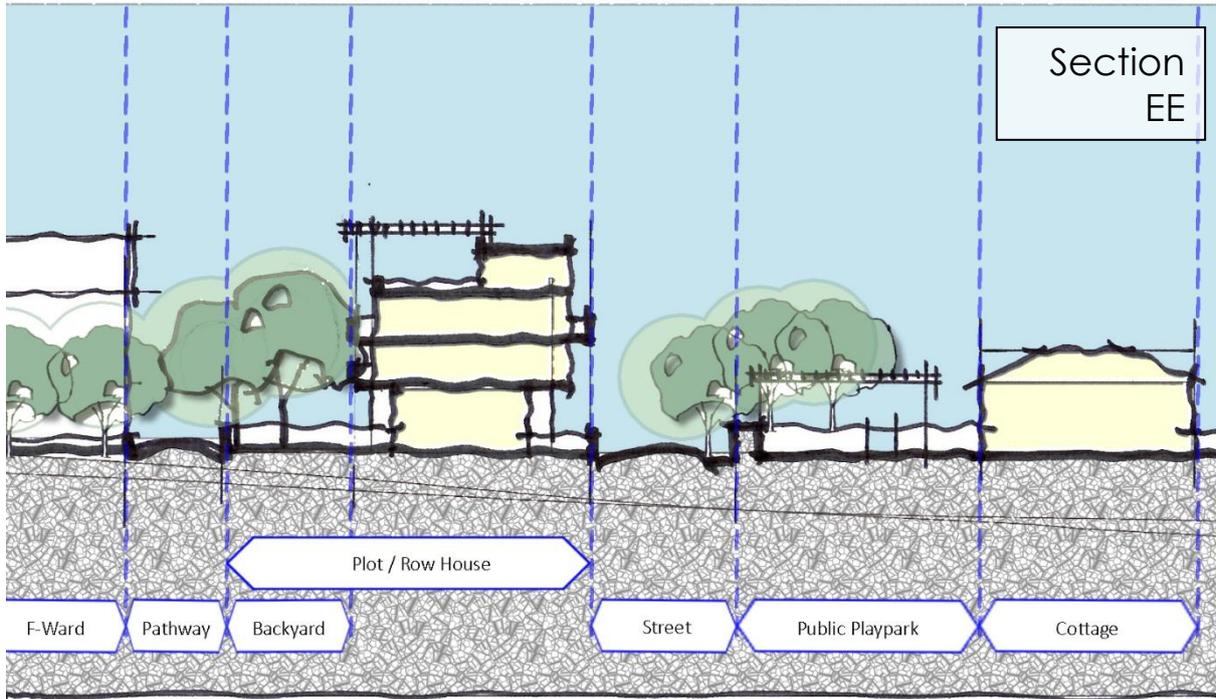
Plots will have front and back Design Guidelines



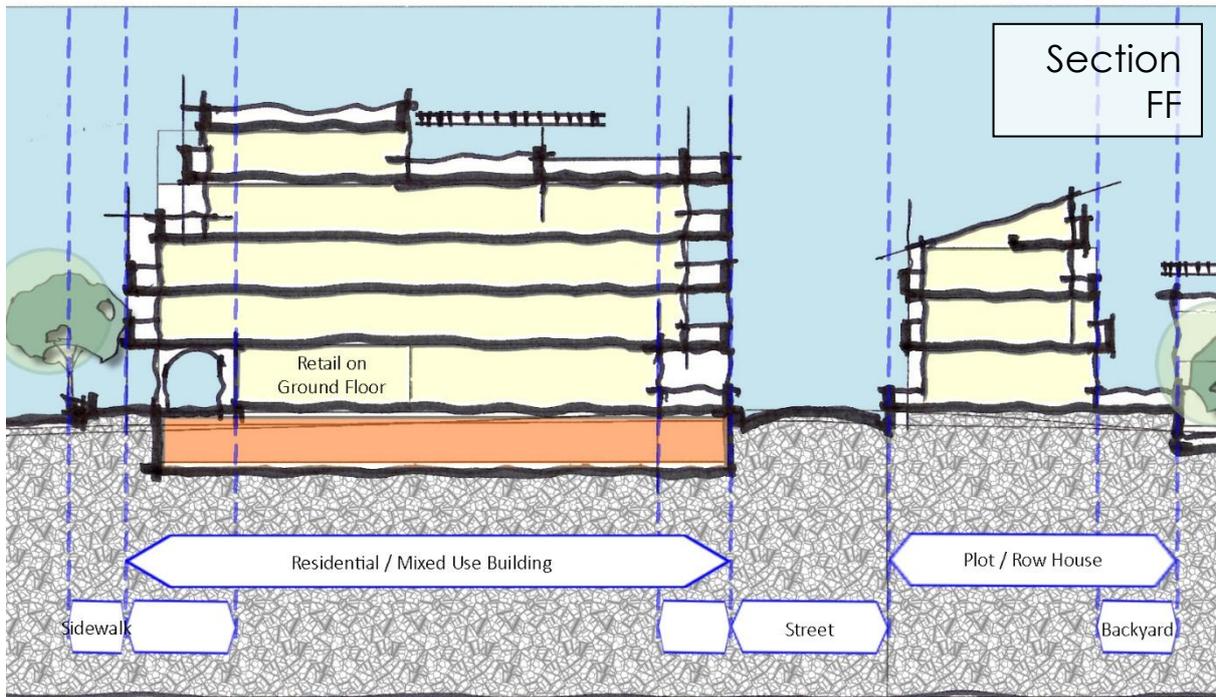
Building Line Give & Take Articulation Zone

Building Line Give & Take Articulation Zone

Plots will have front and back Design Guidelines



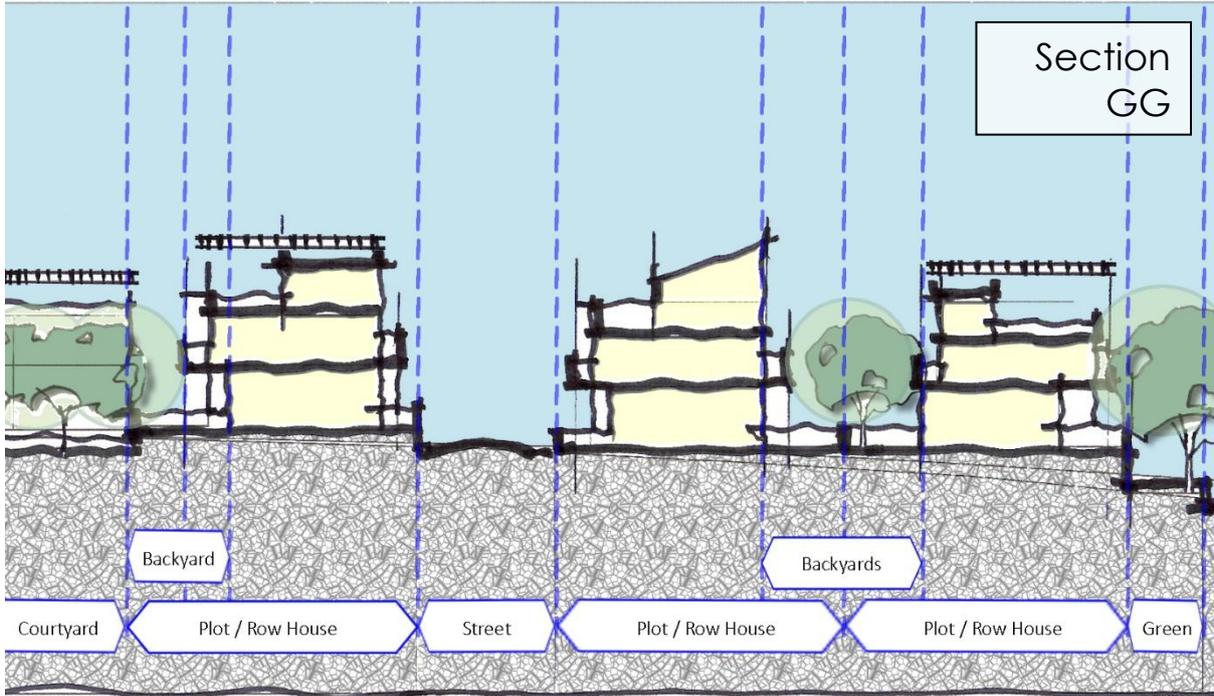
Plots will have front and back Design Guidelines



Building Line
Give & Take Articulation Zone

Building Line
Give & Take Articulation Zone

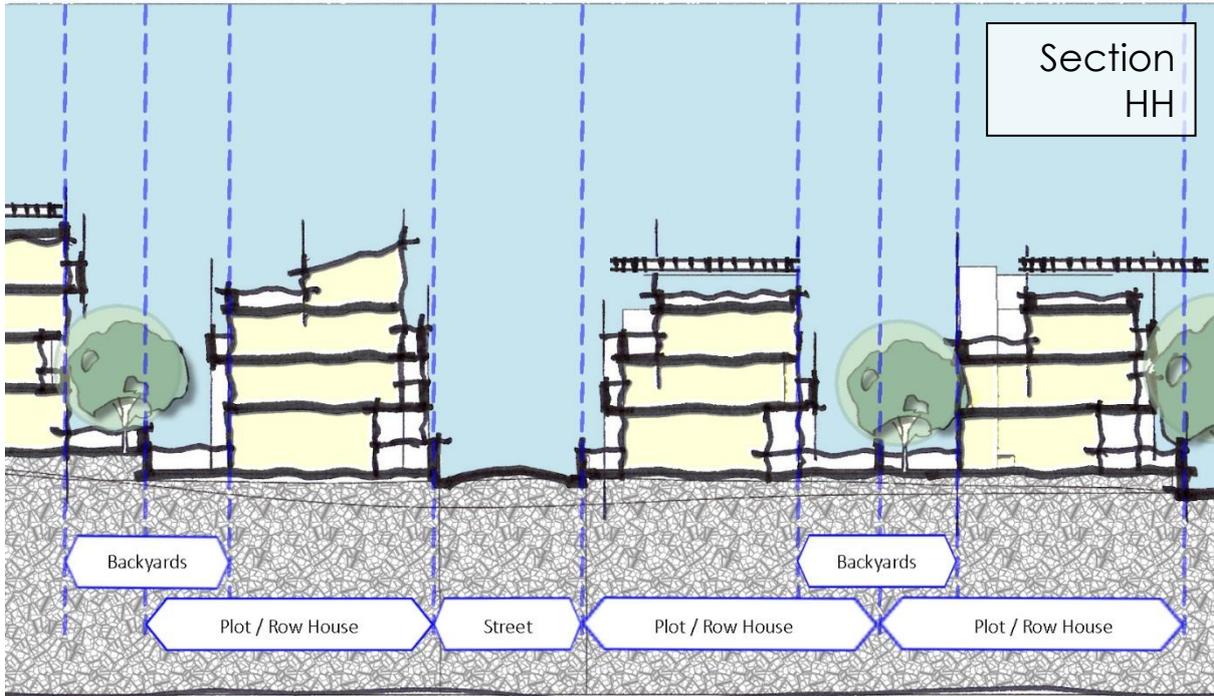
Plots will have front and back Design Guidelines



Section GG

Courtyard Backyard Plot / Row House Street Backyards Plot / Row House Plot / Row House Green

Plots will have front and back Design Guidelines Plots will have front and back Design Guidelines Plots will have front and back Design Guidelines



Section HH

Backyards Plot / Row House Street Backyards Plot / Row House Plot / Row House

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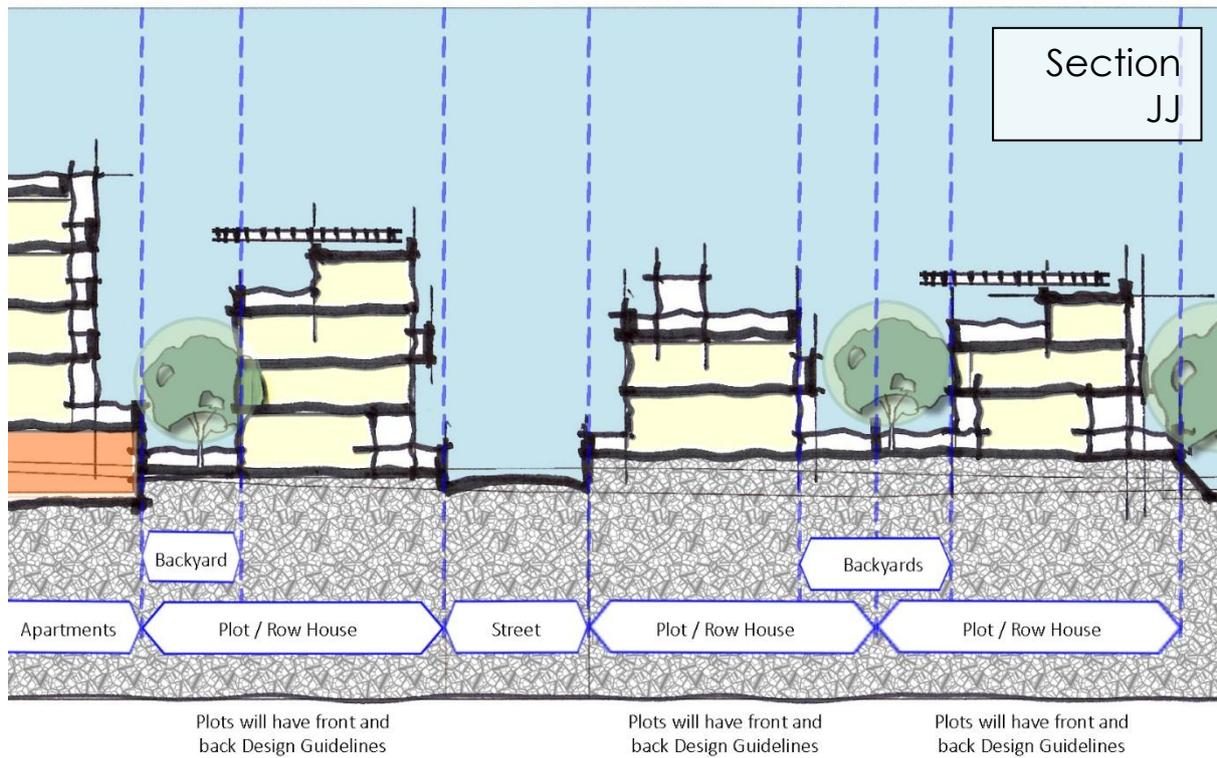
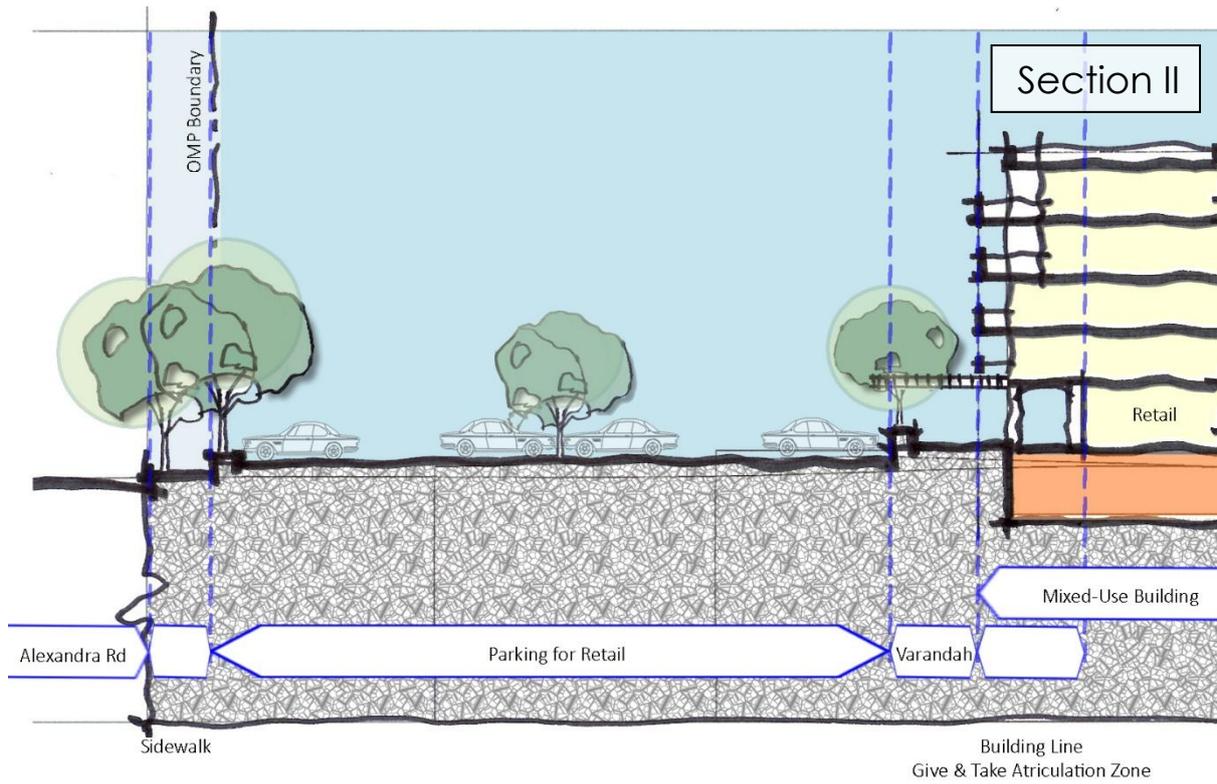




Figure 183: Demolition, retention and refurbishment plan within OM site boundaries

Preliminary Massing / visual simulations



Figure 184: 3D Massing Views with Building Use View 01



Figure 185: 3D Massing Views with Building Use View 02



Figure 186: 3D Massing Views with Building Use View 03

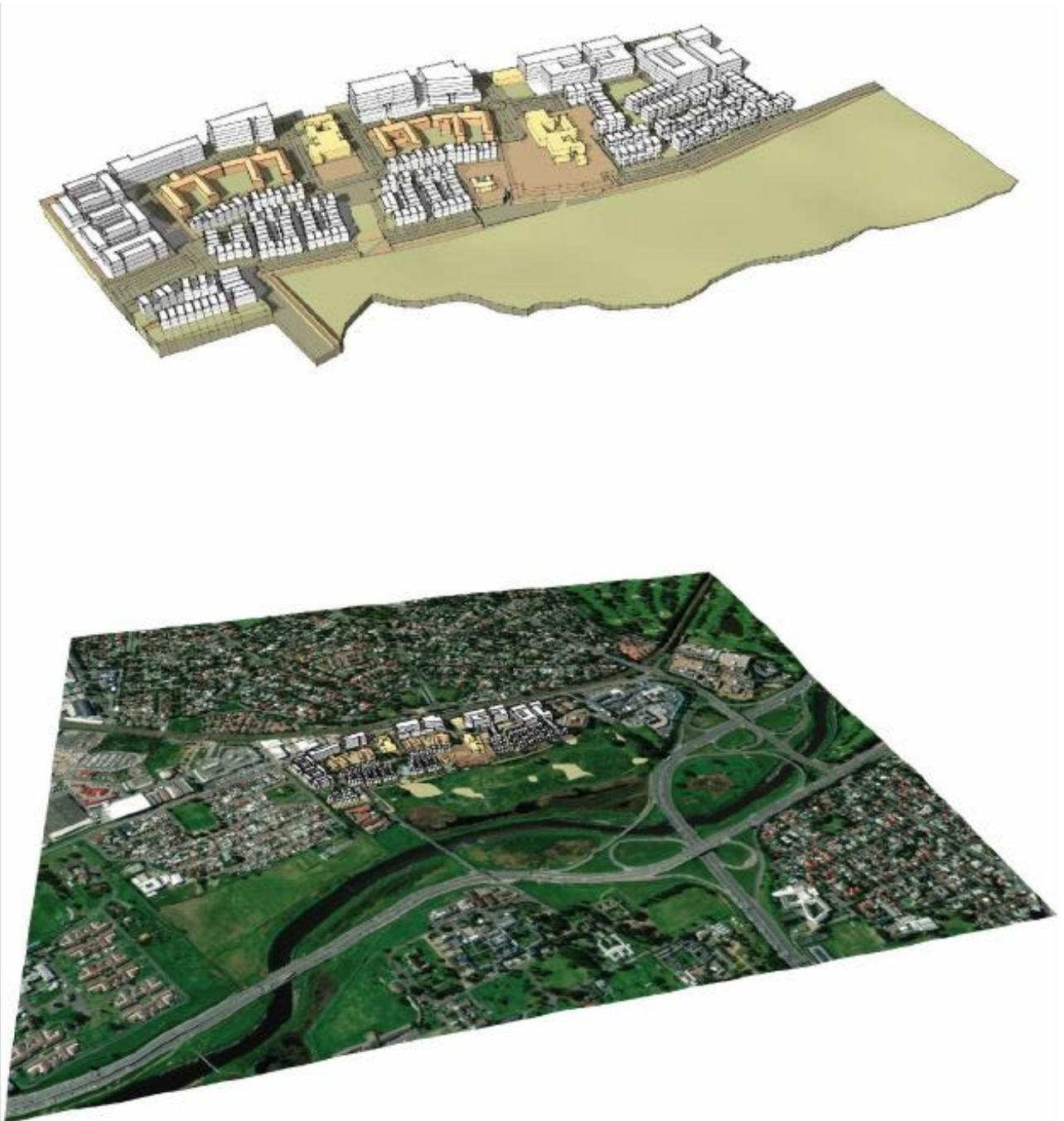
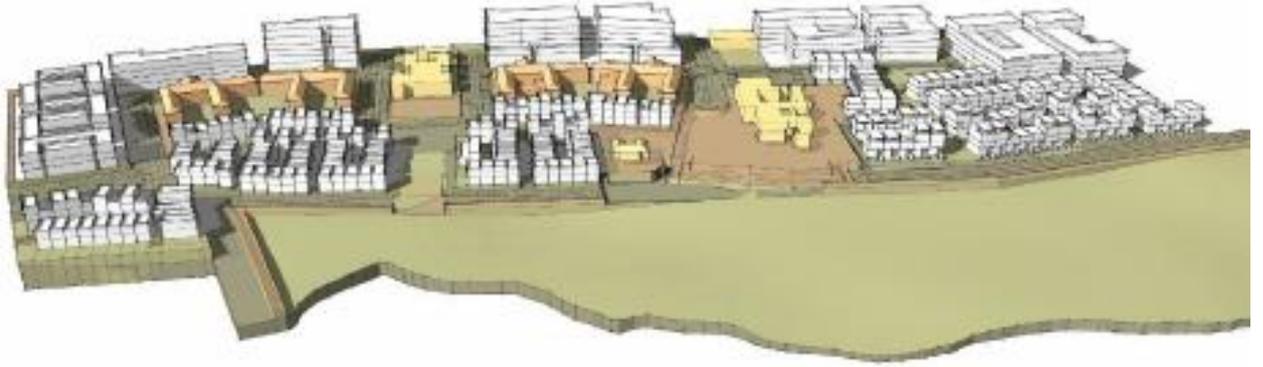


Figure 187: 3D massing Aerial view 01 Source: SVA



VI

Figure 188: 3D massing Aerial view 02 Source: SVA



Figure 189: 3D massing Aerial view 03 Source: SVA



Figure 190: 3D massing Aerial view 04 Source: SVA

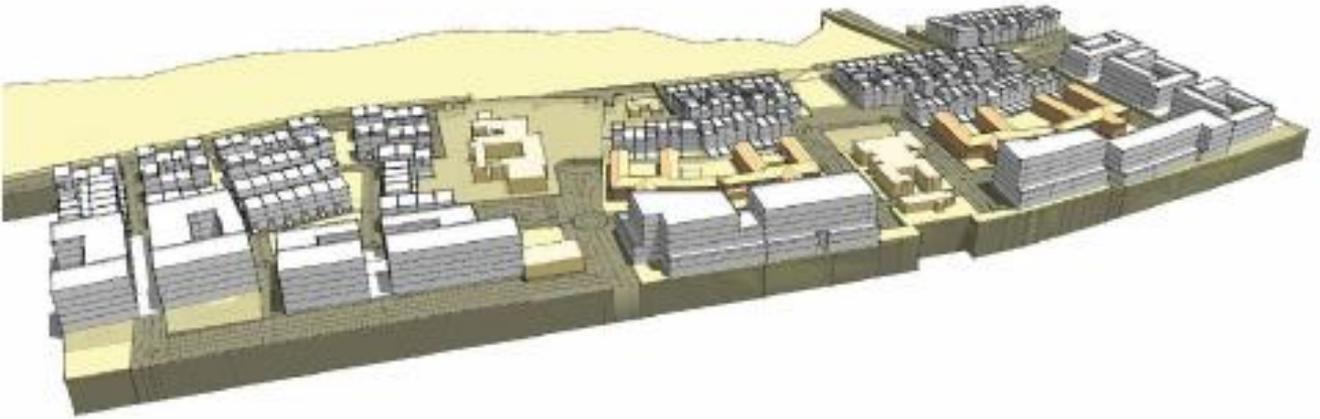


Figure 191: 3D massing Aerial view 05 Source: SVA

14 Heritage Impact Assessment

In principle, more intensive development of the site is considered acceptable. The property is currently underutilised and the current uses and income not sustainable for the Western Cape Government. The management and maintenance of the tangible heritage resources on site are generally under severe pressure and deteriorating, although stabilising measures have been or are being put into place.

Although the Status Quo alternative would result in no additional impact on the receiving environment or the current users, this alternative is not supported as the dilapidation of some of the buildings could lead to further disinvestment and even irreparable damage, and the site's intangible heritage could not be memorialised. There would be no impact on the existing socio-economic environment and no benefits to the local economy and potential community beneficiaries. The alternative also bears the opportunity cost of missed economic benefits to the economy.

Alternatives 2 and 3 were early concept designs which were not explicitly and insufficiently informed by a more site specific analysis of the heritage considerations. They have consequently been discarded and will not be further assessed.

The final Alternative 4c Precinct Plan proposals remain congruent with development strategies for the area and approved planning policies, including, inter alia, the Two Rivers LSDF. There are no fatal flaws implicit within the proposed Development Framework or draft Precinct Plan. It is noted that the proposals are at conceptual stage, and detail in some instances is insufficient to assess compliance with some indicators. This will be made conditional for later stages in the approval processes.

The planning and design of the preferred Draft Precinct Plan (Alternative 4c) has explicitly and further responded to the contextual cultural landscape and socio-historical informants.

Indicator: Response to intangible heritage

Urban Design Response

The highlighted two Public Open Space (POS) nodes in the preferred design layout illustrate how the plan accommodates events and cultural practices related to the First Nation heritage. These nodes include:

- Cultural Garden / Indigenous Food Garden
- Event Amphitheatre
- Viewing Platform
- Swimming Pool
- Cultural Heritage Centre
- Access to the Green Common & River Linkages

The preferred alternative responds by establishing various anchor points along the western boundary of the OMP with the future “Tussen die Riviere” RLHR.



Legend - Tussen die Riviere RLHR

01 - Resistance and Liberation Heritage Route (RLHR)

02 - First Nation Event Area & Garden Amphitheatre

03 - Cultural Heritage & Media Centre

04 - Indigenous Garden / Food Garden

U1



Figure 192: Hierarchy of green spaces and links to adjacent public green open space



Figure 193: The primary public places of the new OMP

Conformity with Indicators

It is to be noted that some of these proposals are not necessarily for the exclusive use of one interest group. The amphitheatre, viewing platform and pool are expected to be utilised by the on-site community, and visitors, including those from surrounding communities. Development of the site will enable cross-subsidisation of these community related uses.

This stage of the enablement process also does not designate tenancies so whilst the cultural/indigenous food garden could continue some of the current allotment gardening, the ultimate user can only be determined further in the development process.

The Cultural Heritage Centre must represent all aspects of heritage pertaining to the site, including, but not limited to the First Nation Associations with the site. The association with imprisonment and exclusion are very significant aspects of the site's history.

It is hoped that in the future, further planning of the RLHR by the department of Arts and Culture can take advantage of the links into the site across the open space of the Black River floodplain but by agreement, flexibility has been retained to allow that process to take its own course, including the necessary negotiations with the CCT as the adjoining landowner, and with the WCG in respect of memorialisation within the opportunities provided on site.

Much of this is however only possible to resolve at later stages of project design. Conformity with this indicator should thus continue to be tested at SDP and unlocking of development rights stages and a mitigation strategy suggested in this regard. Provided these are accommodated satisfactorily, impacts on intangible heritage can be expected to be LOW.

Indicator: Retention, restoration, rehabilitation of tangible heritage resources

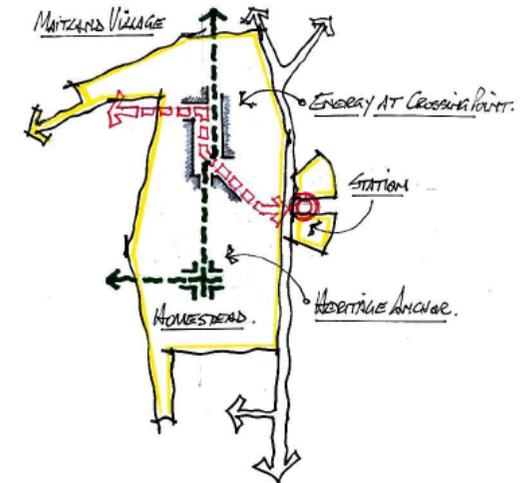
Urban Design Response

The redevelopment of the site is expressly designed around the retention and re-purposing of the primary heritage resources and groupings, namely the Homestead complex with the superintendents building; and the F-Shaped Wards and Dining Room as a grouping, boiler room and managers cottage.

Other buildings older than 60 years are proposed to be demolished to allow for more rational redevelopment blocks.



Along the length of the precinct, the possibility exists to create a new desire line that connects Maitland Garden Village residents to the historic homestead, which in future will serve as a key destination in the OMP development framework. This spine could be characterised by various activities at ground floor, with a possible intensification of energy at the intersection with the abovementioned transverse desire line. This new intersection of desire lines will create a counterpoint to the urban anchor that will be located around the historic homestead.



Application at Oude Molen:

- Density should support these desire lines to create activity streets.
- Energy should be focussed on these links and anchor points.
- A variety of character zones should mitigate monotony

Conformity with Indicators

The proposed adaptive use of the most significant heritage ensembles provides a positive basis for the long term sustainable retention of these buildings, which will showcase their intrinsic significance, as well as the history of their use articulated in the proposed Cultural Heritage and Media Centre.

The proposed demolition of the Nurses Home (Unit A - Grade C); H Ward ruin (Unit B - NCW); H-Ward (Unit S - Grade C), Prefab buildings (Units T and U - NCW) along with an assortment of minor structures or unsuitable additions are justified in that the buildings have either been graded Not Conservation Worthy, or their demolition was judged acceptable in the interests of the broader heritage related imperatives.

However, the sensitivities of re-purposing are such that building plans for the detailed alterations/additions/repairs for each building older than 60 years to be retained must be referred to HWC for approval.

At the level of principle, impacts on tangible heritage can be expected to be MODERATE TO MODERATE-LOW.



Indicator: Homestead Complex

Urban Design Response

- i) The Homestead Complex is retained and prioritised spatially within the precinct plan.
- ii) The homestead forms part of the publicly accessible component of the precinct with access to the public open space to the west.
- iii) The design intervention (infill) around the Homestead, enhances the visual landmark placement of the complex within the precinct.
- iv) The Homestead is retained as the terminated vista when approaching the complex from the north along the historic north-south movement route.
- v) Parking in front of the homestead is removed and the space is enhancement as a landscaped forecourt.

The revised Landscape Plan enlarges the open garden south and east of the Homestead, establishing a broad curtilage that reinstates its prominence as the visual and symbolic heart of the precinct. The “Food Garden” and “Parklet” bands have been pulled back, introducing breathing space around the Homestead. The adjacent residential plots now respect this setback, preventing encroachment on the heritage setting. The “Interpretation Centre” has been removed

Conformity with Indicators

Accommodation of the Homestead Precinct within the Precinct Plan is spatially prioritised and well integrated. It is expressly retained as part of the publicly accessible component of the precinct with retained and improved access and sightlines to the river and public open space to the west and additionally to the south. It is intended to provide the opportunity as a centre of memory of the site as a whole, including the social and built form manifestations of its institutional history.

The row housing to the south has been shifted further away from the homestead to create improved curtilage (which is not the case at present), and the height of the adjoining buildings restricted to two storeys. This will limit any detractor from its prominence as an anchoring feature.



- Drop-Off / Arrival Space
- New landscaped Public Forecourt
- Refurbished Homestead Complex
- New Interpretation Centre
- Public Viewing Platform
- Interface with RLHR
- Indigenous Garden / Food Garden

The approach avenue has become more visually enclosed, inevitable with additional development although currently, this avenue does not in any event provide any clear sightlines. This is considered acceptable. The preferred alternative 4B provides additional curtilage space around the managers house and homestead complex and the earlier visual concerns (Alternative 4A) have been addressed.

However, the Precinct Plan is not sufficiently detailed to ensure that these proposals are implemented (or even feasible) and it is proposed that a Conservation Management Plan, detailed design, use, tenancing and sustainable funding of this precinct be resolved to the satisfaction of HWC prior to the first parcel of land being released for redevelopment. Whilst some public access is required to the memorialisation component, there is no reason why a more sustainable use (such as an office headquarters, or similar) could not be considered.

Several of the indicators for this precinct can only be met as part of any refurbishment proposals. Immediate action has now been taken to secure the structural integrity of the building and for its rehabilitation with some flexible provision for uses in the short term and the team appointed in this regard have had sight of these indicators and support them. Any further work will require Section 34 and 35 applications.

At the level of principle, impacts on tangible and intangible heritage can be expected to be MODERATE.

Indicator: F-Wards and Dining Hall complex & Boiler

Urban Design Response

- i) The dining hall complex at the centre of the ensemble is retained as a stand alone building, with a future public use. It remains a functional and visual anchor and ‘centre of gravity’ within the ensemble.
- ii) Courtyard spaces between the wings of the F-Wards to the west are retained as semi-private gardens and possible green parking spaces.
- iii) The approach to the F Wards and the entrances into these buildings will be enhanced and re-established on the east of the wards.
- iv) A new public walkway / lane separates the wards on the West from future infill row housing.

Conformity with Indicators

At the level of principle, the proposed development does retain the overall legibility of the figure-ground relationships including the stand-alone quality of the dining hall complex at the centre of the ensemble with the shafts of spaces either side linked to one of the site’s primary public spaces. The Boiler Room is also to be repurposed as a public facility as part of this complex. No infill development is expected between the buildings. The F-shaped wards are expected to be repurposed for social housing and, in one, a school.

However, in the Alternative 4A, there was concern that the relationship between the new buildings proposed immediately to the west of the F-shaped wards in terms of their proposed height and the possible ‘back of house’ condition may visually impose on the courtyards of the F-wards, although the proposed public walkway may ameliorate this to some extent. In the Alternative 4B, the F-Ward courtyards framed by new buildings of comparable scale and some of the visual concerns have been addressed.

A number of the indicators for this precinct can only be met later in the development process. It is proposed that the F-shaped Wards (including dining hall) and Boiler Room be packaged as a single development parcel at SDP level, and the SDP address the sustainable maintenance, use and protection of this precinct, and provide more detailed parameters to guide the physical re-purposing of the individual buildings. Later building plans will require Section 34 applications for approval by HWC which should include an assessment of the detailed alterations and additions against the principles established at SDP level and including any additional relevant heritage related analysis (such as fabric analysis) and assessment.

At the level of principle, impacts on tangible and intangible heritage can be expected to be MODERATE.



Indicators: Medical Officer's House and Married Quarters

Urban Design Response

These buildings are retained and re-purposed to form part of the essential public facilities in the future OMP village.



Superintendent's House and Cottage



House / Married Quarters



Conformity with Indicators

These buildings are to be retained as required, and repurposed. They are also visually and spatially linked to the other key heritage precincts (the Homestead Complex, F-shaped Wards and Married Quarters).

Some of the indicators can only be tested later in the development process. Building plans will require Section 34 applications for approval by HWC which should include an assessment of the detailed alterations and additions against the principles established at SDP level and including any additional relevant heritage related analysis (such as fabric analysis) and assessment.

At the level of principle, impacts on tangible and intangible heritage can be expected to be LOW.

Indicators: Nurse's House and H-Wards

Urban Design Response

The buildings are proposed to be demolished in order to provide more logical development opportunities.

Conformity with Indicators

The demolition of the Nurses Home for redevelopment is not preferred but the indicator states that it can be considered if it is part of an approach to the development of the site that prioritises the protection and retention of a historic core. This is the case, and the demolition of this building allows for the development of Flisp housing and an improved link to Maitland Garden Village. The negative MODERATE impact of demolition is considered to be mitigated by these positive socio-economic benefits.

In respect of the H-Ward South, demolition for redevelopment can be considered if it is part of an approach to the development of the site that prioritises the protection and retention of the open quality of the historic core. This is the case.

In respect of the H-Ward North, it is assessed as not conservation worthy and the demolition is supported. Impacts are expected to be LOW.

Indicator: Landscape

Urban Design Response



- i) The placement of building mass and height in the proposed new infill development dissipates from east to west, concentrating a more urban interface along the eastern edge along Alexander Road. This strategy aims for a gradual reduction in re-development intensity towards the west, creating a more bucolic atmosphere interfacing with the 'parkland' visual foreground.
- ii) Internal access roadways and service yards associated with the development adopts a green infrastructure approach. Water-

sensitive urban design systems such as permeable paving and rainwater gardens are proposed throughout.

iii) Clear views towards the river and green open spaces, mountain background, and wetlands are retained. Critical views from the Homestead, Dining Hall, and Superintendent's Cottage are enhanced. The cascading of building height and sloping topography towards the east of the site, further allows for glimpse views between building mass and across articulated future roofscapes.

Conformity with Indicators

In terms of advancing a new precinct typology which contributes to the local economy and a range of housing opportunities of the area, (in principle), the updated preferred development alternative (Alternative 4B) proposals are certainly congruent with the urban vision, but may require finessing in terms of the place-making of detailed components of the site in response to the visual and heritage resources in proximity, including existing mature trees, historic homestead and F-wards, the interface with Maitland Gargen Village to the north, and the parkland interface to the west. Whereas these concerns have been addressed at the urban design and landscape framework level, careful application of the development guidelines in response to heritage and visual indicators at the detail design level is essential.

From external viewpoints from public roadways, the OMP site has high visual exposure (across the Black River and open 'parkland' adjacent, due to its urban location, though the screening effect of existing buildings (and future buildings) reduces the extent (and duration) of exposure as receptors move through the adjacent spaces. Existing mature trees provide a degree of visual screening, and if successfully retained, would provide for an 'anchoring' and 'settling' of the new buildings.

Views to and from the homestead, connecting it to the river, are still important indicators. The updated proposal (4c) provides increased curtilage around the homestead and managers house, which is seen as an improvement upon earlier alternatives. Where trees are to be removed, replacement trees must be of a large enough size to re-establish the canopy quickly. Protecting trees during construction and ensuring that sufficient space is available for tree roots and canopies should also inform future building designs when the SDP is prepared.

The updated proposals have responded to visual indicators towards becoming visually compatible with the character of the cultural landscape context and to maximise the visual absorption capacity of the site through the retention of as many mature existing trees as possible, or where this is not viable, the replanting with well-established new trees should be mandatory.

Noting that the continuity of the tree canopy is an important visual indicator, the planning and design proposals integrated existing and proposed trees into the landscape framework planning, and to guide landscape development and detail design to follow.

As the updated development proposal (alternative 4c) includes architectural measures which 'scale down' to meet sensitive heritage resources in close proximity and to avoid compromising the form and further growth of the mature trees, (so as not to overwhelm them), the development proposals are certainly achievable without compromising the urban quality and may in fact enhance the experience of the city, by providing mixed-use opportunities as well as better access to the open space environment

Landscape implementation (especially tree planting) can further augment the visual absorption capacity of the site, serving to 'settle' and 'anchor' new buildings into the cultural landscape context.

The development proposal also includes a set of better articulated Landscape Architectural Guidelines which will give direction and control to the design of the hard and soft landscape in detail design phases to follow and should address the issues itemized within the recommendations for mitigation.

Whereas the anticipated visual impact of Alternative 4b proposed new development in the immediate vicinity of the historic homestead complex and manager's house was a potential concern, (with respect to the potential overwhelming of the heritage fabric and sense of place), this has been addressed in the updated Preferred alternative (4c). Further exploration of this area and the area between the F-Wards and the proposed new buildings immediately to the west of these existing structures is anticipated during detail design phases of the project.

The scale of the proposed buildings along Alexandra Road is of sufficient scale to mitigate the scale of the road, and to provide improved spatial definition to the eastern edge of the site. This enables the proposed development to meet this street interfaces with form and massing of an appropriate scale, however, architectural scaling will be required to mitigate the sharp contrast in scale between the proposed development and the Maitland Garden Village interface to the north.

Whereas this has been addressed conceptually at the urban design and landscape framework scale, as illustrated within the Alternative 4c drawings, this interface will need landscape and architectural scaling during detail design phases of the project to ensure the mitigation of the sharp contrast between the existing and the proposed, and to ensure the reduction the visual impacts to acceptable and comfortable levels.



Whereas the development proposal is congruent with development strategies for the area and no fatal flaws are implicit within the proposed site development plans, localized and visual impacts perceived by the receptors and possible visual concerns identified within this report must be reduced through the application of the mitigation measures as described.

The planning and design of the updated Preferred Alternative (4c) development has been refined in response to I&AP and HWC comments and specialist reports through an iterative process of engagement. Meaningful mitigation can reduce the significance of the visual impacts to 'neutral', meaning that (once mitigated) the proposed development would cause no discernible *deterioration* to the existing views or visual resources (notwithstanding that these views may be different). The updated Preferred Final Alternative (Alternative 4c) is now the most resolved, contextually appropriate, and comfortably fitting of the options explored.

Considered holistically, therefore, the Visual Impact of the proposed development will cause little detrimental effect upon visual resources, environment or on human well-being; and with the implementation of the mitigation measures as described, should remain within visual, heritage and environmental quality standards, targets, and legal requirements; to the approval of the relevant authorities.

Ground level views: Viewpoint location diagram:

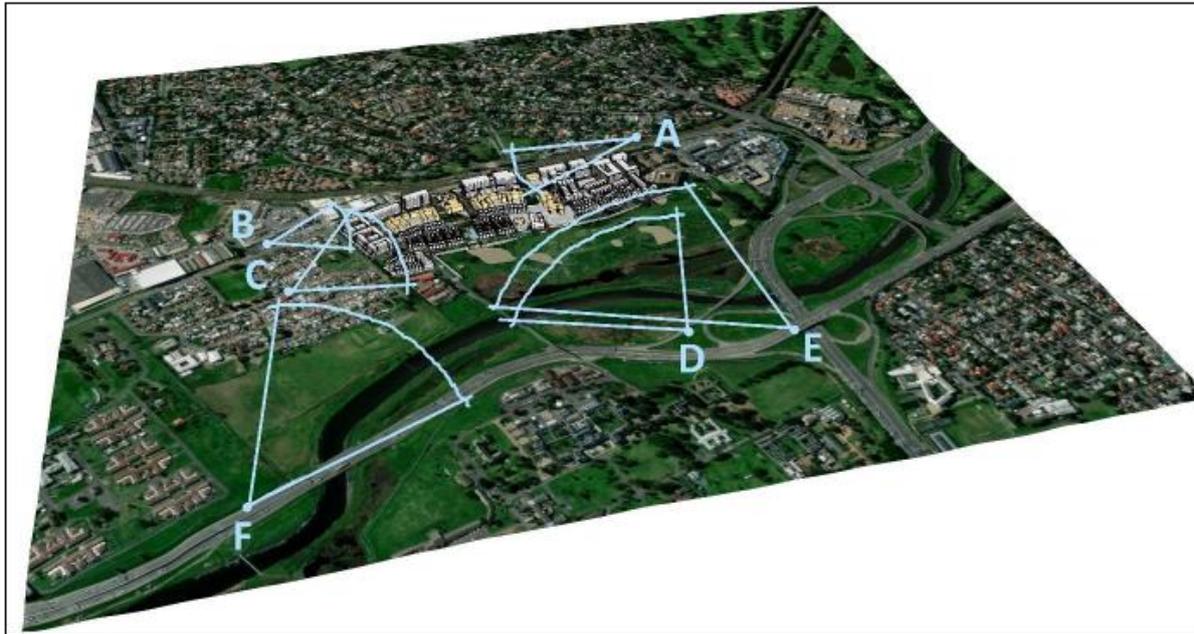


Figure 194: Viewpoint location diagram. Source: SVA

The following critical viewpoints were identified for illustration:

Middle-distance views:

- View D – Looking east towards Oude Molen from the M5 slipway across the Black River
- View E – Looking east towards Oude Molen from the M5 bridge over the N2 across the Black River
- View F – Looking south-east towards Oude Molen from the M5

Foreground views:

- View A – Along Alexander Road, looking north towards the Pinelands Train Station
- View B – Along Alexander Road, looking South towards the train station
- View C – Looking south from within Maitland Garden Village, across the existing Green Open Space

Visual simulations (middle-distance views)



Figure 195: View D: Looking east towards Oude Molen from the M5 slipway across the Black River



Figure 196: View D: (Simulated). Source: SVA

Architectural variegation (tonal, textural, roofscape) and landscape interventions (including tree planting) are necessary to fragment the cumulative impact of the building envelopes.



Figure 197: View E: Eastwards from the M5 bridge over the N2 across the Black River



Figure 198: View E: (Simulated). Source: SVA

Landscape intervention (including tree planting) is necessary to fragment the cumulative impact of the building envelopes, and to soften the built-form interface with the parkland landscape.



Figure 199: View F: Looking south-east towards Oude Molen from the M5. (Current)



Figure 200: View F: (Simulated). Source: SVA

Architectural variegation (tonal, textural, roofscape) and landscape intervention (including tree planting) is necessary to fragment the cumulative impact of the building envelopes.

Visual simulations (foreground views)



Figure 201: View A: Along Alexander Road, looking north towards the Pinelands Train Station.



Figure 202: View A: (Simulated). Source: SVA

Given the higher order mobility route designation of Alexandria Road, the larger scale of the proposed buildings along this edge is an appropriate fit.



Figure 203: View C: Southwards from Maitland Garden Village, across existing Green Open Space.

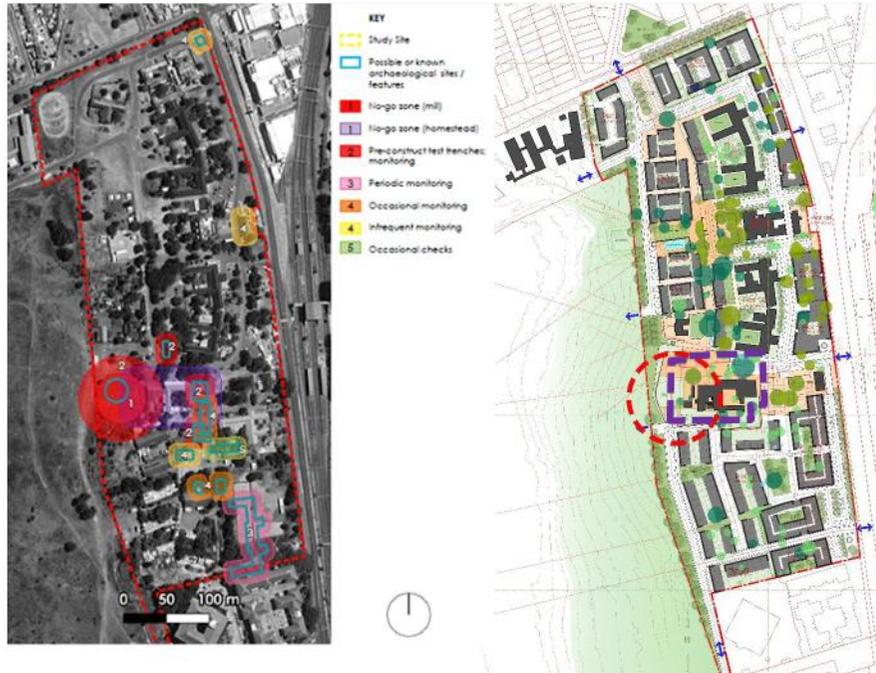


Figure 204: View C: (Simulated). Source: SVA

Indicator: Archaeological

Urban Design Response

The preferred design avoids placing new development where the historic mill could be located, and/or within a 20m buffer of the historic homestead complex.



Conformity with Indicators

Any large-scale redevelopment or site-clearing, levelling and trenching would negatively impact remaining below ground features or materials. Interventions in the area where the mill might be located could have catastrophic impacts to a rare structural remnant that is of exceptionally high scientific and technical value.

Any redevelopment of the homestead could have archaeological implications either in terms of impacts to deposits adjacent to, below, or associated with the structure, while interventions to the built form could result in loss of resolution of archaeological phasing and fabric analysis information. Interventions near the homestead could serve to further destabilise the structure, and could even lead to its collapse.

The area where the mill might be located, and a generous cordon around it should be considered a no-go zone for redevelopment, but preliminary testing in this area should be undertaken to establish the presence, location, extent and materiality of any ruins, features or associated deposits still extant from the mill. Such an intervention will allow for better understanding of the property, enhancing the significance of the site and the homestead, while also facilitating better, more appropriate integration of the site into future use of that area.

A Section 27 permit has been obtained separately by DPW for the repair and rebuilding of the homestead, and it is anticipated that work will begin soon. The area around the homestead is considered a no-go zone in terms of this redevelopment to prevent further structural destabilisation, but investigation of that area archaeologically will proceed in terms of the permit for the refurbishment mill house and homestead. Again, excavation of the mill area will be to the benefit of this work as well.

Locating the mill ruins would be a positive outcome of the proposed redevelopment, and, more widely, extensive earthmoving could yield tangible evidence for the presence of Khoekhoen in the area, or King Cetshwayo's presence on the property. However, as archaeological excavation is destructive by its nature, and the site, once developed, is permanently and irreversibly altered, these possible gains must be viewed holistically, and in light of the wider social and symbolic significance of the Oude Molen site and TRUP.

Archaeological traces of the history of the site as it relates to the institutional use of the area in the late C19th onwards, are not anticipated to extend beyond footings, landscape features and occasional artefactual finds.

In response to comments made during the public participation, additional investigation was undertaken and the findings are noted as follows:

- Burials are considered possible but unlikely within the site; features identified by I&APs as burials appear to be related to water infrastructure, and, significantly, are all located outside the property boundary.
- The furnace is less than 100 years old, and not, therefore, an archaeological feature. This fact notwithstanding, it is both a visually interesting feature that speaks to the historic layering of the site, and the focus of considerable sociohistorical significance to the Goringhaicona resident on and utilising Oude Molen. If it cannot be retained and restored, its associational significance warrants inclusion in memorialisation strategies.

The presence of archaeological ruins is considered of VERY HIGH PROBABILITY, while associated cultural materials should be considered MODERATE TO HIGH PROBABILITY. Given the passage of time, continuous and changing utilisation of the site and the ephemeral nature of the activities and features that might have occurred on site, generally the likelihood of intact, in situ archaeological material and features across site is considered to be of LOW TO MODERATE probability. Depending on context and date, archaeological remains encountered on site would be of MODERATE TO HIGH archaeological significance, and the development would result in HIGH IMPACTS OF VERY HIGH SIGNIFICANCE themselves.

This revised 4B layout enlarges the soft buffer created around the old homestead through expansion of the garden area to the south of the building. While soil preparation and planting could impact below

ground deposits or materials, such impacts will be less than would arise from road construction in that area as was proposed in the previous design.

As such, this revised layout has reduced impacts on any possible archaeological material that might exist within the identified no-go zone around the homestead. Should the food garden area not require investigation as part of the renovations to the homestead under the S35 permit for that work (HWC24032535SJ0326; see Annexure B and Annexure C), the area will require preliminary archaeological investigation prior to soil preparation. The mitigatory strategies presented remain unchanged, but should now include this item.

This layout does not allow for the retention of the furnace structure, which is unfortunate, but should not be seen as a fatal flaw given that the structure is structurally unsound, and would require both conservation and ongoing maintenance. Further to this, its associational and symbolic significance can be captured through interpretive signage or similar, appropriate memorialisation.

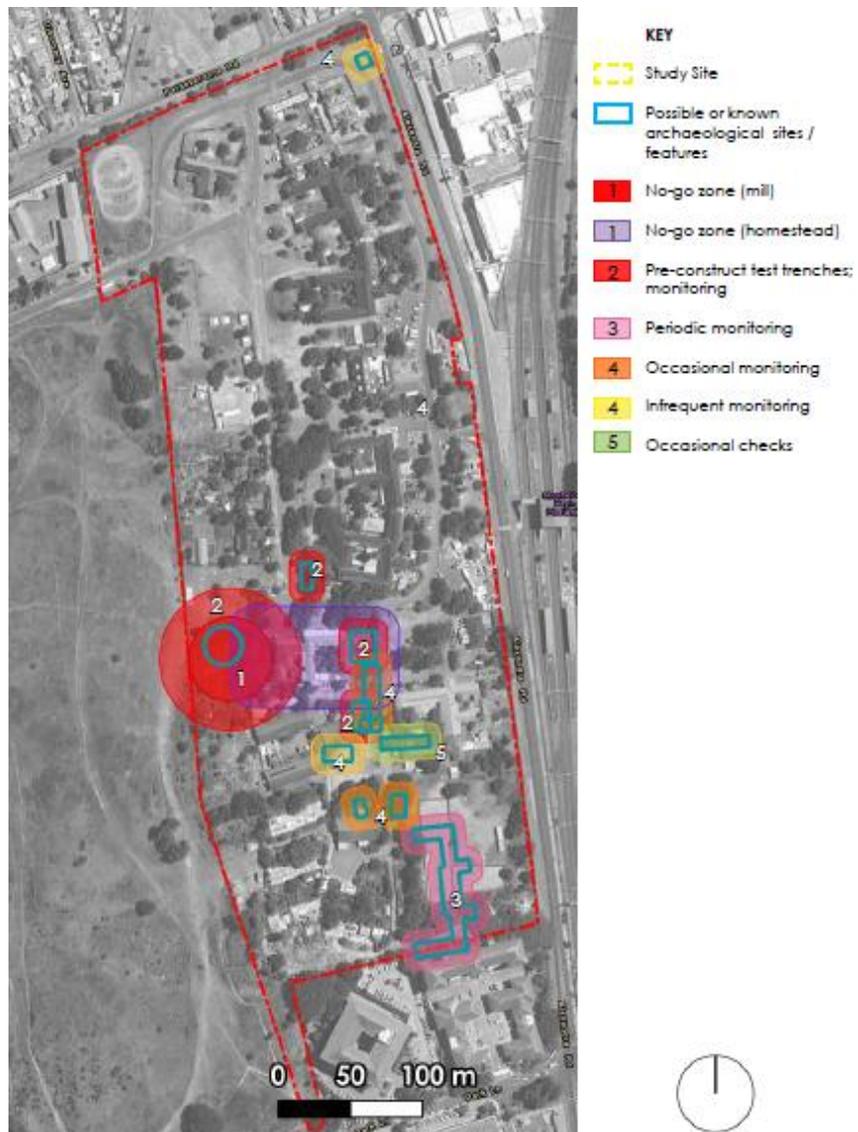


Figure 205: Sensitivity zones rendered as mitigatory strategies (RSA)



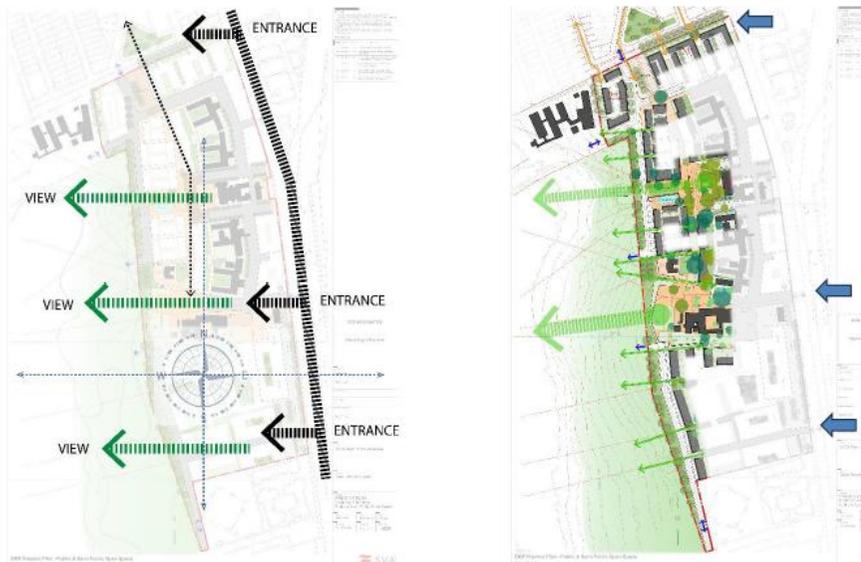
Figure 206: Proposed location and extent of intersecting trenches within the Mill Area development No-go zone, overlaid on the aerial image of the site (top) and the Precinct Plan (bottom).

Indicators: Other

1. Integration and permeability of the edge of the site with Maitland Garden Village should promote integration with the adjoining fine grain residential area and permeability, both physical and visual.

Urban Design Response

Edges are designed to be permeable (green, orange and blue arrows) in various ways, allowing integration with the surrounding movement routes and land uses.



Conformity with Indicators

See also Landscape/visual assessment.

Permeability and integration with Maitland Garden village is included as a principle in the Precinct Plan and Urban Design Informants. Build-to lines and form-based codes which inform the building massing, articulation and effective design of thresholds are discussed; and the proposals for the edge with Maitland Garden Village indicate a setting back of the floors above Ground Floor to scale the street interface. The aerial perspectives give a sense of the texture of the proposed built form in context. The scale of the proposed buildings relative to the hospital and office buildings to the south is comparable and is an appropriate fit. Moreover, the project planners have scaled the proposed buildings along the Alexandria Road interface (designated as a mobility route) appropriately as these are comparable to recent developments on the eastern edge of the road.





Applications at Oude Molen:

- Enforce the development of perimeter courtyard blocks, by imposing built-to lines, and form-based-codes for future developments
- Place development density in relation to points of good accessibility
- Use density to shape the built mass of the OMP neighbourhood. Outcomes to aim for include prominent corners, landmark buildings, articulated skyline, framed views and architectural variety and richness.



There is, however, a notable contrast in scale between the proposed buildings and the finer-grained, single-storey pattern of buildings characterizing Maitland Garden Village to the north. Architectural and landscape scaling devices (covered walkways, pergolas lean-to canopies, tree planting) are necessary (at detail design level) to mitigate this sharp contrast.

Whereas Maitland Garden Village (MGV) possesses a recognisable character due to its consistent townscape scale, grain, and Garden City layout, the visual sensitivity of the interface with the Oude Molen precinct is nuanced. The visual coherence of MGV is undermined extent by the poor state of maintenance of a number of dwellings, the small scale and limited capacity of the original council housing

stock, and the widespread emergence of backyard structures that reveal the lived realities of the space constraints of the original houses, especially in the context of multigenerational households. The value of MGV thus lies more in its social history and community continuity than in the architectural integrity or intactness of its built fabric.

From a visual impact perspective, the sharp contrast in scale between the predominantly single-storey fabric of MGV and the multi-storey massing proposed for Oude Molen is acknowledged. However, the **actual interface** is mediated by significant spatial separation: the 20-metre width of Perseverance Road and the large green open space that forms a central reserve introduce both physical and perceptual buffering. This zone provides visual distance, mitigating direct visual intrusion and allowing for a gradation of scale. The proposal is insufficiently developed to enable more detailed impact assessment and it is proposed that the proposals be assessed at SDP stage for conformity with the indicator and the principles established by the Urban Design informants established in the proposal.

Indicators: Other

2. Maintaining building frontages, access points and density and height relationships. Higher densities will be more appropriate on the southern and eastern edges of the site, graduating to lower densities on the more visually sensitive western boundary. New developments should ideally pay homage to, or reference, the characteristic historic structures.

Urban Design Response

The consolidate urban design precinct plan responds to the consolidated HIA diagram inserted on the left: building heights are cascaded from the east to the west, minimising visual impact onto the river corridor and green POS, while placing higher massing on the

movement and activity corridor along Alexander Road and Pinelands Rail Station.



Figure 207: Cross section key plan

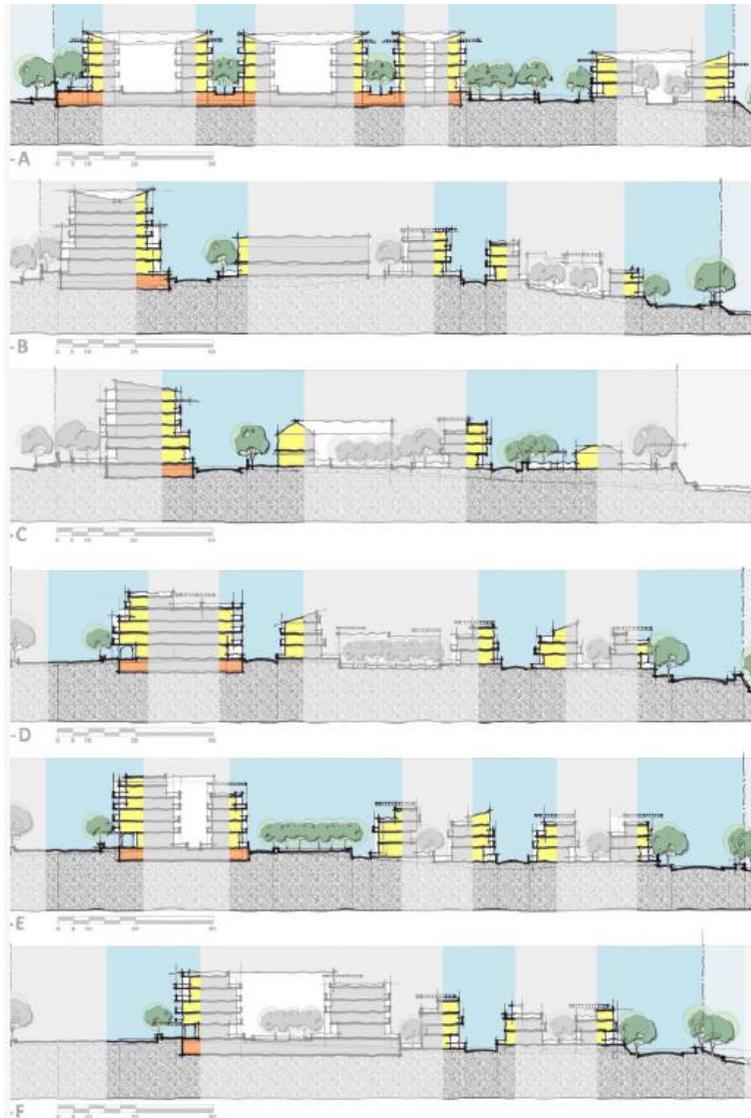


Figure 208: Cross sections

Conformity with Indicators

See also Landscape/visual assessment.

In general terms, there is a scaling down of density from Alexander Road towards the riverine landscape.

The scale of the proposed buildings relative to the hospital and office buildings to the south is comparable and is an appropriate fit. Moreover, the project planners have scaled the proposed buildings along the Alexandria Road interface (designated as a mobility route) appropriately as these are comparable to recent developments on the eastern edge of the road.

From a visual impact perspective, the sharp contrast in scale between the predominantly single-storey fabric of MGV and the multi-storey massing proposed for Oude Molen is acknowledged. However, the actual interface is mediated by significant spatial separation: the 20-metre width of Perseverance Road and the large green open space that forms a central reserve introduce both physical and perceptual buffering. This zone provides visual distance, mitigating direct visual intrusion and allowing for a gradation of scale. It is also worth noting that the proposed high limit in the Development Framework along the MGV edge is 9m, which is the same height that is permitted in terms of the Development Management Scheme for the Residential 1 zoned properties within MGV.

It is important to recognise that visual impact is not solely a function of height or proximity, but also of form, rhythm, materiality, and interface treatment. While the design proposals remain conceptual at this stage, the use of setbacks above ground level, articulation through form-based codes, and the incorporation of landscape and architectural scaling elements (such as pergolas, canopies, tree planting and generous pavements) will be essential to ensure a legible and context-sensitive transition between precincts. These

devices should be explored in greater depth during the Site Development Plan (SDP) stage to mitigate the scale differential and enhance pedestrian comfort and visual integration.

The illustrated perspectives (HIA Figures 201–202) demonstrate that the proposed development, while taller, does not dominate the skyline when viewed from MGV, and retains a backdrop quality rather than competing with the foreground townscape. The broader development pattern also offers opportunity for visual connectivity, rather than abrupt spatial termination.

It is further noted that the proposal introduces affordable housing typologies that could resonate with the spatial needs currently expressed within MGV – particularly the need for dignified family-appropriate housing. This potential functional continuity may, in time, contribute to visual cohesion through shared typologies and public realm treatments that reinforce a contiguous, yet differentiated urban fabric.

Overall, the visual impact of the proposed development on Maitland Garden Village is **moderate**, and largely mitigable through:

- design detail at the interface;
- careful landscape structuring along the edges;
- maintenance of visual permeability and pedestrian-scaled articulation.
- and a sensitive approach to texture, fenestration and roofscape.

Provided these aspects are addressed at the detailed design phase, and with further opportunity for public input during SDP review, the proposal is not considered visually inappropriate within its context. The transitional spatial buffer, combined with responsive edge treatments, offers the potential for a well-managed scale interface that respects the social and spatial characteristics of Maitland Garden Village.

The proposed development frames the historic homestead, and although the proposal retains sightlines to the river, the approach avenue has become more visually enclosed. Curtilage afforded this core of heritage is sufficient.

Whilst the height of new buildings proposed for immediately to the west of the F-shaped wards have been scaled down, further detailing will require assessment to ensure this is satisfactorily resolved.

Indicators: Other

3. The landscape and visual relationship of the site with the riverine landscape to the west should be maintained and enhanced, with a view to extended links to the Tussen die Twee Riviere landscape. Mature trees should be maintained where-ever possible, particularly where they contribute to the setting of the historically sensitive precincts or buildings.

See Urban Design Responses and Conformity with Indicators assessments relating to Indigenous Heritage and Landscape/visual.

15 Sustainable socio-economic benefits

Refer to the Socio-Economic Impact Assessment ([Annexure I](#)), from which extracts have been taken as relevant, without direct referencing for ease of reading.

Currently, the Oude Molen site is very underutilised, with some medical and educational activities (health training and sub-acute hospital care and Waldorf School), short-stay accommodation, limited commercial activities and a few residential uses. Many of the buildings are dilapidated and standing vacant, making it unlikely that additional economic activity could be generated in its current state.

Despite this current use limitation on the site, the area is in an increasingly strategic location, with access improving through several private and government infrastructure interventions. The most

impactful on access, is the increased connectivity through the upgrade of Barkley Road into a dual carriageway and the extension of Barkley Road to Liesbeek Parkway/Albert Road. This infrastructure investment will improve access to Voortrekker Road and the Northern Suburbs linkages as well as increase access to the commercial node being developed around the Amazon/ Black River Parkway Office blocks as well as access into Salt River and the economic activity developing in these areas. The proximity to these areas, where job opportunities are being created, combined with the provision of residential units (34% of which will be affordable), will promote greater spatial integration.

The site is also close to the Maitland/ Ndabeni areas, which were traditionally industrial areas. These areas have also been changing in the past few years with an increased number of residential units being developed and/or planned. These areas have seen increased residential development, driven by both City initiatives (e.g., Maitland Mews²⁴) and private developers (e.g., the Prime and the proposed Maitland Metro Initiative²⁵ upgrade). Despite the drive for more residential units in the surrounding areas north of the site, the city still identifies the area as prime location for job creation.

The proposed Oude Molen redevelopment will capitalise on the economic opportunities emerging in the surrounding areas as well as the latent economic potential on the site itself. By transforming the site into a mixed-use development led by residential units but also incorporating commercial (office) and retail opportunities, the development, together with the other initiatives in the area will start to create a mixed-use node which will allow broader economic benefits to start to be developed for the wider spatial area.

²⁴ City driven social housing development

In addition to the broader benefits of developing the Oude Molen site, there will also be direct economic benefits to redeveloping the site due to investment anticipated by the development. These benefits will be felt in the greater City economy, both during the construction phase (in terms of job creation, but also in terms of additional business sales due to economic linkages with the construction sector) and the operational phase (sustainable jobs related to new commercial and retail activities and increased business activity on site). The increased opportunities on the site will also increase government revenue through rates and taxes for the city.

A significant social benefit will be the creation of affordable housing on the site. It is proposed that 34% of the proposed residential units proposed for the site will consist of a mix of social housing and First Home Finance and Subsidy Assistance (formally known as FLISP). Research in the area has shown that although there has been an increase in the provision of affordable housing in the broader study area, most of the demand for residential units stems from individuals who work in the Cape Town CBD in areas close by and who are looking for accommodation closer to their areas of employment. The provision of affordable housing on the site will address some of this demand.

Finally, the site's redevelopment will honour its significant heritage value. Priority heritage areas will be preserved, and the cultural history of the site will be highlighted through the proposed interpretation centre.

In summary, the redevelopment of Oude Molen presents a transformative opportunity to unlock the area's economic potential

²⁵ The Maitland Mews is a private sector-led urban renewal project which is looking to upgrade existing buildings into commercial and residential mixed-use developments.

and create substantial socio-economic benefits, while preserving some of its cultural heritage. In the broader context of the urban environment, the development of the Oude Molen site, given that the heritage sensitivities are addressed and the recommendations in the Heritage Impact Report are addressed, will capitalise on the strategic nature of the site as well as the broader economic opportunities. In addition, the development will provide affordable housing in a well located area close to work opportunities.

Table 6: CAPEX impact of the preferred development option

	Production	GDP	Jobs	Income
Direct	R766 million	R172 million	406	R100 million
Indirect	R786 million	R299 million	1 287	R133 million
Induced	R401 million	R162 million	505	R65 million
Total	R1 95 billion	R633 million	2 198	R298 million

Source: Urban-Econ, 2024

Table 7: Preferred option OPEX - property component

Component	Annual OPEX (estimated)
Residential	R25 798 662
Office Activities	R108 646 135
Retail Activities	R21 214 718
Community Hall	R4 287v887
Total	R159 946 549

Source: Pepper Green Consulting, Adapted by Urban-Econ, 2024

Table 8: Per Annum Operational impact of the preferred development option

	Production	GDP	Jobs	Income
Direct	R180 million	R135 million	574	R53 million
Indirect	R56 million	R25 million	70	R10 million
Induced	R127 million	R52 million	162	R21 million
Total	R363 million	R212 million	806	R84 million

Source: Urban-Econ, 2024

16 Conclusion

The site has layered heritage significance with tangible heritage dating to an early VOC mill (1718) and the remnants of the associated early historic werf (early eighteenth century), both of which are rare; to the racially segregated 20thC institutional history of Valkenberg. Intangible significance is equally significant, with major historical themes including First Nation considerations; the incarceration of King Cetshwayo and of associated significance to the Zulu Nation; and the segregated psychiatric facilities for people of colour who were treated unequally in the system of mental health provision. Its raison d'etre lies in what was the site's isolated position at the edge of the City for centuries – windy and poor farming conditions suitable for windmills and milling; a place of banishment; a place for the marginalised.

The primary heritage associations are those of dispossession, exclusion, imprisonment, marginalisation and loss. Given the liminal location of the site now, at the junction (defined by the river corridor) between the more historical development of the City at the base of the Table Mountain chain (generally the locus of privilege), and the Cape Flats (generally defined by the historical lack of privilege and removal), the site is spatially and symbolically ideally located to recognise the history of the site and simultaneously address the pressing historical spatial injustices of this City. This is apt.

The redevelopment of Oude Molen presents a transformative opportunity to unlock the area's economic potential and create substantial socio-economic benefits, while preserving some of its cultural heritage. In the broader context of the urban environment, the development of the Oude Molen site will capitalise on the strategic nature of the site as well as the broader economic opportunities. In addition, the development will provide affordable housing in a well located area close to work opportunities.

There is thus a significant beneficial socio-economic dimension to the re-development of the site. There is also the potential to bring new life to sorely neglected historical buildings, to finally locate the mill ruins and, more widely, extensive earthmoving could yield tangible evidence for the presence of Khoekhoen in the area, or King Cetshwayo's presence on the property.

Opportunities are presented to preserve and integrate the remnants of built form and memory within future planning and design, allowing for marginalised narratives to find expression.

Whereas the development proposal is congruent with development strategies for the area and no fatal flaws are implicit within the proposed site development plans, localised and visual impacts perceived by the receptors and possible visual concerns identified within this report must be reduced through the application of the mitigation measures as described.

The planning and design of the initial Preferred Alternative 4A development has been refined in response to I&AP comments and specialist reports, as well as contextual cultural landscape informants, including visual indicators and view considerations, through an iterative process of engagement. Meaningful mitigation can reduce the significance of the visual impacts to 'neutral', meaning that (once mitigated) the proposed development would cause no discernible *deterioration* to the existing views or visual

resources (notwithstanding that these views may be different). The updated Preferred Final Alternative (Alternative 4B) is now the most resolved, contextually appropriate, and comfortably fitting of the options explored.

Considered holistically, therefore, the Visual Impact of the proposed development will cause little detrimental effect upon visual resources, environment or on human well-being; and with the implementation of the mitigation measures as described, should remain within visual, heritage and environmental quality standards, targets, and legal requirements; to the approval of the relevant authorities.

Although the proposed development will result in an altered sense of place, including the reduction of the bucolic character of the site through increased building density, the loss of some buildings (of lesser significance), and a loss of informality through a more formally ordered urban layout, the overall benefits to on-site and associational heritage and the pressing demands of the City justify these changes. Meaningful mitigation can reduce the significance of the heritage related impacts and a number of measures are proposed in this regard, to be addressed at later stages in the development process.

Opportunities for memorialisation and links to the Tussen Die Riviere Resistance and Liberation Heritage Route require the engagement of all interested and affected parties, and should be led by the Department of Arts and Culture in respect of the latter and the WCG site custodian in the respect of the former, as site development plans and development take shape.

Cumulative impacts can be expected given that that urban intensification is likely to continue within identified nodes for development within the contextual area generally and within the broader Two Rivers Precinct specifically - thereby increasing pressure

upon all existing urban systems, and creating what could be construed as a loss of quality of place within the Two Rivers Precinct.

17 Mitigation

Application of a hierarchical sequence of mitigation considerations is central to avoiding or minimizing, and/ or remedying, visual impacts of development as follows:

- a) measures to avoid or prevent potentially significant impacts, then
- b) measures to minimize or reduce potentially significant impacts, then
- c) measures to rehabilitate or restore disturbed or degraded areas; and finally
- d) measures to compensate or offset any remaining impacts not addressed fully through the above.

Archaeological mitigations

1. Mitigation should chiefly be achieved through avoidance of the areas indicated as no-go zones, namely the area in which the mill could be located, and within a 20m buffer of the homestead. These no-go zones preclude development in the specified areas, and any construction, earthmoving or vehicular passage during construction phase;
2. Preliminary test trenching is recommended within the area of the mill to ascertain whether structural remains, features and/or associated deposits persist, and to determine their location and extent. This testing should be done prior to the next phase of design development so that the results can inform the proposals for future use of that area of site;
3. Development in the very high sensitivity zones should be avoided, but if that cannot be accommodated, test trenching, to be undertaken prior to development, may be required in these areas to identify buried features or deposits, and characterise the below ground deposits; significant, in situ

remains identified in these areas might warrant late stage revision of layout plans;

4. Development in the high sensitivity zone can be permitted, but it should be subject to mitigation monitoring and recording of any features or deposits encountered in situ.
5. Development in the moderate and low sensitivity zones can be permitted, and should be subject to periodic/occasional monitoring, as required by the context revealed in subsurface excavation;
6. The NCW areas, together with all other areas of site can be considered for development, subject only to occasional inspection of foundation trenches and other earthworks.
7. Should significant archaeological material, or human remains, be identified anywhere on site, all work in that area must cease. HWC must be notified in order to plan an appropriate way forward that could include cessation of all further work until the site has been adequately assessed through excavation. It should be noted that the above mitigatory strategies - and the sensitivity mapping to which they should be applied - relate only to archaeological sites and features, and not to general built environment, landscape or intangible features.
8. Test trenching in the area of the proposed food garden south of the homestead should be undertaken to ensure that no below ground archaeological deposits are damaged by soil preparation activities.
9. If the furnace cannot be retained, aspects of its wider associational significance should be memorialised through interpretive signage or similar appropriate measures.

Planning, Design and Development phase mitigations:

1. With respect to the detailed design phases of the project, strict adherence to the Landscape / Architectural Guidelines will ensure an appropriate fit of the development within its site, immediate and broader contexts. Together with the incorporation of the visual indicators, the application of the

Landscape / Architectural Guidelines will ensure mitigation of negative visual impacts and the augmentation of positive visual impacts.

2. Detailed planning, design and management is to continue to respond positively to visual/heritage considerations and design indicators, towards an appropriate fit and seamless integration into the cityscape context.
3. Architectural measures (form / scale / massing / materials / textures) are to be designed ensure visual cohesion and congruence, as well as sufficiently wide sidewalk space to accommodate tree canopies.
4. At SDP stage, detailed explorations of the interface with Maitland Garden Village is to include architectural and landscape scaling devices to mitigate the sharp contrast in scale. The importance of scaling mechanisms (setbacks, articulation, landscape buffers) are not only for visual mitigation but also as a recognition of cultural adjacency—acknowledging MGV's historical significance as a segregated community. There are opportunities for shared public realm treatments (street trees, pavements, lighting) to visually knit the edges together, reducing the perception of a hard boundary.
5. At SDP stage, detailed explorations of the interface between the F-Wards and the buildings proposed immediately to the west of these to avoid 'back-of-house' conditions. For approval by the HWC as a fulfilment of a Section 38 decision.
6. It is proposed that the F-shaped Wards (including dining hall) and Boiler Room and space west of the dining hall to the property boundary be packaged as a single development parcel at SDP level, and the SDP address the sustainable maintenance, use and protection of this precinct, and provide more detailed parameters to guide the physical re-purposing of the individual buildings. Later building plans will require Section 34 applications for approval by HWC which should include an assessment of the detailed alterations and additions against the principles established at SDP level and including

any additional relevant heritage related analysis (such as fabric analysis) and assessment.

7. At SDP stage, detailed explorations of the building envelopes proposed for the immediate vicinity of the homestead and its curtilage (including the forecourt area), the Manager's House, Superintendents House and the spaces linking them, to prevent overwhelming and encroaching upon this special area. This area has an informality and 'softness' which contributes to its character and significance. Detailed designs for this area should be restrained in order to preserve nuance and idiosyncrasy. Detailed design proposals should not be 'sanitised' or sterilise the bucolic characteristics of the homestead precinct. General sightlines and visual connections to the broader landscape context are essential to retain the meaning of this space. For approval by the HWC as a fulfilment of a Section 38 decision.
8. The draft Precinct Plan proposals relating to the homestead core are not sufficiently detailed to ensure that these proposals are implemented (or even feasible). A Conservation Management Plan, detailed design, use, tenanting and sustainable funding of this precinct should be resolved to the satisfaction of HWC. It is accepted this may take a considerable length of time. However, in order to ensure sustained commitment to the project, a progress report should be submitted to HWC every 6 months from the point of time when the first parcel of land in the Precinct being released for redevelopment, or at intervals thereafter jointly determined by HWC and the owner. Whilst public access is required to the memorialisation component, there is no reason why a more sustainable use (such as an office headquarters, or similar) could not be considered. The heritage indicators included in this report must be fulfilled prior to approval of the CMP and SDP for the site. For approval by the HWC as a fulfilment of a Section 38 decision.

9. Building plans for the Homestead will require a Section 34 application for approval by HWC which should include an assessment of the detailed alterations and additions against the principles established at SDP level and including any additional relevant heritage related analysis (such as fabric analysis) and assessment. A Section 35 application will also be required for Archaeological monitoring and/or fabric investigations.
10. All sites for memorialisation should consider details for implementation at SDP stage, developed to the satisfaction of HWC and as appropriate to that stage of design development.

Construction Phase mitigations:

1. Clearly identify mature trees to be retained and ensure that they are fenced-off to preclude any storage, stockpiling, dumping, etc - avoid and prevent damage or intrusion to these tree areas.
2. Limit construction activity to within the hoarding areas, constructing on disturbed areas only to minimize impact to visual amenity resources identified (e.g., existing trees to be retained).
3. Ensure post-construction repair and rehabilitation of the site, towards improvement of disturbed areas and areas degraded by the construction activity.
4. Implement a construction phase environmental management plan (CEMP) to ensure on-going management of environmental matters, including noise, dust, and erosion control.
5. Sound environmental management of the site and construction operations - including dust prevention and erosion control – should suffice as mitigation of construction phase visual impacts. The preparation and implementation of a Construction Phase Environmental Management Plan (CEMP) should be provided to ensure that this is achieved.

Operational phase mitigations:

1. Maintain the mature trees to be retained in a healthy growing condition and ensure continuity of the treescape with replacement of trees where retention of existing trees is not possible.
2. Landscape measures (street tree planting / sidewalk and plaza spaces appropriately scaled, with trees sufficiently sized to settle the new buildings into the site and to 'diffuse' hard edges.
3. Avoid light pollution by controlling the precinct lighting carefully and integrate lighting consciously into the precinct design, to coordinate signage and street furniture. Light sources must be shielded to reduce light spillage. Up-lighting onto the outer sides of the buildings must be used sparingly. Shielded down-lights must be used on all open areas.
4. Ensure that existing trees are retained as far as is possible and not needlessly destroyed by new development. Reinforce or replace traditional patterns of planting where appropriate with suitable species. The purpose must be to weave the development seamlessly into the urban fabric, enabling congruence and the continuity of the sites within the broader context.
5. The preparation and implementation of an Operational Phase Environmental Management Plan (OEMP) should be provided with reference to the landscape site development plan to ensure that environmental integrity is maintained. Whereas this should suffice as mitigation of operational phase visual impacts, the thorough implementation, maintenance, and management of detailed landscape plans prepared by qualified landscape architects (with cultural landscape experience) included with building plan submissions would ensure that the vision for the site is achieved.
6. The City of Cape Town Urban Design Branch usually requires the following:
"A detailed landscaping plan, compiled by a registered Landscape Architect, for the property concerned must be

submitted by the developer to the approval of the Environmental Management Division.

Such a plan is to indicate, inter alia, the extent, location, and design of the following:

- existing vegetation to be retained or removed, indicating the types of all vegetation and trees.
- all proposed newly planted vegetation, including types (species) and planting specifications.
- tree staking details.
- the size of all trees to be planted (roots to be established in min 80 – 100 L size container, with a clear stem height of 1.8 m minimum, and a minimum girth of approximately 60 mm).
- density of plant species/plant mixes, size of plants to be planted.
- existing and finished ground levels at the base of the trees to be retained/planted.
- all landscaping features, including fences, walls, retaining walls, paving, street furniture and lighting.
- All Sustainable Urban Drainage Systems (SUDS), including cross-sections of storm-water ponds and/or swales.
- Irrigation plan (alternative water sources to be indicated); and
- phasing and timing of implementation, including a twelve-month establishment period."

Memorialisation mitigations

1. Opportunities for memorialisation and links to the Tussen Die Riviere Resistance and Liberation Heritage Route require the engagement of all interested and affected parties, and should be led by the Department of Arts and Culture in respect of the latter and the WCG site custodian in the respect of the former, as site development plans and development take shape. This is likely to be an on-going project.
2. Details in respect of the nature and detailed use of the Centre for Memory in and around the Homestead site proposed in this

project are to be established in consultation and with reference to the recommendations included in the SIA linked to this HIA. Similarly the spaces within the precinct that have been identified for the ongoing practise of rituals and other forms of cultural expression; and where Indigenous Knowledge Systems (IKS) are practiced and applied.

3. Other opportunities for memorialisation, including tangible representations of the intangible heritage related to the significant historical themes, in the form of place and street names, building precinct naming, etc should be explored at the appropriate time in the development process.
4. Memorialisation should preferably not only be static (e.g. information plaque, etc) but have a catalytic function that would encourage the consumer to interact with the narrative, e.g. festivals, commemorative days and events, etc.

18 Public Participation

18.1 Phase 1 Preliminary Stakeholder Engagement 2021

In 2021, an initial pre-planning process of consultation was conducted by the then Professional Service Provider (PSP), CHAND . It was explained that the project was at the beginning stage and that the subsequent formal statutory processes and related public participation will be guided by legislative framework prescripts.

The purpose of this phase was to introduce the project and project team and share the information gathered by the professional team to date as well as to understand attendees' aspirations for the site for consideration in the vision development process.

In respect of the identification of Interested and Affected Parties (I&APs), it was noted that an initial database was compiled using previous databases related to projects in the area. The database would be expanded upon as the public participation process unfolded. Participants at this stage were asked for input with regards

to specific groupings in the area who also need to be engaged in future public participation processes. It was recorded that notes of these engagements have been published on the OMP webpage as part of public record in the interest of transparency

A series of workshops with groups of key I&APs were held in May 2021, engaged with the same protocols and information; within the guidelines of gatherings in terms of Covid-19 protocols to facilitate conversations (small groups). Engagement with the various I&APs was groups in terms of similar interests.

The workshop objectives were as follows:

- Understand the context of participant connection to the site (current & historical)
- Share background information that the professional team had gathered to date
- Verify baseline conditions (opportunities and constraints)
- Gain insight into local information and imbedded knowledge that would be valuable to the planning process
- Offer a discussion space for understanding the participants' visions for the site

Workshop groupings included

- First Nations Representatives
- Oude Molen Tenants Association
- Heritage Bodies & Green Organisations
- Civic Organisation Representatives
- Councillor/Sub-Council Manager

18.2 Interviews

As part of the baseline Social Impact Assessment, interviews with Oude Molen tenants were conducted. These included representatives of:

²⁶ Notices were placed in the Cape Times, People's Post and Southern Suburbs Tatler.

- Oude Molen Village Stables.
- Aquaponics and Eden Tuck Shop.
- Robin Trust.
- Millstone Café and Restaurant.
- The Play Shed.
- Detergents Manufacture.
- Lighthouse Farm Backpackers; the Yellow House.
- Gaia Waldorf School.
- Pinelands Montessori.
- Oude Molen property manager 1998-2002.
- Cuckoo's Nest Laser Cutting & Engraving.
- Chairman: Oude Molen Tenants Association; Steel Art Studio.
- Back of Beyond Deli & Restaurant.
- Oude Molen Food Garden Village.
- Belinda Ormond Ceramics Studio.
- Prop Art props hire.
- River Lodge Backpackers.
- Robin Trust.
- O' Grace Land residential out-of-care facility.

18.3 HIA statutory public participation 2024 (V1)

Amanda Younge cc was appointed to facilitate this process. The documentation relating to this process (including, inter alia, the comments and responses report, I&AP list, description and proof of process and original comments) is included as [Annexure J](#)

On 10 September 2024, a Notice was published inviting members of the public and interested and affected parties to comment on the draft HIA for the Oude Molen Precinct. Notices calling for comments and objections were placed in the press²⁶, on site, at the Pinelands Library and at the offices of Sub-council 15. Those I&APs who had

registered earlier in the year (287 in number) were informed of the Notice directly by email.

The Notice also invited members of the public to attend an Open House event which was held 8 days after the Public Notice was published and placed on site, to give I&APs an opportunity to view the documents placed on the webpage before the event, and to come with questions for clarification. 62 people registered their attendance.

The commenting period opened on 10 September 2024 and was to have closed on 10 October 2024, allowing 30 days for comment. The closing date was extended to 31 October, at the request of stakeholders at the Open House event (see below), thus extending the period for comment to 51 days. It was made clear in the Notice that only written submissions would be accepted.

A full set of the draft HIA documentation, as well as the draft Development Concept and the posters displayed at the Open House were made publicly available for download via the dedicated Department of Infrastructure webpage for the Oude Molen Precinct

All comments are included in full in [Annexure J](#). A Comments & Responses Report (C&RR) has been prepared and is also included as [Annexure J](#). The C&RR cannot effectively respond individually to each comment made. Instead, it draws on comments that are seen to be representative of the many views expressed and a consolidated response is provided.

Comments have thus been clustered and summarised and responses formulated. In the C&RR table, comments are clustered as follows:

- Timeline constraints
- Complexity of material
- Lack of inclusiveness

- Lack of access to key documents
- Insufficient Community Engagement
- Legal and Regulatory Framework
- Concerns regarding the possibility of predetermined outcomes
- Historical Public Participation
- Indigeneity
- Tenants/OMV supporters' input
- Comments by Heritage Authorities
- Comments on the Heritage Impact Assessment (HIA)
- Comments on other specialist studies
- Comments on the draft Concept Plan (also called the draft Precinct Plan)
- Consideration of suggested alternatives

52 written comments were received. To generalise, comment themes tend to reflect interests arising from I&AP affiliations. In the context of a significant volume of comment, the following further categorisation (over and above the above-mentioned) allows for some understanding of key areas of concern and the motivation thereof.

- 48 Objections, almost all wishing to retain the status quo/Oude Molen Village (OMV) .
- 4 Qualified support for some development (conditional): Pinelands R&RR; SAHRA, Yazied Davids, CCT E&HR
- 1 First Nations: Goringhaiqua Goringhaicona Kingdom Council (and OM tenant)
- 17 OM tenants
- 6 OM users
- 2 Conservation Bodies: Pinelands Residents & Ratepayers and Observatory Civic
- 1 Ward Councillor
- 2 Heritage authorities: CCT E&HM and SAHRA
- 16 private individuals
- 7 Pinelands residents

- 2 organisations – other (African Development Network & TRUPA)

For the purpose of this HIA report, objections raised could also very generally be categorised into three broad areas of concern:

- The retention of existing uses and existing tenants
- The potential for impacts upon broader Two Rivers area
- The adequacy of the draft proposals in addressing the heritage related indicators.

These are broadly responded to. However, the C&RR should be read in full for a more comprehensive understanding of the concerns, and the detailed heritage and design team responses.

The retention of existing uses and existing tenants

It is posited that what is essentially in dispute is that the current users are not foregrounded in the HIA. It is our contention that regardless of the value placed on the use by the current tenants and users, this cannot imply that any such tenant grouping has a priority right to the unchanged and permanent use of strategic public land. Social history relating to other aspects of the site's history are regarded as having greater significance.

The HIA makes an explicit preface establishing the viewpoint of this HIA in respect of the role of a Social Impact Assessment in an impact assessment governed by the requirements of the National Heritage Resources Act. To quote:

"Social History as a discipline has a very wide application. Samuel (1985) discusses the anti-institutional bias of social history – the move away from the purely institutional accounts of history to focus on that of all people, rather than the few, and understanding the relativity of historical interpretation. The general objective is to "enlarge the map of historical knowledge and legitimate major new areas of scholarly inquiry – as for example the study of households and kinship; the history of popular culture; the fate of the outcast and the oppressed

...:". This giving of voice to the experience of marginal groups (or those historically so), is particularly significant in South Africa, and has become, appropriately, an increasingly important component of assessment in terms of the NHRA.

Whilst social history is a necessary dimension in every kind of history, the danger is that these (often individualised) histories could become divorced from politics, economics or broader historical themes. It is this authors view that, in the case of the OMP HIA, whilst the voice of the existing users must be heard, (and following Rasool 2004) we should recognise the existence of *multiple narrations intersecting and crosscutting each other, paralleling and contradicting each other as they compete for the creation of historical meaning.*

It is within this frame (the creation of historical meaning) that the Social Impact Assessment makes its contribution to this HIA. The socio-historical themes of the site and related broader socio-historical imperatives will be the appropriate focus of this impact assessment. This is not to deny other contemporary social concerns or imperatives, but these are more relevant as inputs into the planning and design process, not the heritage impact assessment process, and should be utilised accordingly.

As Martin states:

Oude Molen boasts one of the richest social tapestries in Cape Town, being part of a landscape pivotal to the sustainability of the First Nations groups, most notably the Gorinhaiqua; then the site of dispossession of said groups through the advent of the Free Burgher system; ground zero for the first war between black and white in this country; among the first colonial frontier farms; a place of incarceration; a place of healing and now, a (possible) place of reconciliation.

A Socio-historical Study would ideally incorporate voices of individuals and groups who had first-hand experiences of these

events and processes. This is not possible due, *inter alia*, to the timeline involved, the dispossession of the original inhabitants and the site, the lack of recorded history by these original inhabitants and the biased recordings by the colonial masters. However, a strong resurgence movement has long been researching hidden and other sources, piecing together the subtle nuances of the lost voices of our collective past, enabling the aims of this study to navigate the rich aforementioned tapestry and assign specific significance to the rich layer of heritage narrative attached to the precinct.

The City of Cape Town's Cultural Heritage Strategy (Attwell et al 2018) argues that it is important to acknowledge the achievements of individuals and groups during the City's history and seeks to recognise and protect places, narratives and traditions associated with such people and events." (p50)

The tenant's classification of themselves and their activities as a "rich living heritage" is not, in these assessors' views, a correct interpretation of the NHRA or corresponding internationally accepted definitions. This needs to be qualified by the commentators, as it cannot in our view be referring to the OMV being holistically representative of *Indigenous Knowledge Systems*.

HWC has no clear policy or guidelines in respect of incorporating matters affecting social history and intangible heritage into the formally legislated Heritage Impact Assessment process. Nor is there any guidance of how such matters should be weighted against other factors relating to tangible heritage findings. However, such matters are increasingly (and rightly so) assuming importance in the heritage arena and require greater clarity.

The NHRA provides some legal guidance:
Section 2 Definitions (xxi) "living heritage" means the intangible aspects of inherited culture and may include-
Cultural tradition

Oral history
Performance
Ritual
Popular memory
Skills and techniques
Indigenous knowledge systems
The holistic approach to nature, society and social relationships

Section 3(2) The national estate includes, *inter alia*, places to which oral traditions are attached or which are associated with living heritage

Section 3(3) Criteria for assessing the significance of a place or objects. A place has heritage significance, *inter alia*, because of:

Historical value
its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;

d) Social value
It is associated with economic, social or religious activity
It is associated with living heritage (cultural traditions, public culture, oral history, performance or ritual)

e) Spiritual value
It is associated with religious activity and/or phenomena
It is significant to a particular group relating to spiritual events and/or activities

Sections 3(3)(d) appear to be most pertinent, although there remains a lack of clarity in defining exactly the extent to which these associations apply.

Policy guidance is provided by:
UNESCO's 2003 Convention for the Safeguarding of the Intangible Cultural Heritage (which SA has ratified) proposes five broad 'domains' in which intangible cultural heritage is manifested. This includes "traditions or living expressions inherited from our ancestors

and passed on to our descendants, such as oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe or the knowledge and skills to produce traditional crafts"....

"The importance of intangible cultural heritage is not the cultural manifestation itself but rather the wealth of knowledge and skills that is transmitted through it from one generation to the next."²⁷

The belief practices of indigenous communities are also most often referred to when it comes to matters of intangible heritage: the transmission of historic practices, rituals and beliefs that define a cultural identity and are passed down from one generation to the next. In South Africa, the traditions of the Reel Dans; Namaqua traditional song and music; the practices of traditional medicine; traditional farming methods; or those keeping almost extinct indigenous languages alive are good examples of living heritage. Historical community presence and cultural traditions in places like the Bokaap are equally an expression of living heritage.

Locally, only the Maropeng National Policy on South African Living Heritage (Draft 2009)²⁸ provides specificity in the local context in respect of 'living heritage'. However, it has a clear focus on the living heritage of people indigenous to Africa and slaves and is unable to answer the assertions raised by the OM tenants.

While there are no easy answers, it is our contention that defining the current uses of Oude Molen as intangible or living heritage, is an unsupportable thesis in the broader context of heritage and the imperative to the promotion of intangible heritage on site and in the

area. It does represent the values of a particular sector of Cape Town society but this is small and largely niche oriented.

Regarding concerns about the future of the leaseholders, this HIA and Precinct Planning process is to secure development rights not to assign end users. The relevant lease agreement entered between DOI and legal tenants regulates the process regarding the current use of the site. The current process will not address implementation and end users; this is a separate process.

Nonetheless, given the extent of concern expressed by objectors in this regard, it is worth placing this issue in perspective. Valkenberg Hospital began consolidation of its operations on the Valkenberg west campus in the early 1990's. After the Oude Molen site was vacated, the property was subject to land invasion and vandalization. This continued unabated during the late 1990's and early 2000's with many of the buildings on site being completely vandalised and some even destroyed.

At the same time, people began to illegally occupy land and buildings on the property. Some of the occupants pursued a more formal arrangement with the custodian (the Provincial Government) and various agreements were put into place with some of the occupants.

This semi formal and fluid arrangement existed for some years and not all occupants were part of the arrangement. A management company was appointed to regularise the occupation as far as practically possible. In 2022, the management company sought to bring all tenancies onto a single standard lease, and to date all legal occupants on the site are now on this lease. These are all 3 year leases

²⁷ <https://ich.unesco.org/en/intangible-heritage-domains-00052>

²⁸ www.maropeng.co.za/uploads/files/National_Policy_on_South_African_Living_Heritage_ICH.

with an option for renewal. The lease agreements include termination conditions in the event the Department secures development rights and proceeds with development.

With regard to legitimacy of tenure and expectations: The legal occupants on site have a real right in terms of the lease agreement provisions. Any other occupant or user of the site has no right to tenure.

The current legal occupants are not being “evicted” as part of this heritage and upcoming land use process. The heritage process is establishing the possibility of redevelopment of the property in the context of its historical attributes while the land use exercise in its conclusion will not only regularise the existing non-conforming land uses on site but will also frame the parameters within which future redevelopment of the site can occur.

The proposed future development does not preclude the incorporation of existing uses on site into the redevelopment, but nor does it guarantee inclusion of any users/entities/legal tenant currently on site. The current existence on and use of the site is regulated by the lease agreements entered into and in accordance with its prescripts as it relates to the existence and use of the site and buildings. Inclusion or otherwise in future development will be driven by landowner instruction, compatibility with the vision and design proposal and the financial feasibility of the project.

There would appear to be some expectation by certain tenants in relation to investments made by these tenants into the buildings or uses on site. Once again it is reiterated that the legal situation pertains to the lease provisions. Should the tenant choose to leave or be required to leave in the future, then they can remove anything that is theirs knowing fully that any investment made was entirely at their risk, knowing full well that they occupied the site illegally initially and then in terms of leases signed with the landowner. Permanent tenure

on site was never offered to occupants or conceded by the landowner.

The tenants are an Interested and Affected Party; they do not have escalated status when engaging on the future development.

It is therefore not the mandate of this Project Team to address tenancy, property management and use of the site (excluding regularising). The tenants have been properly informed of the process WCG/DOI is undertaking, the new lease agreements entered into recently address specifically the redevelopment and their role on the site. The Estate Management has been managing the use and DOI the enablement.

Tenants are engaged via Property Management of the Custodian and through the lease agreements they have signed. The tenants established a Committee through which they are to be engaged. If there are tenant/landlord issues, they raise them through Musterprop. But for any process related to advertised documents and proposed development, they are engaged as any other I&AP.

With regard to the claim that *the socio-economic impact of the proposal on existing tenants has not been considered*: The socio-economic impact study has explored the impact of the proposed development within the broader context of the City. To the extent that the tenants are part of this broader context, they have been included within the exercise. The rights of the legal tenants on site are set out above, and they are not, and cannot be regarded as a specific group singled out for specific analysis in terms of the socio-economic study.

Finally, many of the objectors seek to retain what they see as the rural quality of the site and environs. This assertion was explicitly addressed through the analysis and assessment.

The cultural landscape analysis makes a number of points worth highlighting:

- It is important to recognise and acknowledge the dynamic quality of cultural landscapes in that places do change over time (some features endure, certain patterns resonate; others fade, many vanish); and that development is at times necessary (and even desirable) for the continued vitality of place; it is important to *identify, protect, enhance, and integrate* visual qualities which contribute significant value to the character of landscape and lend meaning to the interpretation of place.
- Whereas the site itself can be described as an evolving cultural landscape, with remnant vernacular homestead and relict institutional built form components, layered, modified, and adapted over time, resulting in a somewhat idiosyncratic and bucolic site of unique character; it is also set within the context of an evolving urban cultural landscape, with visual resources, heritage resources and Heritage Protection Overlays demonstrating the significance of the receiving environment.
- Within this context, certain geographic features prevail as defining and structuring elements: the Black River and associated wetlands, the Peninsula Mountain range – with visual connections from the site to Fernwood Peak and Devil's Peak, Mowbray Ridge and (more distantly) to Lion's Head and Signal Hill as landmark elements. Other features are more friable and transient or perhaps occur at a more localized scale.
- The site itself is a highly transformed landscape; with clusters of mature trees in places associated the existing buildings, creating visually enclosed courtyard spaces without lending legibility to the site as a whole. The vegetation patterns of the site have changed significantly over time, with much of the current tree coverage introduced since the 1990's.
- The adjacent open space and wetland spaces are characterized by grassland and reed bed respectively, with

little to no trees, and therefore being more visually exposed and sky dominated. Former windbreaks once planted within this area have declined and disappeared.

- Apart from some mature trees of stature, (notably Ficus species) the planting pattern appears scattered and random, without clear design intention or evidence of an ordering system, hierarchical or otherwise. (i.e., there are no longer clear avenues or windbreak alignments. Tree planting occurs in predominantly in clusters, which lends a 'parklike' ambiance to the site.
- Apart from providing environmental shelter (shade and wind protection) the tree planting should be used to lend spatial definition, legibility, and cohesion to the site. At present, this is not the case. For example: the approach avenue to the homestead is not clearly defined and is not easily discernible from the vegetation pattern; neither is the forecourt to the homestead clearly framed. Entrances and thresholds should be reinforced with 'structuring' planting, as part of the wayfinding strategy.

The history of urban agriculture has been described and acknowledged in the report. Ultimately however, it is necessary to balance all the competing heritage references on the site. It is the view of this assessor that whilst much of Cape Town has some historical association with farming as a consequence of the colonial patterns of growth and development, the major historical themes of significance to this site relate to the broader First Nation considerations of dispossession; the incarceration of King Cetshwayo and of associated significance to the Zulu Nation; and the segregated psychiatric facilities for people of colour who were treated unequally in the system of mental health provision (dispossession, exclusion and containment).

The potential for impacts upon broader Two Rivers area

The objectors should not conflate a project pertaining to the whole of the Two Rivers area (now approved policy) and the development proposal for an individual site. The broader context of the Two Rivers area and its significance is however clearly acknowledged in this site specific HIA.

In the absence of the finalisation (even the public availability) of the RLHR (with its own consultation process) and any proposals linked to a formal grading by SAHRA or HWC, the primary guiding principles for the broader Two Rivers area is contained within the approved LSDF. There is no clear basis for confirming unacceptable negative heritage related impacts upon or requiring processes relating to individual landholdings to assume responsibility for the broader area.

A number of comments in this regard appear to conflate the many HIA submissions which have related to the general Two Rivers area since 2002, over 20 years. It is also a long standing dispute with some stakeholders.

It should be noted that historically each submission has built progressively on the previous as relevant, and report references are invariably made accordingly. This is also the case with the current Oude Molen HIA. There is no need to detail every previous report and every process individually and make comparative statements, provided all are correctly referred to and referenced.

Moreover, each application must, by law, be individually considered under its own recognisances. It should not be the responsibility of a legislative process for a single site (Oude Molen in this instance) to review, as suggested, all HIAs in the area to address discrepancies and omissions. Nor is it the responsibility of the HIA process for Oude Molen, to prepare heritage indicators or guidelines for the Two Rivers Area. In the absence of any such guidelines from the heritage authorities (and after many years), the Two Rivers LSDF, which was

guided by heritage inputs, remains the sole approved guideline for the area. This provided the relevant contextual considerations are addressed.

It is the view of these assessors that previous informants to heritage reports in this area have been more than adequately included in this OM HIA and should not hinder any I&APs ability to engage with the OM HIA.

In 2021, HWC nominated the Two Rivers Urban Park, including the Oude Molen site on the basis of its intangible heritage. The application in the draft HIA was noted as having not been supported by SAHRA (Case ID 16907).

Since interpretation of this latter point is disputed by the Observatory Civic, the publicly available information from SAHRA at the time the draft HIA was published for comment, is as follows:

Status:

- [SUBMITTED](#) and refused

Heritage Authority(s):

- [SAHRA](#)

Case Type:

- [Nominations & Declarations](#)

Proposal Description:

Nomination of the **Two Rivers Urban Park** consisting of Erf 15326; 16676; 24278; 24288; 24290; 24816; 26166; 26437; 26439; 26440; 26456; 26458; 28125; 28171; 28174; 151832; 26423-0-1; 160695; 160696; 148700; 118877

Expanded Motivation:

The TRUP includes two significant Rivers (Liesbeek & Black) that are historical rivers associated with the early Heritage of the Cape that sustained life since earliest times, since they flow throughout the year. The confluence of the rivers is a sacred ancestral First Nations Site and

the rest of the Cultural Landscape in the TRUP also has immense heritage significance in that it tracks thousands of years of precolonial history, sustaining human habitation at the gateway to the Cape Peninsula. The TRUP is the site of the only early practical crossing point, between and above the wetlands where the river banks are fairly flat, from Oude Molen in east to Varsche Drift in the west (at north of Malta Farm). This was a noted large settlement attacked by the Portuguese general d'Almeida in March 1510 when the Khoena defeated their attack. It was the site of the first Dutch colonial land capture in 1657 of ancestral common lands on the banks of the Liesbeek River, that included Mostert's land grab on east of Liesbeek which is the River Club Site under threat today. The first war between settlers and indigenous Khoena was in 1659 and gave way to a series of such wars. As such, the site is referred to as the First Frontier. For that reason, the site is slated to be included in the National Liberation Route, a series of sites that express the key aspects of the South African liberation experience, based on historical evidence of events and activities associated with the history of the struggle. Indeed, the frontier wars led to expulsion and near destruction of the Khoena People, who existed as a well-established successful sustainable nation prior to colonial intrusion. The Khoena are still needing restorative recognition and healing by recognizing their heritage and sacred bond with this heritage site. There has been extensive research by a number of heritage practitioners over the last 10 years who all agree that there is highly significant heritage associated with the site. Most recently, the Draft Heritage Impact Assessment for the Two Rivers Local Spatial Development Framework noted that " ... in many respects, the intangible heritage factors could be regarded as being of at least Grade II significance, probably of the highest order." This assessment is consistent with heritage indicators emerging from the Attwell baseline report. The various reports have since convinced Heritage Specialists IACom and HWC Council that TRUP is needs to be Protected as either Provincial Heritage Grade or higher. We are therefore applying for urgent grading of the TRUP, as phase 1.

Application Date:

Friday, July 30, 2021 - 16:30

Case ID:

16907

The allegations that "It is inexplicable that a heritage practitioner of Posthlethwayte's (sic) experience could mistake the application for heritage grading to SAHRA, which is still pending as having been "not supported by SAHRA" on the basis of confusing a Provisional Protection application for the River Club with an application for grading of the TRUP as a national heritage resource. This is a material misrepresentation to HWC" seems to imply wilful intent which is strongly disputed. A later discussion with SAHRA during the consultation process has somewhat clarified this.

The current investigation has been at the behest of HWC not the I&APs involved in the River Club application, although the decision is reflected as refused (this may in fact relate to the River Club nomination). In the circumstances of on-going investigation it is ambiguous and the SAHRA time frames to reach a conclusion are not clear. The Oude Molen HIA nonetheless acknowledges the potentially very high significance of the area.

Finally, information provided in the HIA with regard to First Nation aspirations is sourced both from a visioning workshop, historical work in the area and from direct consultation with the DCAS RLHR project managers in which the implications for the OM site were discussed. The documentation was circulated to them for comment although no comment was received.

This is all directly acknowledged in the HIA. In the opinion of these assessors, there is no negative impact upon these aspects nor the RLHR project.

The adequacy of the draft proposals in addressing the heritage related indicators

A number of changes were made to the initial preferred alternative (4a) as a result of comments made. Alternative 4b addressed further comments as follows:

- 1) The scale of the buildings at the interface with Maitland Garden Village has been detailed more; the buildings have been pulled back, and down by 8.5m; and a double row of trees planted along the road.
- 2) Some of the proposed residential buildings around the yellow/Superintendent's cottage in proximity to the homestead have been taken out to increase the curtilage and also allow more open space on the eastern side
- 3) Some of the residential blocks on the south side of the homestead have been removed to allow for a more extensive open space curtilage and possibly additional productive space.
- 4) The number of residential units in the F wards has been reduced and a school has been included.
- 5) The landscape plan has been amended to respond to the design changes and the landscape principles have been amended in terms of how the trees were evaluated.
- 6) More clarity has been provided as to what is assumed to be used for community/interpretive purposes.

The design team have determined not to make changes to the residential proposals for the western edge of the F Ward courtyards. In their view the courtyards are the back spaces to the F Wards, the front yards will be clearly reinstated, and the back-to-back condition with the proposed units separated by a pedestrian space. The existing and new buildings are similar in scale.

Comments from HWC have resulted in a final further Preferred Alternative 4c. The revisions dated October 2025 represent a demonstrable and more contextually responsive and landscape-led development structure, addressing the heritage (and visual) indicators as well as HWC/IACOM concerns. The expanded homestead curtilage, moderated building heights, and permeable edge interfaces collectively reinforce the heritage and visual integrity of the site within its context while achieving functional urban integration. These adjustments evidence commitment to design evolution through heritage dialogue and iterative refinement.

The redevelopment of Oude Molen presents a transformative opportunity to unlock the area's economic potential, create substantial socio-economic benefits, while preserving some of its cultural heritage.

Given the site's strategic location in the broader metropolitan area, together with the social and heritage imperatives for the site to play a significant role with respect to spatial justice and redress, it is proposed that a third of the residential opportunities provided on site be affordable (i.e. Social Housing and FLISP). Given the increasing limitations with respect to grant availability, it is necessary for the commercial and market residential land uses to cross-subsidise the affordable component, which requires a level of intensity of land use as demonstrated in the Conceptual Plan. Significant cross-subsidisation will also be required in order to provide for the restoration and ongoing maintenance of the heritage resources on the site.

The Conceptual Plan has therefore attempted to achieve an appropriate balance between responding sensitively to the identified heritage indicators while ensuring that the development opportunity is optimised so as to allow for meaningful redress through the provision of affordable housing within a high quality integrated development and the restoration of the Homestead precinct,

including expansion of its expression of intangible heritage of the site as a whole and in relation to the Two Rivers area.

18.4 HIA statutory public participation 2025 (V2)

HWC, in an email dated 30 July 2025, confirmed that advertising again in the newspapers; at libraries; and at Sub-Council 15 Offices would not be necessary, but that requests for comment be circulated to those on the I&AP list and an on site notice be provided.

Accordingly, this Response to the HWC Further Requirements report and updated HIA was advertised to said I&AP list in full, which list was extended by a further 40 contacts before and during the current process, bringing the total list of I&APs to 353. The documents were made publicly available on the Applicant's project webpage. Three on-site notices were placed: at the boundary with Maitland Garden Village, the main entrance to the Oude Molen village; and on the boundary fence in front of the swimming pool area. By the end of the advertising process, one on-site notice remained, at the entrance where presumably the security presence deterred vandalism. The redacted I&AP list, and proof of on site adverts are provided in Annexure K to the revised HIA.

18.4.1 Comments

A total of 88 individuals or organisations provided comment, in 112 responses (the latter included attachments and additional emails from the same individuals or organisations and have been grouped accordingly). A redacted list of those who responded is included in Annexure K to the revised HIA.

With the exception of responses provided by SAHRA, representatives of the Zulu Monarch, who also undertook a site visit; and representatives of Maitland Garden Village Residents Association,

comments were universally objections. By a substantial majority, the greatest proportion of comments were made by tenants and current users of the Oude Molen Eco-village in favour of retention of the current uses.

A meeting was held between the Applicant and their DCAS colleagues from the Resistance and Liberation Heritage Route project (RLHR). The conceptual site-specific RLHR project proposals for OMP were outlined and it was agreed to place the RLHR implementation and further stakeholder engagements on hold until OMP Development Framework and development rights have been through the relevant legislative processes. They were further given notice of the opportunity to formally comment as part of this Further Responses advertising process, but have not done so.

In respect of HWC Registered Conservation Bodies, the Observatory Civic Association provided comment; the Pinelands Ratepayers & Residents Association did not. No Councillors provided comment. The City of Cape Town Environment and Heritage Management (CCT E&HM) provided comment.

All comments are included in full in [Annexure K](#). All comments have been read. Responses to the comments have been prepared, but given the volume and extent of repetition across responses, it is not possible to effectively respond individually to each comment made. Instead, this report draws on a summary of the comments that are seen to be representative of the many views expressed and a consolidated response is provided. It is requested that the Committee read these comments in full.

Comments have been clustered and a consolidated summary²⁹ formulated as follows:

²⁹ With the part assistance of ChatGPT

OBJECTIONS

1. Objection to the Proposed Development

Across almost all submissions, there is clear opposition to the proposed redevelopment in its current form. Respondents argue that the scale, density, and intensity of development would cause irreversible harm to the site's heritage, environment, and community life, and the project should be halted, rejected, or fundamentally re-envisioned in consultation with the tenant community and other I&APs.

2. Procedural and Public Participation Failures

Concerns are raised about:

- Inadequate access to information and missing or unclear documentation
 - Short comment periods over the holiday season
 - Inadequate notification and engagement with affected communities
 - A perception that the development outcome was predetermined
 - Definition of heritage related objections
 - The HIA ignores the fact that the site is currently part of the area under consideration by SAHRA for Grade I status
-

3. Oude Molen as a Living Cultural Landscape

A central and recurring argument is that Oude Molen is not vacant or underutilised land, but a living cultural landscape, where heritage resides in:

- Open space, agricultural land, gardens, animals, and rivers
- Long-standing community use, stewardship, and daily practices
- Education, healing, farming, equestrian activities, care work, and small enterprises

Heritage is described as place-based and relational, not limited to historic buildings.

4. Failure to Properly Assess Living and Intangible Heritage

The Revised HIA is criticised for:

- Narrowly defining heritage in ways that exclude current communities and practices
 - Failing to assess intangible heritage such as social practices, Indigenous knowledge, education, therapy, and human-nature relationships
 - Ignoring UNESCO principles and South Africa's obligations under the NHRA regarding living and social heritage
 - heritage cannot be relocated or "offset" without being destroyed.
-

5. Failure to view TRUP as an Integrated Cultural Landscape

Oude Molen forms part of a multi-layered cultural and environmental landscape of national significance that includes Valkenberg, Maitland Garden Village, the Liesbeeck River, Hartleyvale and First Nations cultural routes. Assessing the site in isolation fragments this landscape and diminishes its meaning. The Revised HIA fails to adequately engage with these interconnections

6. Indigenous Heritage and Custodianship Ignored

Submissions from Indigenous representatives emphasise:

- The site's deep First Nation significance (Khoi / Khoisan ancestry)
- Rivers, wetlands, grazing land, ritual sites, and possible burial grounds as part of a continuous ancestral landscape
- Lack of free, prior and informed consent
- Ongoing colonial patterns of dispossession reproduced through redevelopment
- Recognition of the Goringhaicona Traditional Khoena Royal Kingdom as sole custodians of the site

This is framed as a failure of both heritage law and restorative justice.

7. Overdevelopment, Density, and Loss of Open Space

A significant concern is that the proposed density, height, and urban form are incompatible with:

- The site's semi-rural, low-intensity character
- Its heritage setting and sense of place
- Surrounding neighbourhoods and ecological systems
- Preserve key zones: stables and paddocks, equestrian routes, open fields; riverine zones and wetlands; communal healing and ceremony spaces; agro-ecology plots as non-negotiable heritage zones.
- If social housing and mixed-use are proposed, these should be sensitively designed with low-impact, ecologically sustainable footprints respecting open spaces, heritage zones and community practices. Clarification is also sought whether social housing is earmarked for the Eco-Village area or the area next to Pinelands Station outside of the Eco-Village. This will have important implications for continued displacement and spatial apartheid. Social housing in this location is a source of concern for many.

Respondents stress that open land itself is a heritage resource, not "residual space" for densification.

8. Environmental and Ecological Harm

Many submissions highlight that Oude Molen is:

- A critical urban green lung
- Part of the Two Rivers Urban Park and river-wetland system
- Habitat for protected and endangered species (including Western Leopard Toad)

The HIA is criticised for:

- Underestimating ecological sensitivity
 - Ignoring cumulative impacts
 - Proceeding without an integrated Environmental Impact Assessment
-

9. Social, Community, and Mental Health Impacts

The precinct is described as a functioning social ecosystem supporting:

- Schools, care facilities, therapy programmes, gardens, stables, NGOs, and micro-enterprises
- Mental health, education, youth development, and intergenerational learning

Redevelopment is seen as leading to displacement, loss of livelihoods, and erosion of social cohesion, particularly affecting vulnerable groups.

10. Failure to Consider Alternatives

Submissions consistently note that:

- Only one development scenario was meaningfully assessed
- Lower-density, conservation-led, or community-based alternatives were not properly explored
- Earlier studies recommending low-intensity, park-like development were ignored

This is argued to be non-compliant with NHRA requirements. HIA should be strengthened through the inclusion of clear, comparative alternatives, such as:

- i. At least two or three distinct height and massing transition models.
 - ii. Alternative spatial layouts that protect key sightlines, courtyards and movement patterns.
 - iii. A heritage-led development option that explicitly retains and evolves the village-like cluster structure.
-

11. CCT E&HM considerations

- The proposed development allows for mixed use development which includes 1364 housing opportunities of which 34% are inclusionary units (Social and First Home Finance & Subsidy Assistance - apartments and row houses); approximately 18 981m² GLA offices ; 3 379m² GLA retail and an Interpretive Centre of approximately 788m² GLA. The above figures are as per the initial preferred development

proposal – no updated figures have been provided as a result of the final revised Consolidated Precinct Plan (Alternative 4C) and it is not clear to what extent the reduced heights and layout changes have resulted in decreased bulk, if at all.

- This plan should be accurate and comprehensive enough both to inform the assessment of the proposal and to ensure that the correct approvals guide more detailed later submissions. An updated Precinct Plan is therefore required, consisting of the following information:
 - 1) Graphic differentiation between existing (retained) and new buildings;
 - 2) An accurate and clear differentiation between (a) existing trees to be retained and (b) new trees. The existing colour-coded 'tree legend' is misleading as it indicates existing trees within potential built footprints. The inclusion of a tree legend of which only some information is shown does not make sense.
 - 3) Indication of public / landscaped open areas and private (restricted) areas;
 - 4) Existing building height or a maximum height for the various building envelopes as proposed (consistently indicated as meters above existing ground level or similar);
 - 5) Unrestricted public access and semi-public access in terms of pedestrian circulation routes.
 - 6) A legend should be included denoting all of the above.
- The HIA states that the height of future buildings directly along the MGV edge have been lowered to a maximum of two storeys. The Precinct Plan however indicates this area as 'Max 2 to 3 Storeys/12m max'. Spatial provisions should be consistently indicated. The colour bands of the height map (Figure 163) are unclear with respect to the differentiation between the 25m and 20m categories. Again, this needs to be clear to ensure correct future approvals.

- E&HM's previous comment regarding the units edging the retained superintendent's house and the backdrop immediately adjacent to the homestead complex have been addressed to a degree. The following remains relevant:
 - The setting of the retained F-shaped wards could be improved by omitting the row of units immediately to its west. These units will create a negative 'back-of 'house' edge to the retained wards. Moreover, it represents a measure of insensitive infilling which also greatly impacts on existing mature trees and the sense of place currently associated with the central avenue.
 - The enlarged food garden to the rear of the Homestead has no positive/ active built edges facing onto it.
- Future detailed plans will not be able to address the loss of trees if the built footprint established in the Precinct Plan does not allow for this. If the identified trees for retention is an indicator, then the concept design should appropriately be informed by this at the earliest stage.

12. Recommendations to Authorities

Objectors commonly request that authorities:

- Reject or set aside the Revised HIA
- Require new, independent heritage and environmental assessments (including living and cultural landscape studies)
- Formally recognise OMEVTA (and associated community practitioners) as a living heritage community granting them heritage-custody status, voice in decision making and rights to stewardship, access, spatial justice and protection.
- Formally recognise the Goringhaicona Traditional Khoena Royal Kingdom as custodians of the site.
- Protect Oude Molen as a public-benefit, low-density cultural–natural landscape.
- Reopen a transparent, inclusive participation process. development and living heritage can co-exist but only if

community-led heritage stewardship, participatory design and inter-generational continuity are prioritised.

- Ensure that heritage meaningfully shapes development, rather than being subordinated to it

Overall Position

Taken together, the submissions present a generally consistent position: The Revised HIA is procedurally flawed and substantively inadequate, and the proposed redevelopment would irreversibly damage a rare living heritage landscape of high cultural, ecological, social, and historical value. Respondents urge a shift toward conservation-led, people-centred, and landscape-based planning for Oude Molen.

CONDITIONAL SUPPORT

Three letters of conditional support were received from

- SAHRA
- KwaZulu-Natal Co-operative Governance and Traditional Affairs (COGTA), on behalf of the Zulu Monarch, with the input of the KwaZulu-Natal Amafa and Research Institute which is the provincial heritage resources authority (PHRA) for KwaZulu Natal; and
- Maitland Garden Village Residents Association (MGVRA)

These comments are included more fully since they are the first substantive comments made by these I&APs

SAHRA:

- The revised HIA presents a more balanced and inclusive proposal, with reduced massing, improved recognition of primary heritage resources and their surrounds, preserved visual connections, softened edges, and measures to retain living heritage and cultural practices.
- SAHRA further recommends the development of appropriate conservation and disaster risk planning documentation, together with interpretation signage to communicate the site's significance and strengthen linkages to the wider context, ensuring the safeguarding and meaningful appreciation of the identified resources.

COGTA:

- confirm that on 15 November 2021, a letter was submitted to the WC government from Prince Mangosuthu Buthelezi, Traditional Prime Minister to the Zulu Monarch and Nation, noting WC government interest in developing the Oude Molen precinct and declaring the importance of preserving the Zulu nation heritage through this process.
- The KZN Government, through its entity, the KZN Amafa and Research Institute, has already identified Isandlwana and

other key sites associated with King Cetshwayo and the Anglo-Zulu War, as potential sites that are worthy of being considered as grade I in terms of section 24(1)(e) of the NHRA. It will be fitting if Oude Molen could be re-assessed to establish its true heritage significance to the nation.

- The Draft report and its annexures offer a deep and thorough insight into the historical use and significance of the site, and as a result note its layered history of heritage matters – in summary the First Nation use and events, the Zulu Nation link through the Zulu Monarch stay at the Homestead, and the use as a medical race based facility, Valkenberg.
- It appears that there is little documentation about the stay of the Zulu Monarch and in the development of the Memorial Nature of the site more research will be required to give a fuller picture of the King's time at the site.
- However, what may also require more emphasis is the Resistance Heritage aspect that the site offers. Without degrading the struggles and losses of the First Nation people in this area of the country, the holding of the Zulu Monarch at Oude Molen opens up the opportunity to expand the current narrative of resistance in the South African historiography.
- This would mean making much more explicit links between the OMP colonial period and the province of KZN and wider. This historical angle has not yet been adequately explored through this OMP assessment and it does offer the opportunity to create a much deeper and wider narrative about the enduring impact of colonialism on the shape of our current social, economic, and political framework. It offers opportunities to elevate more Heroes, make wider geographical links in South Africa to other Heritage routes and activities, and to links outside of South Africa with Britain, amongst others. This may then also impact the design as it may require that the public facilities allow for a range of cultural activities, which have not necessarily been set out

yet, as well as possible types of facilities for accommodation etc.

- We also acknowledge that the wider precinct has a multi layered history and would want to use this development process to explore relationships and engage in social cohesion activities that build relationships between many national and international parties towards nation building of the precinct and the key heritage sites.
- It is proposed that proposals for the mixed used development must clearly demonstrate heritage design indicators that explicitly show respect of the multi-layer history and the intangible heritage that the site present. If this is well articulated it will be in line with the broader government's strategic goals of social inclusion, reconciliation and non-racialism.
- As the report states though, much more consultation and engagement is required in the development of a Conservation Management Plan. It is not clear though if this is the relevant plan that can ensure building up a cohesive group of stakeholders that can support the long term development of the OMP. The Stakeholder identification and engagement plan for the CMP is critical and KZN stakeholders need to be included on a much more pro-active basis in the development of the CMP.
- The revised design of the site with regards the key heritage areas is acknowledged, in that it does widen the open space around the key heritage significant buildings, and also creates linkages and potential flow between these spaces. This is important as it allows for the undertaking of possible indoor and outdoor heritage commemoration activities within the precinct, that is in line with the government policy framework of memorialisation.
- It is suggested this may include a reconsideration of the immediate surrounding mixed use development, outside of the defined heritage public area, as it will need to support the

actual heritage activity usages. E.g. accommodation for tourist, social activities and types of retail for tourists as well as encouraging the site to be an area of general day to day attraction. Ultimately, this approach would be offering a developer a more sustainable economic relationship between mixed use development and the Heritage uses.

- The draft report does acknowledge the excellent location of the site and its links to the wider area within the TRUP precinct. Lessons from the River Club project should be explored so that both the histories of the First Nations and Zulu Kingdom could be efficiently accommodated.
- A key consideration is whether the site is a simple heritage site for occasional interested tourists or if it is a site that should be marketed in the same realm as Robben Island, the Harbour etc. Currently the design, while still tentative seems to be more focussed on mixed residential types rather than on mixed retail/ economic use. The concern is whether this would detract or inhibit the opportunity for creating a space that visitors and residents may want to visit with or without a strong interest in the Heritage aspects. Due to its central and accessible location, along with the promotion of its Heritage importance, offers a higher end economic opportunity in the site which should not be impeded by its current approach to an Eco village concept.
- Conclusion:
 - KZN Government and His Majesty King Misuzulu ka Zwelithini be registered as Interested and Affected Parties.
 - Where a decision is to be made His Majesty King Misuzulu ka Zwelithini be notified in terms of section 10(2) of the NHRA.
 - The KZN Government requests to be engaged further during the restoration and the development of the heritage sites, as well as the wider related precinct development in its planning stages.

- In this regard we confirm and support the recommendation for the development of the Conservation Management Plan, and that we be included as an active stakeholder.
- Further engagements must happen between HWC, Amafa and SAHRA concerning the assessment of the homestead and its restoration, as well as the potential that it be graded as a National Heritage Site.
- Engagements should include actively facilitating the interprovincial cultural heritage promotion through the Cradle of Human Culture and the Resistance and Liberation Heritage Route that is being spearheaded by the National Heritage Council.
- The Precinct Conservation / Heritage plans should be linked to the life and journey of His Majesty King Cetshwayo incorporating events beyond the province of Western Cape, including International - from his palace at Ondini, the battle of Isandlwana, the destruction of Ondini, the Kings incarceration , the incident at Port Durnford where he boarded a boat to the Cape Colony and his movement from Castle to Oude Molen, his meeting with the British Prince's and his journey to Britain where he met the Queen.
- The development of a museum with archives and historical material to be explored.
- A fuller unpacking of the relevant heritage type activities that give rise to the heritage indicators of the site, with regards to the links to the Zulu monarchy and KZN history of colonialism, will also better inform the detailed designs and possibly even the TOR in the call for developers in and around the core sites.
- There is a need to identify in the earliest stages that any proposal in the area should highlight how it intends to commemorate the existing heritage resources and intangible heritage for posterity. The concept of a dedicated heritage institution within the precinct

development should be deeply explored and possibly be made a prerequisite.

- Mixed use development needs to ensure it creates the OMP as a place to gather for a variety of social and economic uses, leveraging off the heritage vision, but also to enhance and enable sustainable use and maintenance of the Heritage aspects. As examples: development of Infrastructure with cultural, business and lifestyle activities to augment the Heritage sites (homestead and surrounds), including a possible cultural village as part of performing of specific rituals by the Royal Family and those entrusted with that responsibility; and development of accommodation facilities, including Lifestyle centre with restaurants, Curio shops, office space etc to support various economic type activities.
- We do look forward to an active and constructive working relationship and commit to support the Western Cape government to the sustainable development of this important Heritage site and wider precinct.

MGVRA

- The redevelopment of Oude Molen presents a unique opportunity not only to celebrate heritage but also to address long-standing housing needs in a way that embodies restorative justice
- Maitland Garden Village is historically significant as one of Cape Town's oldest planned working-class communities, with deep cultural and social roots.
- Its proximity to the TRUP and Oude Molen Precinct places it at the heart of current debates about spatial justice, heritage recognition, and inclusive development.
- The community continues to face challenges of overcrowding, limited housing stock, and generational displacement, which directly impact its ability to sustain its living heritage.

- Housing in MGV is not only a socio-economic issue but also a heritage concern: the preservation of community identity depends on secure tenure and adequate living conditions.
- The NHRA's emphasis on intangible and living heritage underscores that safeguarding heritage must include protecting communities from forced displacement and ensuring continuity of cultural practices. Addressing housing shortages in MGV aligns with the principles of Restorative Justice and Restitution, as highlighted in the HIA, by breaking spatial barriers of apartheid and integrating historically marginalised communities into viable, sustainable developments.
- Any development proposals for Oude Molen must explicitly consider the housing needs of MGV residents, ensuring that interfaces between the precinct and the village are not exclusionary. Opportunities for incremental housing provision, social housing units, and cross-subsidised residential development should be explored as part of the Special Projects Directorate's mandate. Spatial integration should prioritise permeability between MGV and the TRUP landscape, avoiding fenced-off developments that reinforce historical divisions.
- Conclusions
 - Establish a joint planning forum with MGV residents, heritage practitioners, and government representatives to co-design housing solutions.
 - Prioritise affordable housing allocations within the Oude Molen Precinct development framework, with clear mechanisms for MGV residents to benefit.
 - Incorporate memorialisation and naming strategies that recognise MGV's heritage while addressing contemporary housing needs.
 - Ensure that housing interventions are sustainable, linked to public transport, green spaces, and community facilities, thereby reinforcing both heritage and quality of life.

18.4.2 Responses to Comments

The Oude Molen tenants and users are clearly the most impacted by the proposals; and are the primary objectors.

It is noted that many of the objections raised were also raised previously in the 2024 advertising process. These will, in the main, not be further responded to and reference should be made to Section 18 of the HIA and to the Comments and Response Report attached in Annexure J, dated March 2025.

1. Procedural and Public Participation Failures

A number of the concerns raised about missing or unclear documentation related to the initial advertising process, have been previously responded to in the HIA and discussed at IACOM and will not be dealt with further.

The commenting period followed standard process. The requests for an extension of time were considered and responded to as follows: *Most of the documents released for viewing and comment as part of the Revised HIA process have been part of the process and public domain since the release of the draft HIA, September 2024 and the Final HIA March 2025. We recommend that you consider the 'Response to HWC IACOM Further Requirements' document that provides responses to the IACOM request for further requirements and any changes that may have been made in the Revised HIA; the refined Precinct Plan, and Landscape Plan to aid the review of the information/reports by focusing on the main reports related to revisions to be commented on and for HWC IACOM consideration and decision. As such, the request for extension of time was not granted.*

The extent of public participation process has already been outlined in the HIA as part of the initial public participation process, the case argued and will not be dealt with further. On-going requests for co-

design and more participation have also been responded to previously. To summarise: The request for co-design has also been an on-going request in this area. This was a process undertaken by the CCT in the very early processes associated with the TRUP Contextual Framework, but, to our knowledge, has never been repeated. Given the attractiveness of inner City urban land for a range of potentially competing interests, a key problem with a "co-design" process would be to reach agreement on which I&APs to include, and what weight to assign to each stakeholder in the process. Deadlock-breaking mechanisms would need to be agreed. The likelihood of a successful "co-design" process with consensus outcomes is questionable. Instead, it could well become an even lengthier, more expensive and potentially fruitless process.

The comments made by the tenants association and individuals have been premised on a number of fundamental statements that:

- "We are not merely tenants - we are custodians of living heritage to public land";
- That they "have been systematically excluded, dismissed or misrepresented in the revised HIA"; and that
- "Lease insecurity is repeatedly invoked in the Revised HIA to undermine the legitimacy of living heritage, yet it is never assessed as a heritage impact. Short-term leases generate cultural anxiety, operational instability and constant risk of displacement. They also create the perception of an inevitable redevelopment outcome, which in turn erodes heritage transmission. This condition is described as tenant anxiety, despite being material to the sustainability of living heritage."
- "In effect, the lease system itself becomes a threat to heritage continuity".

It should however be noted that the tenants of Oude Molen have long been aware of the process to consider development of the site and have been engaged with variously, directly and indirectly,

individually and as a group. It is worth reiterating the initial HIA response to these issues:

Given the differing interests at play, particularly those of the site tenants, and those of the site custodian, the Western Cape Government, the latter which is required to be fiscally responsible, utilise its resources wisely and for the benefit of the broader community of Cape Town, it is unlikely that any process will achieve an equally satisfactory outcome for all.

The Department has been actively engaging with the tenants for many years on the conditions of their tenancy, and it has also been made clear, for some time, that the site will undergo a process to obtain development rights.

Regarding concerns about the future of the leaseholders, this HIA and Development Framework planning process is to secure development rights not to assign end users. The relevant lease agreement entered between DOI and legal tenants regulates the process regarding the current use of the site. The current process will not address implementation and end users; this is a separate process.

Nonetheless, given the extent of concern expressed by objectors in this regard, it is worth placing this issue in perspective. Valkenberg Hospital began consolidation of its operations on the Valkenberg west campus in the early 1990's. After the Oude Molen site was vacated, the property was subject to land invasion and vandalization. This continued unabated during the late 1990's and early 2000's with many of the buildings on site being completely vandalised and some even destroyed.

At the same time, people began to illegally occupy land and buildings on the property. Some of the occupants pursued a more formal arrangement with the custodian (the Provincial Government)

and various agreements were put into place with some of the occupants.

This semi formal and fluid arrangement existed for some years and not all occupants were part of the arrangement. A management company was appointed to regularise the occupation as far as practically possible. In 2022, the management company sought to bring all tenancies onto a single standard lease, and to date all legal occupants on the site are now on this lease. These are all 3 year leases with an option for renewal. The lease agreements include termination conditions in the event the Department secures development rights and proceeds with development.

With regard to legitimacy of tenure and expectations:

The legal occupants on site have a real right in terms of the lease agreement provisions. Any other occupant or user of the site has no right to tenure.

The current legal occupants are not being "evicted" as part of this heritage and upcoming land use process. The heritage process is establishing the possibility of redevelopment of the property in the context of its historical attributes while the land use exercise in its conclusion will frame the parameters within which future redevelopment of the site can occur.

The proposed future development does not preclude the incorporation of existing uses on site into the redevelopment, but nor does it guarantee inclusion of any users/entities/legal tenant currently on site. The current existence on and use of the site is regulated by the lease agreements entered into and in accordance with its prescripts as it relates to the existence and use of the site and buildings. Inclusion or otherwise in future development will be driven by landowner instruction, compatibility with the vision and design proposal and the financial feasibility of the project.

The tenants are an Interested and Affected Party; they do not have escalated status when engaging on the future development.

Objectors note that the Revised HIA omits or minimises the ongoing Provincial and National Heritage applications. "This creates an unlawful separation between development and heritage processes. The NHRA requires alignment between heritage grading, heritage assessment and land-use decision-making. Allowing development processes to proceed in parallel or to eclipse heritage processes, undermines statutory intent and prejudices outcomes."

This has already been responded to in the initial public participation process. The revised HIA has been further corrected where necessary. However, as has already been stated, each application must, by law, be individually considered under its own recognisances. The Oude Molen HIA nonetheless acknowledges the potentially very high significance of the area and proposes grading in terms of assessed significances within the site and contextual context and makes related recommendations to be considered by HWC and further explored at detailed planning stages to follow. SAHRA supports the revised HIA.

The process by which the proposed development of the Oude Molen site has and will be subject to, and which is articulated clearly in the HIA, is legally sound, standard practice, and contains integrated inputs and assessments from all specialist disciplines on the project. The project team continue to believe that the process is more than adequate in respect of obtaining the comment of as many I&APs as possible. There will be further opportunity for comments to be made within the legislated planning / land use process underway and planned.

In respect of the query regarding the definition of heritage based objections it is noted that HWC's template for advertising specifies that objections or comments that are not made on heritage grounds

will not be considered. This responds to Section 5(1)(d) of the NHRA which states that heritage resources management must guard against the use of heritage for sectarian purposes or political gain. The legitimate agenda must be the promotion of heritage. I&APs should not raise planning issues or use heritage as an avenue to ventilate objections based on the scale or density of the proposal. These would include also traffic and service considerations; crime concerns; concerns about low income or social housing; impacts upon attractive streetscapes or environments etc. The opportunity for raising these matters will be within the legislated planning/land use process. However, the continued assessments undertaken to date include input from various specialist disciplines to ensure an integrated development plan and assessment of and responding to heritage

2. Oude Molen as a Living Cultural Landscape

The central argument made by the current tenant and user objectors is that the daily practices of the tenant community represent living heritage and that the analysis of Living Heritage in the HIA is both narrowly defined in ways that exclude the current community and practices and misrepresents the UNESCO principles in this regard.

There is clearly a fundamental and irreconcilable difference of opinion between the objectors and the heritage practitioners on this project and we can only re-state our position in this regard. The understanding presented in this and the HIA and associated specialist reports recognise contemporary practices of living heritage but continues to hold that the current practices/businesses of most (not all) of the Oude Molen tenants, whilst representing the values of a particular sector of Cape Town society (particularly those who subscribe to Steiner or similar principles of life style and learning), is very small and largely niche oriented. This does not preclude an understanding that these operations are important to the businesses or residents themselves, and their users. Only that it is not valid, with

one exception, to claim the protection of heritage in order to promote personal interests, however legitimate in their own right.

Given this difference of opinion, many of the subsequent points of objection, which are based on the premise that the current tenant activities constitute living heritage, and must be retained in toto, can only be assessed in their own terms and in the context of alternative views provided in this HIA.

3. Indigenous Heritage and Custodianship Ignored

Far from being ignored, indigenous heritage is explicitly recognised and opportunity provided for expressions of this and more directed processes of engagement. However, equally it is noted that there are other significant heritage-based claims to the site, most notably including KwaZulu-Natal Cooperative Governance and Traditional Affairs (COGTA), on behalf of the Zulu Monarch.

The claim that the way in which the location of the OMV within TRUP and the grading of TRUP for Grade I heritage status is handled is wholly inadequate is disputed. There is clearly a difference of opinion, but the matter has been very extensively explored and articulated.

There is a claim that the HIA ignores the fact that the Tussen die Riviere concept is integral to OMV, not something separate. It is further noted that the "Tussen die Riviere study" was not provided to I&IAPs but that it frames the entire Two Rivers Urban Park as a park, not as a development area with park-like aspects. The HIA misquotes the report.

This is disputed. There have been direct discussions with DCAS in this regard, but this assessor is not in a position to release embargoed documents, although they have been viewed. The HIA states that "it is understood that this will take the form of an extended urban 'park', utilising the riverine landscape and associated available public spaces to connect the landscape and facilitate a consistent public

experience which documents, commemorates and educates users about the history and the role of indigenous people towards the resistance and liberation".

The Tussen die Riviere culture park project is designed to rectify the omission of the Khoi-San from the national narrative; it is recognised that the site is in an urban environment and is well serviced with infrastructure and close proximity to potential visitor markets and presents an important opportunity to display and memorialise cultural confluences by focusing on all of the groups in the present.

This is discussed and incorporated into the HIA heritage design indicators section 12, subsection 1.2.

It is the view of this assessor that it is neither legally permissible nor appropriate within the framework of this HIA to engage with issues of alternative (and competing) custodianship or land restitution.

4. Overdevelopment, Density, and Loss of Open Space

It is acknowledged that the proposed density, height, and urban form of development represent a significant change from the status quo. However, the assessment concludes that Oude Molen is not open land and that the impacts can be sufficiently managed to minimise impacts upon heritage resources, tangible and intangible. Moreover, the project presents the opportunity to fund the very considerable costs in restoring, repurposing and exploring the heritage values of the site and in relation to the broader Two Rivers context.

Many of the concerns expressed about the density; and location of social housing are not motivated on heritage grounds. The indicative location of affordable housing is included on Figure 165 of this report. It is within the Oude Molen site.

5. Environmental and Ecological Harm

It is acknowledged that Oude Molen is adjacent to a system of open riverine spaces and a river-wetland system. However the requirement for an Environmental Impact Assessment is disputed.

This has previously been responded to and will not be responded to further, save to restate that The Oude Molen site comprises the built area adjacent to Alexandra Road. It does not include the wider open space between the erf boundary and the Black River which is zoned open space and owned by the City of Cape Town. The site is not a declared conservation area, and it is within a built urban context. There are no NEMA triggers and sensitivities on Oude Molen as confirmed by the Department of Environmental Affairs and Development Planning in 2022.

The site has been transformed and therefore no endangered vegetation species are found on-site. Nonetheless, development proposals must and do consider the interface between Oude Molen and the Black River Corridor to mitigate any potential negative impacts; and appropriate open spaces will be included in the redevelopment portions of the Oude Molen site. Policy and legislative prescripts will be adhered to; and mitigation measures will be proposed, where appropriate and applicable.

6. Social, Community, and Mental Health Impacts

The comments made by many current tenant and user objectors have provided a very clear and human understanding of the importance of the businesses, social and community facilities and users of the site. The personal views and community and user views expand upon the baseline information included in the social impact assessment.

These are acknowledged, and that redevelopment may lead to displacement, loss of livelihoods, and erosion of social cohesion, particularly affecting some vulnerable individuals is also

acknowledged. However, reference is made again to the view of this assessor that these do not legitimately fall within the purview of heritage management and protection; and that the longer term retention of tenants is in any event not expressly or implicitly precluded by the broad development concept but will be a matter for negotiation with the land owner at the appropriate time.

7. Failure to Consider Alternatives

The process of considering redevelopment of the Oude Molen site has been on-going for many years with public engagement to varying degrees. Since 2021, there have been at least 5 development concept revisions, most of which were subject to extensive feasibility exercises. One of these alternatives did include a low density development scenario (largely retaining the status quo) but was assessed as providing very low yields and did not capitalise on the inherent opportunities of site nor the public service responsibilities of the owner. Another included a higher density scenario which was considered to insufficiently accommodate the heritage considerations. These are outlined in Section 13.2 of this report. The final proposed alternative is ultimately what can be supported by the land owner, taking into consideration competing interests and many other relevant factors including but not limited to heritage; and, importantly, feasibility and public sector objectives.

In brief, the low density scenario (outlined in the HIA) included as follows:

Scenario 1: Limited development footprint / envelope

Scenario 1 Description: "Productive Farm Village"

- o Rezone to MU1 (FAR = 1,5 / Coverage = 75% / Height = 15m)
- o Status quo to remain, but better maintained and managed by the land custodian.
- o No new infill development
- o Refurbishment and Re-use of most current buildings (where feasible)

- o Restoration of key heritage buildings, incl. Homestead and Community Hall
- o Current access and internal infrastructure to remain
- o Rezoning from "utility" to "MU1", but with no additional building envelope rights
- o Structuring of a PPP and linked tenants associations to manage the activities and sustainability of the precinct.
- o Market related tenancies-agreements need to be put in place.
- o Focus on upgrading and maintaining the natural landscape, productive landscapes, and facilitate access to existing facilities and green recreation activities for the wider community.

Ultimately, whilst there were some obvious benefits, particularly to the resident community and open space qualities, the option was not preferred. Predominantly, only the current users of the OMP would remain beneficiaries of the facilities. The lack of additional development rights on the site makes for a financially strained neighbourhood, that, even with market related leases, will most likely not be able to support non-profitmaking public facilities, memorialisation opportunities and the rehabilitation of the buildings of heritage significance into the future. Without significant additional development on the site, this proposal also does not adequately address the urgent public demand for well-located housing and job opportunities.

8. CCT E&HM considerations

The current LUM application is in the process of being revised in response to requests from internal City departments for additional information. Part of this revision involves an amendment of the application to seek approval for a Development Framework with a basket of rights, rather than a more detailed Precinct Plan (as defined within the Development Management Scheme) as was originally the intention. This will allow the developer who will actually deliver the development in due course to determine the necessary detail to seek approval for subsequent plans in the hierarchy as allowed for in the

package of plans process in terms of the DMS, based on the Development Framework once approved. Subsequent land use processes and related approvals will guide the detailed plan process to follow at implementation stage. It will determine how the basket of rights is distributed physically across the site subject to detailed design. The basket of rights therefore represents a maximum development quantum and is thus not affected by changes in the plan for which approval is sought from HWC.

The detailed queries or concerns expressed by E&HM will more appropriately be addressed at subsequent HWC and planning submissions of Precinct Plans and SDPs.

9. Zulu nation considerations

The comments made by COGTA are welcomed and the importance of preserving the Zulu Nation's heritage on this site is supported. Nothing in the proposals as they stand preclude any of the suggestions including, for example, further research into the role of the Zulu Nation, tourism accommodation and associated facilities.

Reference is made to the potential for the Conservation Management Plan as a potential vehicle to enable this aspect of the site re-development. Whilst there will be overlap with the recommended Homestead Conservation Management Plan it is agreed that the realisation of the cultural core concept requires active project management as part of the further planning stages of implementation. The heritage indicators and mitigations have been further expanded in this regard

10. MGVRA

The MGVRA position on addressing long-standing housing needs in a way that embodies restorative justice is supported in the HIA, and particular nature of and problems of over-crowding in MGV acknowledged. The development of Oude Molen does present, in principle, an opportunity to address these issues. However, at this

stage, the proposal cannot address details of ultimate beneficiaries of the proposed affordable housing element (social or FLISP/FHF housing), nor any of the private apartment/town-house alternatives.

Consideration of these matters at implementation stage is included as a mitigation recommendation for future consultation when assessing criteria/beneficiaries as part of the housing beneficiary processes.

19 Recommendations

It is recommended that Heritage Western Cape:

- Endorses this report as having met the requirements of Section 38(3) of the NHRA;
- In terms of Section 38(4) of the NHRA supports the Development Framework, draft Precinct Plan and Urban Design Guidelines, and proposed preferred alternative development 4c described in Annexure H of this report. This is to be subject to the on-going application of the heritage indicators included in Section 12 of this report and mitigation measures included in Section 17 of this report and on the understanding that refinement of areas of heritage concern will be undertaken and resolved appropriately at subsequent design levels. All proposed mitigation measures must be appropriately included in any further planning and design documentation that follows this phase of approvals (e.g.: Precinct Plan/s, SDP and Building Plan stages). These should be submitted to HWC for confirmation of conformity with indicators and mitigations proposed, and Draft Precinct Plan and UDG, appropriate to the level of detail of the planning phase.
- Approves the demolition of the buildings older than 60 years identified in Figure 183 in this report.
- The archaeological indicators should be considered during design development phase of this project going forward; of particular importance are the following considerations:

- The very high archaeological sensitivity of the likely site of the mill ruin should be considered a no-go area for any development going forward;
- Test trenching in the area of the mill should be undertaken to test for the presence of the mill.
 - o This should be undertaken in terms of a work plan to be prepared for approval by HWC.
 - o The trenching should be undertaken prior to the next phase of design development such that the outcomes of this work can inform the design process going forward.

Additional References

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City of Cape Town Table Bay District Plan (2023).

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ROOT Arch (2024-02-26) Oude Molen Homestead Plans & Emergency Repairs

Samuel R et al: What is Social History? A collection in History Today Volume 35 Issue 3 March 1985

Swartz S (2008): Colonial lunatic asylum archives: challenges to historiography in online version of Kronos vol.34 n.1 Cape Town Nov. 2008

Thorold Architects (Nov 2023): Section 34 application to Repair & Refurbish the historical Homestead Oude Molen Alexandra Road, Pinelands, Cape Town Erf 26439

Winkler T (2014): Linking Spatial Planning and Land Use Management in the City of Cape Town: The Case of the Package of Plans <https://www.researchgate.net/publication/264051419>

Winter S, Baumann N & Wilson W (Sept 2022): Oude Molen Built Environment Baseline Study

ANNEXURE A: HWC Response to NID

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Our Ref: HM/CAPE TOWN METROPOLITAN/OUDE MOLEN VILLAGE/ERF 26437-R
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Ufa leMvel' iMkhosi Nohosi
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Heritage Western Cape

RESPONSE TO NOTIFICATION OF INTENT TO DEVELOP: HIA REQUIRED
In terms of Section 38(3) of the National Heritage Resources Act (Act 25 of 1999) and the Western Cape Provincial Gazette (G41, Notice 296 of 2002)

NOTIFICATION OF INTENT TO DEVELOP: PROPOSED REDEVELOPMENT ON ERF 26437-RE OUDE MOLEN VILLAGE CAPE TOWN, SUBMITTED IN TERMS OF SECTION 38(1) OF THE NATIONAL HERITAGE RESOURCES ACT (ACT 25 OF 1999)

CASE NUMBER: 2102261580330E

The matter above has reference:

Heritage Western Cape is in receipt of your application for the above matter received. This matter was discussed at the Heritage Officers Meeting held on 12 April 2021.

You are hereby notified that, since there is reason to believe that the proposed redevelopment on Erf 26437-RE Oude Molen Village, Cape Town will impact on heritage resources, HWC requires that a Heritage Impact Assessment (HIA) that satisfies the provisions of Section 38(3) of the NHRSA be submitted. Section 38(3) of the NHRSA provides:

- (3) The responsible heritage resources authority must specify the information to be provided in a report required in terms of subsection (2)(a): *Provided that the following must be included:*
 - (a) the identification and mapping of all heritage resources in the area affected;
 - (b) an assessment of the significance of such resources in terms of the heritage assessment criteria set out in section 6(2) or prescribed under section 7;
 - (c) an assessment of the impact of the development on such heritage resources;
 - (d) an evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development;
 - (e) the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources;
 - (f) if heritage resources will be adversely affected by the proposed development, the consideration of alternatives; and
 - (g) plans for mitigation of any adverse effects during and after the completion of the proposed development.

(Our emphasis)
The HIA must in addition have specific reference to the following:

- Archaeological Impact Assessment
- Visual Impact Assessment
- Social Impact Assessment
- Cultural Landscape study
- Built Environment study

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Our Ref: HM/CAPE TOWN METROPOLITAN/OUDE MOLEN VILLAGE/ERF 26437-R
Case No.: 2102261580330E
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Heritage Western Cape

The HIA must have an overall assessment of the impacts to heritage resources which are not limited to the specific studies referenced above.

The required HIA must have an integrated set of recommendations.

The comments of relevant registered conservation bodies, all Interested and Affected parties, and the relevant Municipality must be requested and included in the HIA where provided. Proof of these requests must be supplied.

Please note, should you require the HIA to be submitted as a Phased HIA, a written request must be submitted to HWC prior to submission. HWC reserves the right to determine whether a phased HIA is acceptable on a case-by-case basis.

If applicable, applicants are strongly advised to review and adhere to the time limits contained in the Standard Operational Procedure (SOP) between DEADP and HWC. The SOP can be found using the following link: <http://www.hwc.org.za/node/293>

Kindly take note of the HWC meeting dates and associated agenda closure date in order to ensure that comments are provided within a Reasonable time and that these times are factored into the project timeframe.

HWC reserves the right to request additional information as required. Should you have any further queries, please contact the official above and quote the case number.


Collette Schreinemeyer
Acting Chief Executive Officer



04 May 2021

www.westerncape.gov.za/eng

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ANNEXURE B1: Historical Background general

(included as a separate e-file)

ANNEXURE B2: Historical Background Mill and homestead

(included as a separate e-file)

ANNEXURE C: Social Impact Assessment

(separate e-file)

ANNEXURE D1: Visual Impact Assessment

(included as a separate e-file)

ANNEXURE D2: Tree & Shrub survey

(included as a separate e-file)

ANNEXURE E1: Built Environment Inventory sheet:

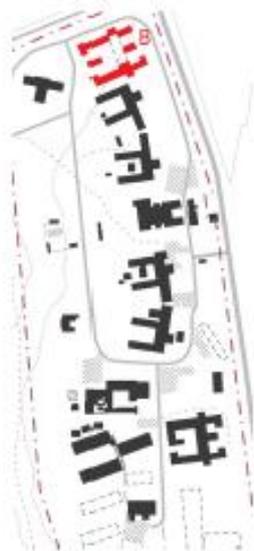
Source: extracts from Winter, Bauman & Wilson 2022

SITE SURVEY			
Name	Nurses Home (Block A)		
Location	Oude Molen Eco-Village – Unit A		
Construction Date	1919; with T-shape addition c1930s		
Architect/s	Possibly PWD architect JS Cleland		
Original Use	Nurses' residence; Clinic (1965-mid 1970s)		
Current Use	Backpackers' Lodge		
SITE DESCRIPTION			
Current Form	Modest, single story T-shaped building of plastered brick with pitched hipped slate roof and steel-frame windows. Located near the northern boundary of the OMP some distance from other built structures, positioned oblique and off alignment with other structures in the precinct.		
Major Alterations	Originally rectangular form with T-extension added 1930-1944		
Current Condition	General good condition interior and exterior, includes original interior features		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed IIC		
Heritage Values High-Medium-Low	Archaeological: Unknown	Architectural: M/L	Contextual: H
	Rarity: M	Representivity: M	Associational: M
	Socio-historical: M/L	Integrity: M	Intrinsic: M
Statement of Significance	The building contributes to the historic group of early 20 th C medical facilities. However as a standalone site it has less significance, being architecturally unremarkable, significantly altered from original, and isolated from core group.		
STATUS QUO			
Opportunities & Constraints	Is currently adaptively reused as a Backpackers' Lodge. Possible future use will require an upgrade of infrastructure, facilities and services within the building.		
Recommendations	An argument could be made for the demolition and replacement of this structure. However, if retained it should be included in a site-wide maintenance schedule which would also address issues of neglect. Any alterations should be made in accordance with conservation guidelines, and require approvals and a permit issued by HWC.		
REFERENCE	Cape Archives, Baumann, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020		



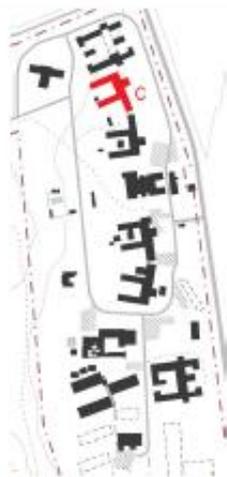
Nurses House (Wilson 2022)

SITE SURVEY			
Name	H-Ward (Block B)		
Location	Oude Molen Eco-Village – Unit B		
Construction Date	c1959		
Architect's	Unknown. Built to a similar plan as Valkenberg West H-blocks		
Original Use	Communal ward for black women; 1973 mixed gender ward for chronic cases		
Current Use	Family residential in intact portions		
SITE DESCRIPTION			
Current Form	H-shaped pavilion-style building; dormitory wards, day rooms, offices and bathrooms. Single storey, with fibre-cement or asbestos roof, steel windows, concrete floors.		
Major Alterations	Partial destruction by fire. Some accretions		
Current Condition	A large portion of the structure was destroyed by fire; the remainder is in poor to derelict condition.		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed NCW		
Heritage Values High-Medium-Low	Archaeological: -	Architectural: M	Contextual: M/H
	Rarity: ML	Representivity: M	Associational: M
	Socio-historical: M	Integrity: L	Intrinsic: L
Statement of Significance	Represents the mid-century revised attitudes to patient care. Open sided pavilions in the courtyards provide airflow and shade for patients. However, given its current condition, the cultural significance is much reduced.		
STATUS QUO			
Opportunities & Threats	This building has been considerably damaged by fire, ad-hoc alteration and informal habitation, and if left unattended to it will probably disintegrate. There is an opportunity to redevelop the site either through repair and rebuilding or through demolition and replacement.		
Recommendations	A deliberate action is required to improve the habitation quality of this building. While retention and renovation is possible, it is not required and the space could be utilised for medium scale residential/mixed-use development. Alterations or demolition are subject to HWC permit approval.		
REFERENCE			
	Cape Archives, Baumann, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020		



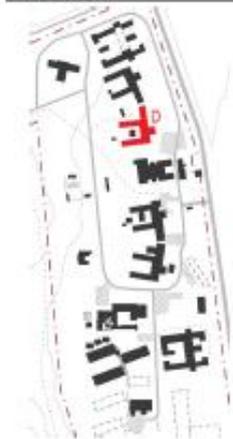
Unit B (Wilson 2022)

SITE SURVEY			
Name	F-Ward (Block C)		
Location	Oude Molen Eco Village – C		
Construction Date	1917		
Architect/s	P Eagle (TBC)		
Original Use	"Female Ward P&Q", communal ward for black women; 1973: Post-admission ward for women		
Current Use	School; some residential occupation; portions vacant and unused		
SITE DESCRIPTION			
Current Form	One of 4 matched F-shaped, pavilion buildings, built as dormitory wards, day rooms, offices, single rooms and bathrooms. Two storey plastered brick structure with clay tile roof, wooden floors and steel-frame windows. Revival style buttresses and arched colonnades; feature columns at entrances. Internal timber screen room partitions. Courtyard gardens with river/valley views.		
Major Alterations	No substantial alterations		
Current Condition	Generally fair condition, but lack of regular maintenance is evident in roof leaks and other. Interior spaces have been fairly well maintained.		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade IIIb		
Heritage Values High-Medium-Low	Archaeological: -	Architectural: MH	Contextual: H
	Rarity: MH	Representivity: H	Associational: H
	Socio-historical: MH	Integrity: MH	Intrinsic: M
Statement of Significance	Historical significance as an example of segregation in medical treatment as a purpose-built asylum for black people. Distinctive pavilion style and parkland setting resembles Valkenberg West wards. Racial separation of the two institutions enabled differentiation in treatment. Contributes to character of the precinct and the crescent shaped grouping with mirrored, matched neighbour.		
STATUS QUO			
Opportunities & Threats	Threat of incremental and inappropriate change through variety of uses or neglect. Possible future use may require an upgrade to access and circulation, facilities and services within the building.		
Recommendations	Place on a maintenance schedule. Repairs should be sensitive to the fabric and appropriate. Interventions for adaptive reuse should be minimally invasive to fabric and appearance. The exterior form should remain unaltered. Alterations are subject to HWC permit approval.		
REFERENCE			
Cape Archives, Beaumen, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020			

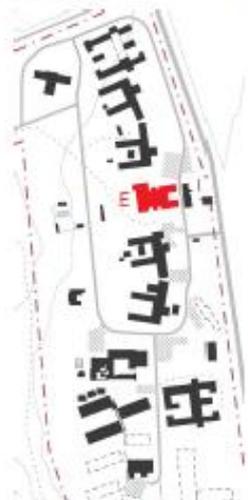


Unit C (Wilson 2022)

SITE SURVEY			
Name	F-Ward (Block D)		
Location	Oude Molen Eco Village – D		
Construction Date	1919		
Architect/s	P Eagle (TBC)		
Original Use	"Female Ward N&O" Communal ward for black women; 1973: Admissions ward for women		
Current Use	Workshops/studios for ceramic, fashion, engraving, photography; Residential		
SITE DESCRIPTION			
Current Form	One of 4 matched F-shaped, pavilion model buildings, built as dormitory wards, day rooms, offices, single rooms and bathrooms. Two storey plastered brick structure with clay tile roof, wooden floors and metal-frame windows. Revival style buttresses and arched colonnades since enclosed; decorative feature columns at entrance. Internal timber screen room partitions. Courtyard gardens with river/valley views.		
Major Alterations	Colonnade enclosed. Infill building in courtyard probably post 1992		
Current Condition	Generally good condition with a well-preserved, original interior. Lack of regular maintenance is evident.		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade IIIB		
Heritage Values	Archaeological: -	Architectural: MH	Contextual: H
High-Medium-Low	Rarity: MH	Representivity: H	Associational: H
	Socio-historical: MH	Integrity: M	Intrinsic: M
Statement of Significance	Historical significance as an example of segregation in medical treatment as a purpose-built asylum for black people. Distinctive pavilion style and parkland setting resembles Valkenberg West wards. Racial separation of the two institutions enabled differentiation in treatment. Contributes to character of the precinct and the crescent shaped grouping with mirrored, matched neighbour.		
STATUS QUO			
Opportunities & Threats	Threat of incremental an inappropriate change through variety of uses. Possible future use will require an upgrade of access and circulation, facilities and services within the building. Opportunity to reopen the courtyard space.		
Recommendations	Place on a maintenance schedule. Repairs should be sensitive to the fabric and appropriate. Interventions for adaptive reuse should be minimally invasive to fabric and appearance. The exterior form should remain unaltered aside from restoration to reinstate the colonnade. The courtyard building should be removed and consideration given to reopening the colonnade walkway.		
REFERENCE			
	Cape Archives, Baumann, Winter et al. 2003; Winter 2014; SVA & O Donoghue 2020		

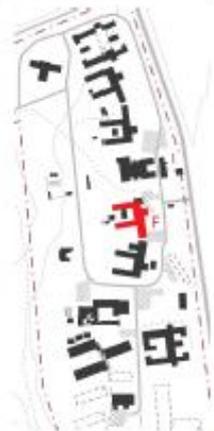


SITE SURVEY			
Name	Kitchen & Dining Hall Complex (Block E)		
Location	Oude Molen Eco Village – E		
Construction Date	1916 (dining Hall) 1917 (Kitchen block)		
Architect's	P Eagle (IBC)		
Original Use	Dining and recreation hall (multifunctional use); Kitchens		
Current Use	Multi-purpose hall, Catering kitchen		
SITE DESCRIPTION			
Current Form	Arts & Crafts architectural influences. Centrally located, 2 connected buildings in the middle of the site between the F-shaped ward buildings creates the axis for the symmetry of the site. Unique in context. Double volume plastered brick hall with clay tile roof, wooden floors and timber-frame windows, decorative timber trusses, clerestory windows and other ornamented elements. Attached single-storey U-shaped plastered brick kitchen with clay tile roof, wooden floors and timber-frame windows, dormer inset windows. East facing service courtyard with covered walkway.		
Major Alterations	Unknown		
Current Condition	Fair condition with well-preserved original features but lack of regular maintenance is evident.		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade IIIb		
Heritage Values High-Medium-Low	Archaeological: -	Architectural: MH	Contextual: H
	Rarity: H	Representivity: H	Associational: H
	Socio-historical: MH	Integrity: MH	Intrinsic: H
Statement of Significance	Significant as the central axis building in a carefully designed symmetrical group. Its communal-use function augments this importance. Attractive and decorative. From the west side of the hall, there is little interruption of the valley to Devils Peak vista, which is a characteristic of the precinct.		
STATUS QUO			
Opportunities & Threats	Threat of incremental and inappropriate change through poor use or neglect or inappropriate paintwork. The current communal hall use is appropriate.		
Recommendations	Place on a maintenance schedule. Repairs should be sensitive to the fabric and appropriate and the interior and exterior form and detail should not be altered. Alterations are subject to HWC permit approval.		
REFERENCE			
Cape Archives, Baumann, Winter et al. 2005; Winter 2014; SVA & O'Donoghue 2020			

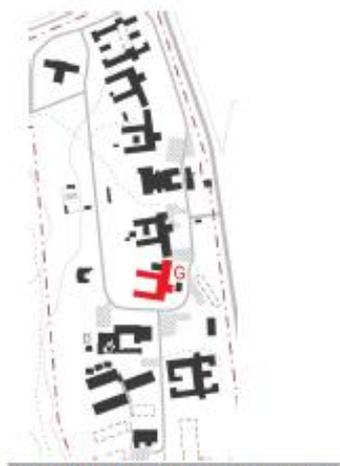


Kitchen/dining hall (Wilson 2002)

SITE SURVEY			
Name	F-Ward (Block F)		
Location	Oude Molen Eco Village – F		
Construction Date	1917		
Architect/s	P Eagle (TBC)		
Original Use	Communal ward for black men; 1973: Admissions ward for men, possibly with workshops		
Current Use	Prop rental facility and training facility		
SITE DESCRIPTION			
Current Form	One of 4 matched F-shaped, pavilion model buildings, built as dormitory wards, day rooms, offices, single rooms and bathrooms. Two storey plastered brick structure with clay tile roof, wooden floors and timber-frame windows. Open courtyard with colonnaded walkway. Unlike block C and D, windows are quality timber frame sash		
Major Alterations	Infill building in courtyard 1997; attached single storey corner shop		
Current Condition	Generally fair condition with a well-preserved, original interior. Lack of regular maintenance is evident.		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade IIIB		
Heritage Values High-Medium-Low	Archaeological: -	Architectural: MH	Contextual: H
	Rarity: MH	Representivity: H	Associational: H
	Socio-historical: MH	Integrity: M	Intrinsic: M
Statement of Significance	Historical significance as an example of segregation in medical treatment as a purpose-built asylum for black people. Distinctive pavilion style and parkland setting resembles Valkenberg West wards. Racial separation of the two institutions enabled differentiation in treatment. Contributes to character of the precinct and the crescent shaped grouping with mirrored, matched neighbour.		
STATUS QUO			
Opportunities & Threats	Threat of incremental an inappropriate change through variety of uses. Possible future use will require an upgrade of access and circulation, facilities and services within the building. Opportunity to reopen the courtyard.		
Recommendations	Place on a maintenance schedule. Repairs should be sensitive to the fabric and appropriate. Interventions for adaptive reuse should be minimally invasive to fabric and appearance. The exterior form should remain unaltered aside from restoration to reinstate the colonnade. The courtyard building, and free-standing building should be demolished and the courtyard reinstated. Alterations are subject to HWC permit approval.		
REFERENCE			
Cape Archives, Baumann, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020			



SITE SURVEY			
Name	F-Ward (Block G)		
Location	Oude Molen Eco Village – G		
Construction Date	1917		
Architect/s	P Eagle (TBC)		
Original Use	Communal ward for black men; 1973: Post-admission ward for men		
Current Use	Business retail, backpackers lodge, workshops		
SITE DESCRIPTION			
Current Form	One of 4 matched F-shaped, pavilion model buildings, built as dormitory wards, day rooms, offices, single rooms and bathrooms. Two storey plastered brick structure with clay tile roof, wooden floors and timber-frame sash windows. Open courtyard with colonnaded walkway, and unlike the other block, this has not been enclosed.		
Major Alterations	Infill attached single storey building c1990s		
Current Condition	Generally fair condition, but lack of regular maintenance is evident. Interior spaces have been fairly well maintained.		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade IIIB		
Heritage Values High-Medium-Low	Archaeological: -	Architectural: MH	Contextual: H
	Rarity: MH	Representativity: H	Associational: H
	Socio-historical: M/H	Integrity: M	Intrinsic: M
Statement of Significance	Historical significance as an example of segregation in medical treatment as a purpose-built asylum for black people. Distinctive pavilion style and parkland setting resembles Valkenberg West wards. Racial separation of the two institutions enabled differentiation in treatment. Contributes to character of the precinct and the crescent shaped grouping with mirrored, matched neighbour.		
STATUS QUO			
Opportunities & Threats	The building, with its large, open wards, high ceilings and plentiful natural light can be well-adapted to multiple uses: place of education, office, workshops/studios, or retail. Residential adaptation can be considered, however, the impact from the insertion of services and movement/access is a concern. Threat of incremental and inappropriate change through poor use or neglect.		
Recommendations	Place on a maintenance schedule. Retain, restore and, with minimal fabric intervention. Repairs should be sensitive to the fabric and appropriate. Interventions for adaptive reuse should be minimally invasive to fabric and appearance. Alterations are subject to HWC permit approval.		
REFERENCE	Cape Archive, Beumann, Wintler et al. 2003; Wintler 2014; SVA & O'Donoghue 2020		



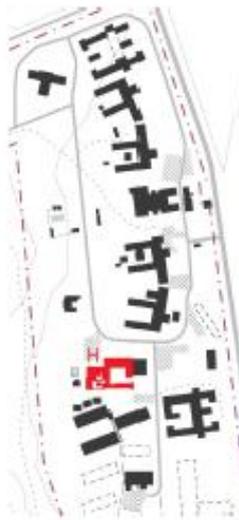
Block G (Wilson 2022)

SITE SURVEY			
Name	Homestead		
Location	Oude Molen Eco Village – H		
Construction Date	18 th , 19 th and early 20 th century layering		
Architect/s	Not relevant		
Original Use	Possibly incorporating early 18th century miller's house. Homestead, later hostel and mental health hospital.		
Current Use	Vacant homestead, school in front wing to the east of homestead		
SITE DESCRIPTION			
Current Form	Complex layering of built forms and fabric. Double storey on north (front) and west portions under mono-pitched parapet roof. There is cursory evidence to suggest how the configuration of how the building evolved over time. However, more important is identifiable heritage core with multiple layers. Courtyard structures to the east of the homestead 1912-1917 likely incorporating earlier outbuildings of the homestead. This includes the north-facing wing set slightly in front of the homestead and a rear wing to the east of the courtyard. Double storey under pitched corrugated iron. Later accretions to the rear including isolation cells and ablutions.		
Major Alterations	Demolition of adjacent mill early 20th century 1912 – 1917 wing to the east of the homestead Later 20th century accretions including isolation cells and ablutions.		
Current Condition	Very poor condition of the homestead. Poor condition of the courtyard structures.		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade II (PHS)		
Heritage Values <i>High-Medium-Low</i>	Archaeological: H	Architectural: H	Contextual: H
	Rarity: H	Representivity: H	Associational: H
	Socio-historical: H	Integrity: H	Intrinsic: H
	Statement of Significance		
<p>The Oude Molen homestead complex is of suggested Grade II status in terms of historical, architectural, aesthetic, social and potential archaeological values. High degree of historical layering dating to the early 18th century. One of the few remaining early homesteads in the Liesbeeck Valley and the only one that has retained a rural setting. Intact and distinctive historical-architectural features. Social value in terms of the incarceration of Ceteswayo (1880-1882) and its use as a military mental health hospital c 1912. Visual-spatial significance as a focal point within the OMP situated on axis with the approach road from the north and glimpsed view towards the west side elevation from the N2 and M5. Contributing significantly to the rural qualities of the OMP in terms of its built form typology and character. Archaeological value in terms of the layering of fabric and the potential to contribute to an understanding of the age, chronology and use of the structure.</p>			
STATUS QUO			
Opportunities & Threats	Neglect of the main building is a serious heritage threat with the severe deterioration of historic fabric including the near collapse of the west wall through water penetration and potential collapse of the roof beams. This resulted in initial temporary emergency stabilizing of section/s of the Oude Molen homestead, especially the partially collapsed double-storey western wall. Despite proposals to renovate the building in 2018, this work as not carried out and the buildings remains vacant and in a very poor state of neglect. Opportunities exist to rehabilitate the building in accordance with its heritage value, and to become a public focal point within the precinct. Opportunities to reinforce the significance of the homestead as focal point on axis with the approach road from the north by the removal of parking in front of the homestead and the enhancement of the space as a landscaped forecourt. Opportunities to reinstate the legibility of the historical fabric and figure ground relationships by the removal of later layers that detract from significance, e.g. the ablutions to the south and within the main courtyard space.		

Recommendations	<p>The Oude Molen homestead is the number one priority from a heritage management perspective and requires immediate action to its secure structural integrity and for its rehabilitation, adaptive use and ongoing repair and maintenance.</p> <p>A Conservation Management Plan needs to be prepared incorporating principles of minimal intervention, respect for historical layering, visitor access, interpretation and the retention of the visual-spatial and rural setting. It should also explore linkages with First Nation groups, such as the use of the OMP for ceremonial purposes.</p> <p>Intervention to the historic fabric and below ground excavations within the vicinity of the homestead area should involve the input of a historical archaeologist.</p>
REFERENCE	<p>Baumann, Winter et al. 2003; Winter 2014; Thorold (2017); (Attwell (2017); SVA & O'Donoghue 2020</p>



North facing facade of the Oude Molen homestead (Winter 2022)

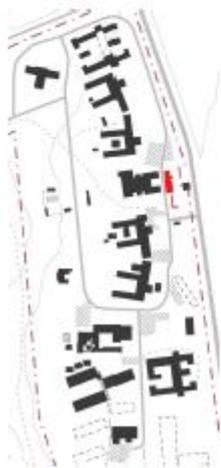


Early 20th century addition to east of the homestead (Wilson 2022)



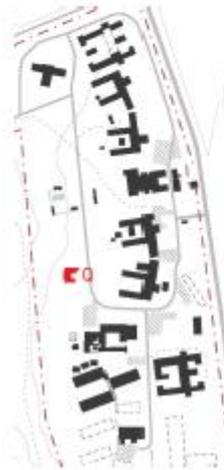
Front/north elevation of 20th century addition (Wilson 2022)

SITE SURVEY			
Name	Boiler		
Location	Oude Molen Eco Village – Block L		
Construction Date	1917-1919		
Architect/s	PWD Architect		
Original Use	Boiler, possibly including bathhouse and/or laundry		
Current Use	Security offices		
SITE DESCRIPTION			
Current Form	Grouping of attached rectangular masonry structures of different sizes with pitched tiled and metal sheet roofs, and lean-to structures (may be later accretions). Small windows, sliding timber industrial doors and tall metal flue.		
Major Alterations	Alterations 1974 (PWD plans)		
Current Condition	Intact and in fair condition, can be restored		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade IIIb		
Heritage Values High-Medium-Low	Archaeological: -	Architectural: MH	Contextual: H
	Rarity: H	Representivity: MH	Associational: H
	Socio-historical: MH	Integrity: MH	Intrinsic: H
Statement of Significance	Industrial artefact, with technological significance. Retains original boiler equipment which appears well preserved overall; character contributes to an understanding of the site and a sense of place.		
STATUS QUO			
Opportunities & Threats	Opportunity to interpret the function of the site and utilise as a publicly accessible venue through low-impact adaptive reuse. At risk of insensitive and inappropriate adaptation and alteration.		
Recommendations	Place on a maintenance schedule. Retain, restore and adaptively reuse as a location or venue allowing public access. Repairs and adaptations should be sensitive to the fabric and appropriate. Works are subject to HWC permit approval.		
REFERENCE	Cape Archives, Beaumen, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020		



Boiler (Wilson 2022)

SITE SURVEY			
Name	House		
Location	Oude Molen Eco Village – Block Q		
Construction Date	1917		
Architect/s	P Eagle (TBC)		
Original Use	Superintendent's house, 1943 Medical Officer's house, 1965 staff house		
Current Use	Residential		
SITE DESCRIPTION			
Current Form	U-Shaped Arts & Crafts style masonry dwelling with pitched, hipped, tiled roof and elaborate chimneys. The only structure situated below the axial avenue, it is oriented to face west across the river. Timber casement windows, timber flooring, brick detail fireplaces, and original features.		
Major Alterations	Minor modifications and attached lean-to (pre-1945)		
Current Condition	Fair condition; leaking roof and wall cracks		
HERITAGE SIGNIFICANCE			
Heritage Status	NIHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade III B		
Heritage Values High-Medium-Low	Archaeological: -	Architectural: M	Contextual: H
	Rarity: M	Representivity: M	Associational: H
	Socio-historical: M	Integrity: MH	Intrinsic: MH
Statement of Significance	Intact, decorative example of Arts & Crafts residential architecture. Its position, separated from the institutional buildings, alludes to its special status as superintendent's house and contributes to an understanding of the site grouping, through its spatial relationship with the homestead.		
STATUS QUO			
Opportunities & Threats	Opportunity to repair and protect. At risk of insensitive and inappropriate upgrades and alteration.		
Recommendations	Place on a maintenance schedule. Retain and upgrade with minimal fabric intervention. Alterations are subject to HWC permit approval.		
REFERENCE	Cape Archives, Baumann, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020		



House (Wilson 2022)

SITE SURVEY			
Name	House		
Location	Oude Molen Eco Village – Block R		
Construction Date	1917		
Architect/s	P Eagle (TBC)		
Original Use	Married quarters; Farm Manager's house		
Current Use	Offices		
SITE DESCRIPTION			
Current Form	Located on Alexandra Road in a treed environment. Modest, Arts & Crafts style single storey brick semi-detached houses set on low stone plinth with red brick chimney. Timber small pane casement and sash windows; pitched, hipped, tiled roof. Interconnecting door is a later addition. Visible from its altered rear.		
Major Alterations	Earlier attached rear service buildings/garages are altered/demolished and replaced with lean-to structures. Internal alterations to function as an inter-connected office space.		
Current Condition	Fair condition		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade III C		
Heritage Values	Archaeological: -	Architectural: M	Contextual: M/H
High-Medium-Low	Rarity: L	Representivity: M	Associational: H
	Socio-historical: M	Integrity: ML	Intrinsic: L
Statement of Significance	Fairly mainstream house set somewhat apart from the main grouping of institutional structures reducing its contribution to the grouping as a whole.		
STATUS QUO			
Opportunities & Threats	At risk of insensitive and inappropriate upgrades and alteration. Opportunity to development around the house and its immediate surrounds, to make use of its position on Alexandra Road near Pinelands Stations.		
Recommendations	Demolition for redevelopment can be considered if it is part of an approach to the development of the site that prioritises the protection and retention of a rural core. Any works are subject to HWC permit approval.		
REFERENCE	Cape Archive, Beumann, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020		



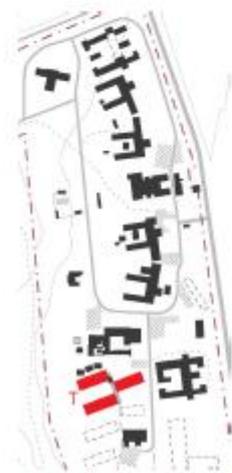
House (Wilson 2022)

SITE SURVEY			
Name	H-shaped Ward (Block S)		
Location	Oude Molen Eco Village – S		
Construction Date	1967		
Architect/s	Unknown		
Original Use	Communal ward for black men; 1973 mixed ward for chronic cases		
Current Use	Workshop/studio, school		
SITE DESCRIPTION			
Current Form	Large, single-storey pavilion structure with large extending wings; well-established open courtyards with some large trees. It is located on Alexandra Road to the south of, and some distance from, the central core of buildings.		
Major Alterations	Incremental modifications		
Current Condition	Varies through building depending on tenant and use, from good with original features to partially derelict, unroofed and vulnerable.		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade IIIIC		
Heritage Values	Archaeological: -	Architectural: L/M	Contextual: M/H
High-Medium-Low	Rarity: L/M	Representivity: M	Associational: H
	Socio-historical: M	Integrity: M	Intrinsic: L
Statement of Significance	Built on a similar plan to the H-shaped wards of Valkenberg west; a surviving example of the typology and significant as a representative example of institutional pavilion architecture. Its position, some distance from the core of the precinct, reduces its significance as a contributor to the group as a whole.		
STATUS QUO			
Opportunities & Threats	At risk of neglect or insensitive and inappropriate upgrades and alteration. Opportunity to develop in the immediate surrounds to make use of its position on Alexandra Road near Pinelands Stations.		
Recommendations	Demolition for redevelopment can be considered if it is part of an approach to the development of the site that prioritises the protection and retention of a rural core. Any works are subject to HWC permit approval.		
REFERENCE	Cape Archive, Beumann, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020		



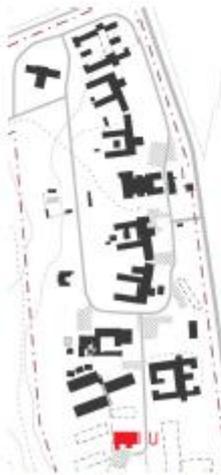
Unit S (Wilson 2022)

SITE SURVEY			
Name	Prefab Complex		
Location	Oude Molen Eco Village – T		
Construction Date	1970s		
Architect/s	Unknown		
Original Use	Wards (prefabricated buildings) to alleviate space shortage		
Current Use	Frailcare		
SITE DESCRIPTION			
Current Form	Single storey, low-rise prefabricated shed like structures interlinked with covered walkway. Pitched fibre-cement (poss. asbestos) sheet roof, concrete floors and steel-frame windows. Well maintained gardens. Cluster is well embedded into the landscape as the ground descends slightly towards the river.		
Major Alterations	None		
Current Condition	Fair		
HERITAGE SIGNIFICANCE			
Heritage Status	None		
Grade/Proposed	NCW		
Heritage Values	Archaeological: -	Architectural: L	Contextual: M
High-Medium-Low	Rarity: L	Representivity: M	Associational: LM
	Socio-historical: LM	Integrity: M	Intrinsic: M
Statement of Significance	Significant as a layer in the social and historical landscape of institutional health care under apartheid systems. Contributes to the rural/open space, low density quality of the site as a whole and provides a buffer to the homestead core.		
STATUS QUO			
Opportunities & Threats	While not conservation-worthy in themselves, the buildings provide an important, low-density, low rise buffer to the homestead core. Their demolition or development threatens the quality and integrity of the wider area.		
Recommendations	The buildings can be demolished, however any replacement should take the scale, height and fragmentation of the existing as an indicator.		
REFERENCE	Cape Archive, Baumann, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020		



Unit T (Wilson 2022)

SITE SURVEY			
Name	South Building		
Location	Oude Molen Eco Village – U		
Construction Date	1970s		
Architect/s	Unknown		
Original Use	Warehouse		
Current Use	Steel workshop; retail		
SITE DESCRIPTION			
Current Form	One of the few remaining single-story pre-fabricated shed structures from the original 1970s cluster. Fiber-cement (poss. asbestos) sheet roof, concrete floors and steel-frame windows. Located to the south end of the site in what is now an isolated position.		
Major Alterations	None		
Current Condition	General fair to good condition		
HERITAGE SIGNIFICANCE			
Heritage Status	None		
Grade/Proposed	NCW		
Heritage Values <i>High-Medium-Low</i>	Archaeological: -	Architectural: L	Contextual: LM
	Rarity: L	Representivity: M	Associational: LM
	Socio-historical: L	Integrity: M	Intrinsic: L
Statement of Significance	Significant only as a layer in the social and historical landscape of institutional health care under apartheid systems.		
STATUS QUO			
Opportunities & Threats	The building has value in its current function as a workshop/outlet. However it is situated in a location that is well-suited to development.		
Recommendations	The building can be demolished and replaced.		
REFERENCE	Beumann, Winter et al. 2003; Winter 2014; SVA & O'Donoghue 2020		



Photos: SVA & O'Donoghue 2020

SITE SURVEY			
Name	Cottage		
Location	Oude Molen Eco Village – W		
Construction Date	c1890s		
Architect/s	Unknown		
Original Use	Residential		
Current Use	Residential		
SITE DESCRIPTION			
Current Form	Adjacent to the Homestead complex, Victorian-era north-facing 3-bay residential dwelling with deep sheet metal covered veranda. Single-storey plastered brick with pitched hipped metal-sheet roof and timber-frame windows. Long front garden area with mature trees obscuring front views of the cottage.		
Major Alterations	Remains largely intact		
Current Condition	Fair to good condition		
HERITAGE SIGNIFICANCE			
Heritage Status	NHRA Section 34 (building is over 60 years)		
Grade/Proposed	Proposed Grade IIIB		
Heritage Values	Archaeological: -	Architectural: M	Contextual: H
High-Medium-Low	Rarity: M	Representivity: MH	Associational: H
	Socio-historical: M	Integrity: MH	Intrinsic: H
Statement of Significance	Predates the establishment of the mental health institution. It is unique within its context and is a well-preserved, original example of its period. Contributes to the layering of the attached cluster that makes up the historic homestead core, and to the understanding of the evolution of the site as a whole.		
STATUS QUO			
Opportunities & Threats	Opportunity to repair and protect. At risk of insensitive and inappropriate upgrades and alteration.		
Recommendations	Place on a maintenance schedule. Retain, restore and allow minimal fabric intervention. Repairs should be sensitive to the fabric and appropriate. Interventions to upgrade services and facilities should be minimally invasive to the fabric and appearance. Alterations are subject to HWC permit approval.		
REFERENCE	Beumann, Writter et al. 2003; Writter 2014; SVA & O'Donoghue 2020		

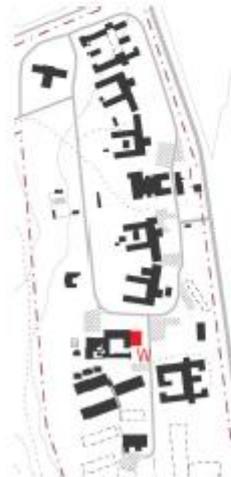
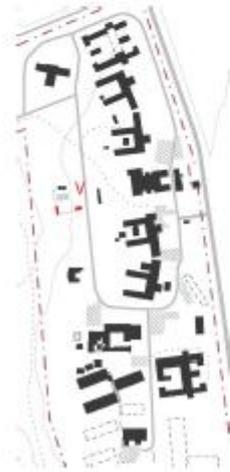


Photo: SVA & O'Donoghue 2020



SITE SURVEY			
Name	Swimming Pool Complex		
Location	Oude Molen Eco Village – V		
Construction Date	1970s		
Architect/s	Unknown		
Original Use	Recreational amenity		
Current Use	Recreational amenity		
SITE DESCRIPTION			
Current Form	Swimming pool with support buildings and shelters		
Major Alterations	Renovations c2000s		
Current Condition	Fair to good condition		
HERITAGE SIGNIFICANCE			
Heritage Status	None		
Grade/Proposed	NCW		
Heritage Values	Archaeological:-	Architectural: L	Contextual: M
High-Medium-Low	Rarity: L	Representivity: L	Associational: M
	Socio-historical: M	Integrity: M	Intrinsic:
Statement of Significance	Of social significance. Built with donated funds following government refusal to provide equivalent facilities to those of Valkenberg West.		
STATUS QUO			
Opportunities & Threats	Continued use as a community facility compatible with the public access and appropriate with its interface with the public open space to the west.		
Recommendations	Retain as community facility		
REFERENCE			
	Beumann, Writler et al. 2003; Writler 2014; SVA & O'Donoghue 2020		



Swimming pool (Wilson 2022)



Key Plan - Block H (SVA, 2020).

SITE SURVEY			
Name	Milestone Cafe		
Location	Oude Molen Eco Village H-2		
Construction date	Between 1954 and 1958		
Architects	Unknown		
Original use	Unknown, likely hospital related. Cottage attached to a larger structure running the length of the homestead.		
Current use	Milestone Cafe		
SITE DESCRIPTION			
Current form	A mid-20 th century building, now reconstructed in vernacular cottage style, originally linked to a much larger mid 20C building extending the length of the homestead west façade. Single storey thatched roof, rough plastered brick with whitewash, wooden windows and doors of eccentric construction and one repurposed from a much older building, likely elsewhere in Oude Molen. Concrete floors. Linked by a pergola structure with plastered brick pillars to the homestead parking area, which is likely to be the remains of the original building. Garden forecourt framed by a large tree.		
Major alterations	Previously a larger hipped roof structure with chimney, burnt 1997, partial reconstruction of a much smaller building between 1998 and 2000. Later lean-to veranda extension and wood toilet block lean-to shed		
Current condition	Poor, lack of regular maintenance		
HERITAGE SIGNIFICANCE			
Heritage status	Portions of the building may be mid-century (ie older than 60 years), but the cottage is a modern reconstruction late 1990s.		
Grade/proposed	Proposed Not Conservation Worthy.		
Heritage values High-Medium-Low	Archaeological: H	Architectural: L	Contextual: L
	Rarity: L	Representivity: L	Associational: L
	Socio-historical: L	Integrity: L	Intrinsic: L
Statement of Significance	n/a		
STATUS QUO			
Opportunities & threats			
Recommendations	Demolition can be considered. The building does however fall within the Homestead Precinct and any development must take into account the heritage (including archaeological) considerations therein.		
Assessor	C Postlethwayt Nov 2023		



1935 aerial (CCT ArcGIS), cottage not visible



1953 aerial (CCT ArcGIS), cottage not visible



1958 aerial



1968 aerial, form clearer



1971 aerial, hipped, possibly tiled roof



1980 aerial



1986 aerial



1996 aerial, poor resolution but appears partial demolition/burned?



1997 aerial, partial shell



1998 aerial, partial shell



2000 aerial, thatched cottage constructed



2003 aerial, pergola roof lifted?



ANNEXURE E2: Built Environment Due Diligence

(included as a separate e-file)

ANNEXURE F: Archaeological Impact Assessment

(included as a separate e-file)

Annexure G: Criteria heritage significance

Cultural significance is defined as: aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance. The national estate includes, inter alia, places, buildings, and structures of cultural significance; historical settlements and townscapes; and landscapes and natural features of cultural significance (NHRA)

Section 3(3) of the NHRA identifies criteria for assessing the significance of a place. In respect of those values relevant to this property, a place has heritage significance, inter alia, because of:

- a) Historical value
 - It is important in the community or pattern of history (including in the evolution of cultural landscapes and settlement patterns; association with events, developments or cultural phases) or illustrates an historical period
 - It has a strong or special association with the life or work of a person, group or organisation of importance in history
 - its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
 - It has significance relating to the history of slavery
- b) Architectural value
 - i. It is significant to architectural or design history or is the work of a major architect or builder
 - ii. It is an important example of a building type, style or period
 - iii. It possesses special features, fine details or workmanship
- c) Aesthetic value
 - It is important in exhibiting particular aesthetic characteristics valued by a community or cultural group (including its contribution to the aesthetic

values of the setting demonstrated by a landmark quality or having an impact on important vistas or otherwise contributing to the identified aesthetic qualities of the cultural environs or the natural landscape within which it is located)

- d) Social value
 - i. It is associated with economic, social or religious activity
 - ii. It is significant to public memory
 - iii. It is associated with living heritage (cultural traditions, public culture, oral history, performance or ritual)
- e) Spiritual value
 - i. It is associated with religious activity and/or phenomena
 - ii. It is significant to a particular group relating to spiritual events and/or activities
- f) Linguistic value
 - i. It is associated with the custodianship and/or sustainability of a particular language or events associated with that language
 - ii. It is significant to a particular group relating to the evolution and/or dissemination of a particular language
- g) Technical/Scientific value
 - i. Its possession of uncommon, rare or endangered aspects of South Africa's natural or cultural heritage
 - ii. Its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage;
 - iii. Its importance in demonstrating a high degree of creative or technical achievement at a particular period;
 - iv. It is important to archaeology, palaeontology, geology or biology

The grading of heritage significance is based on the three tier grading system used in the NHRA and HWC's guidelines "Grading: Purpose and management Implications" (16 March 2016).

ANNEXURE H: Development proposal

(included as a separate e-files)

ANNEXURE I: Socio-economic Impact Assessment

(separate e-file)

ANNEXURE J: Public participation record 2024

(separate e-file)

ANNEXURE K: Public participation record 2025

(separate e-file)