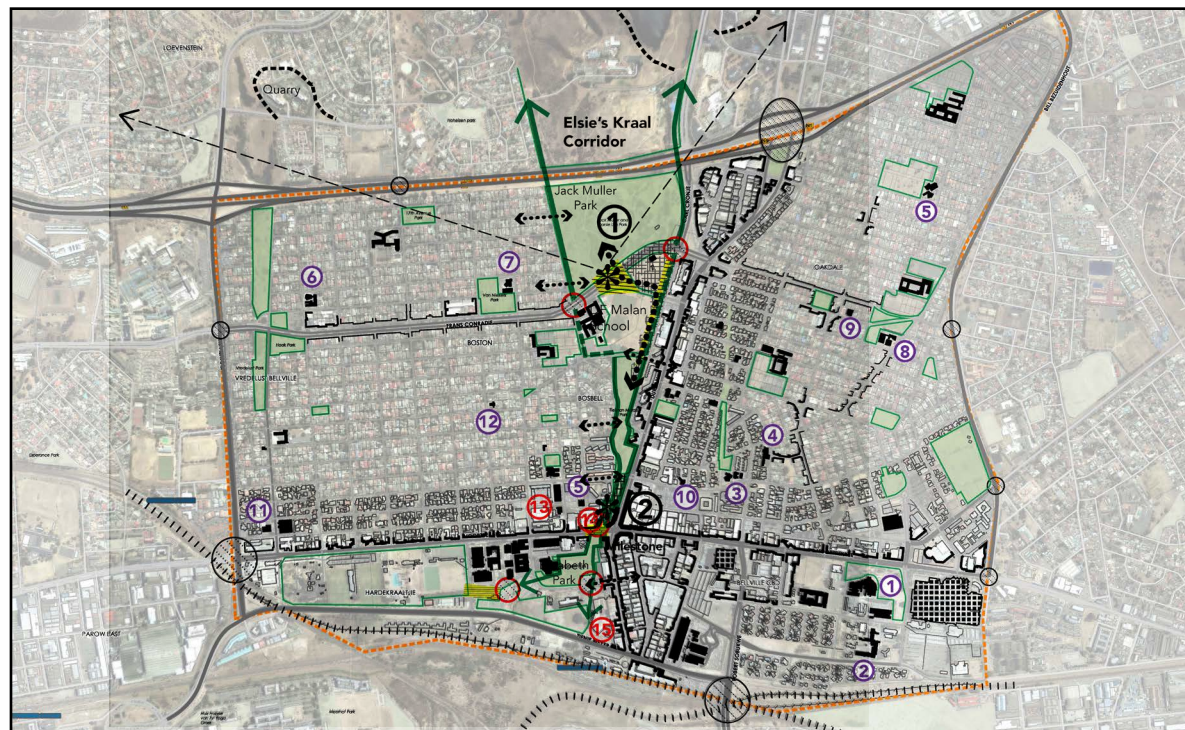




BELLVILLE CBD OPPORTUNITY AREA

HERITAGE STUDY

INVESTIGATION INTO HERITAGE, CULTURE, IDENTITY AND OTHER PLACE-MAKING
INFORMANTS AND INDICATORS IN THE BELLVILLE CBD OPPORTUNITY AREA CATALYTIC PRECINCT

Draft report June 2021, Revised August 2021

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REPORT DETAILS

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1. Introduction

Background and Purpose of this Document

The City of Cape Town has prioritised the Bellville CBD Opportunity Area, comprising the Voortrekker Road corridor, Boston, and Oakdale, for catalytic projects focusing on Transit-Oriented Development (TOD) and urban upgrading.

A heritage study has been undertaken to record the history of the place, to identify heritage resources as described above, and to provide a basis for the planning of public investment. The project has involved the identification of areas of spatial interest or cultural importance, protected structures and unique landscapes and places. It considers the spatial characteristics of the Bellville CBD, many of which have their origins in Apartheid spatial planning.

Aspects of the cultural landscape of Bellville are difficult to grapple with, often marked by absence, and are broadly connected to elements and spaces in the area (rather than to specific sites). The report therefore identifies four broad heritage “themes” related to the area, with which various heritage significances can be interwoven. It attempts to locate and embed these within appropriate public spaces, to serve as “touchstones” to the broader heritage significance of Bellville and to guide future planning in the context of densification and redevelopment proposals for the area.

Terms of Reference

A multidisciplinary study of the heritage of the study area has been conducted by a team comprising:

- **Tim Hart** | Archaeologist and historian, heritage practitioner
- **Claire Abrahamse** | Heritage Practitioner, urban designer and architect
- **Horst Kleinschmidt** | Social historian and former activist
- **Andrew Berman** | Urban designer
- **Jeremy Rose** | Project coordinator and GIS specialist

The study took place between March and June 2021 and comprised four workstreams:

- Documentary, spatial, and archival review
- Oral histories
- A survey of the built environment
- Urban design analysis and synthesis

These workstreams were supported by engagement with local stakeholders and councillors. A project management team (PMT) structure was established by the City and met monthly to review progress and guide the professional team.

Methodology for Project Identification

The heritage study has identified four themes:

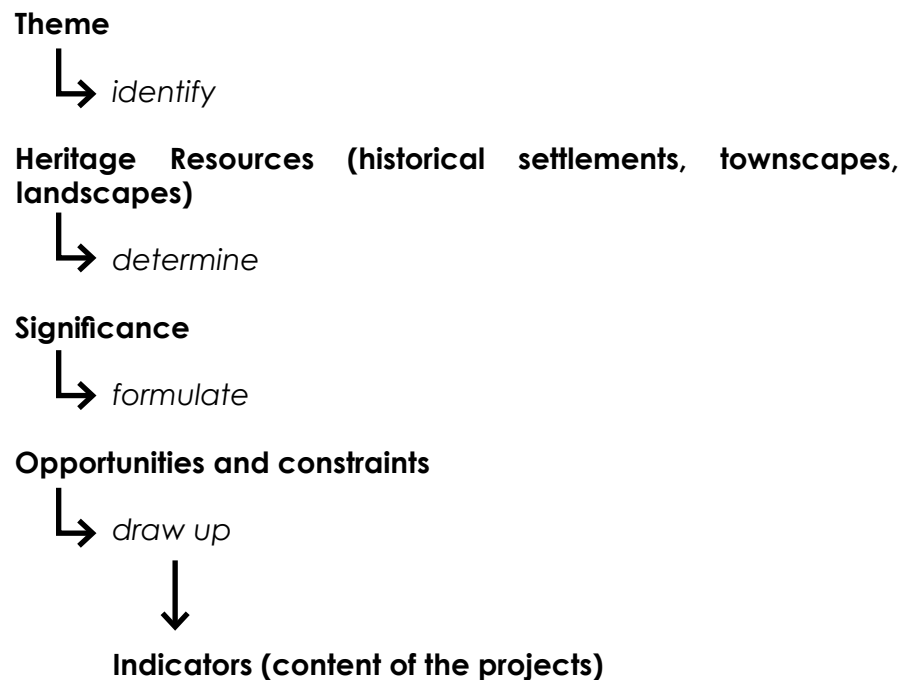
- Cultural landscape: the agricultural layer
- Cultural landscape: modernism
- Cultural landscape: movement and communication
- Cultural landscape: socio-industrial landscape
- Cultural landscape: contemporary arts

Heritage resources (historical settlements, townscapes, landscapes, places, etc) are identified from the themes, and are described and assigned significance in a Statement of Significance.

A Bellville Heritage Study Pamphlet was published in order to acquire data about the study area from the public.

The reinstatement, maintenance, and enhancement of heritage and cultural significance of the resources are proposed by addressing the opportunities and constraints for the affected area. Drawing from the opportunities and constraints, heritage indicators are derived, to reveal and promote the significance of the heritage resources, and in effect determine the projects for this study.

This procedure can be diagramatised as follows:



The proposed projects are named and outlined, with indicators. A full brief will be necessary to take the proposed projects forward.

Study Area

The study area comprises of the Bellville, Oakdale and Boston suburbs, bordered by the N1 to the north and the railway line to the south. Mike Pienaar Boulevard defines the western edge of the study area, while Bill Bezuidenhout Avenue marks the eastern boundary.

The attached map (Figure 1) shows the study area and names the predominant suburbs, routes and spaces making up the study area.

Structure of this Report

Section 1, the **Introduction**, introduces the study and provides context and background;

Section 2, the **Historical Urban Analysis**, analyses the historical evolution of Bellville;

Section 3, outlines the **Urban Elements Analysis** and assesses the urban elements of the study area,

Section 4, **Heritage Inventory and Heritage Framework** considers the applicable heritage law and the existing heritage inventory;

Section 5 identifies the key **Cultural Landscape Themes and Significant Places**;

Section 6 comprises the **Urban Design Section** and **Identifies Sites** and possible projects related to the cultural landscape themes and heritage significances;

Section 7 comprises **Recommendations** and concludes the report.

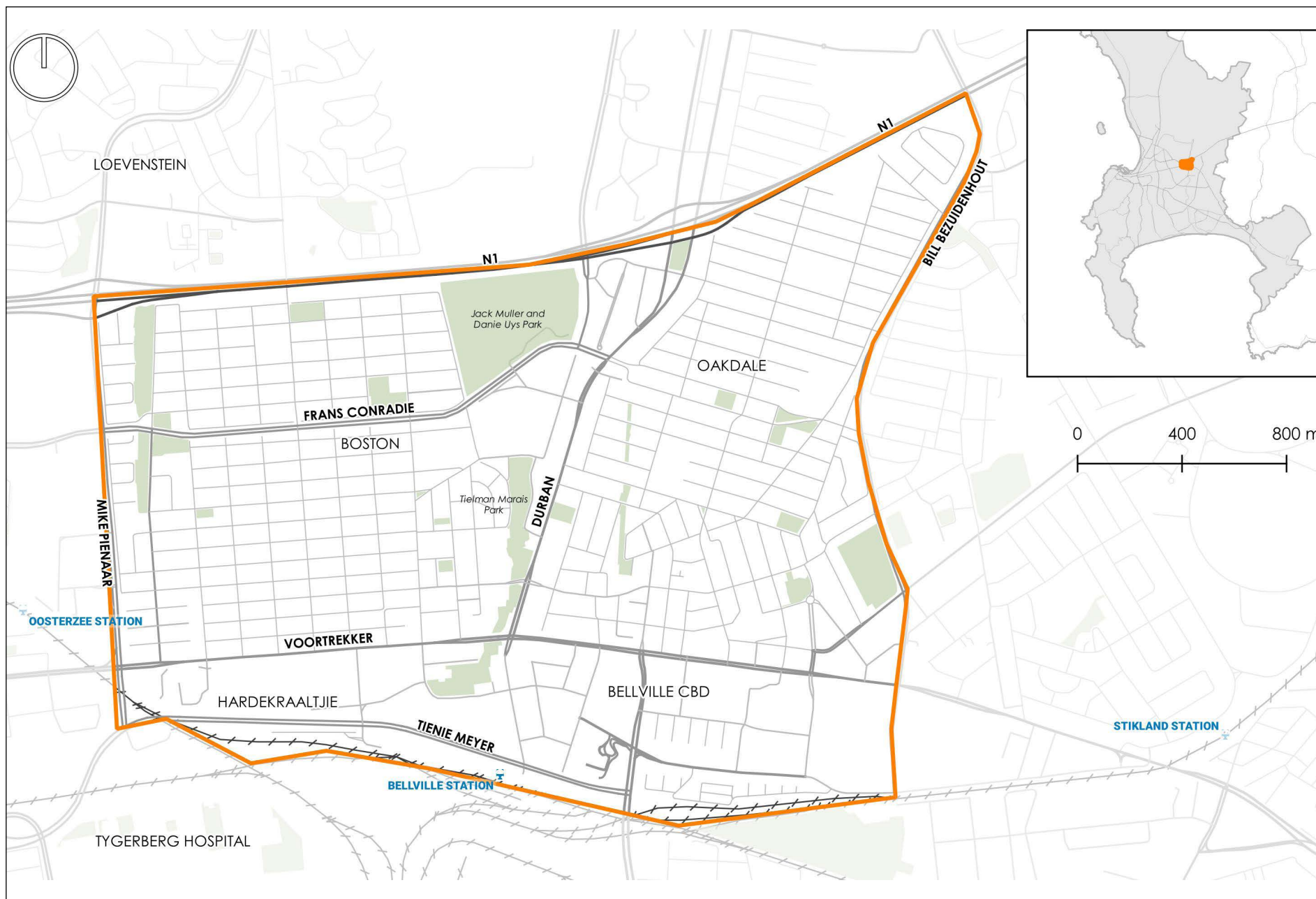


Figure 1: Study Area Map and Locality.

2. Historical Urban Analysis

Brief Historical Overview and Historic Urban Development

Pre-Colonial Heritage

The Western Cape geology consists of a mosaic of granites, ancient sedimentary rocks (Malmsbury Shale, Granites) and more recent sandstones and quartzite's of the Table Mountain series. This geology gives rise to a variety of landforms, but importantly (in terms of heritage) vastly variable agricultural potential that has influenced settlement patterns, both in ancient times and during the Dutch expansion into the Cape.

The Cape's unique geology means that in certain areas the soils contain the necessary trace elements to raise cattle; and other areas where, no matter how good the grazing is, stock will in time get ill from lack of copper and molybdenum (Smith 1984, Hart 1984). The Table Mountain Sandstone-derived soils of the Cape are depleted and do not contain the necessary elements for the maintenance of a good herd for a long period. Farmers who keep stock in these areas today need to supplement their animals' feed. In contrast, the shale-derived soils of the Swartland, the Tygerberg and the granites of the Vredenberg Peninsula give rise to good grazing. In the past, it was these areas that carried the abundance of game and are now used for wheat farming (Table Mountain Sandstone derived soils will not support more than 2-3 wheat harvests). The presence of vast diffuse scatters of Early Stone Age artefacts in these relatively fertile areas attest to the fact that, even early on in human pre-history, early humans were purposefully frequenting those areas where the large game animals were most common.

The Dutch colonial authorities very soon learned to appreciate that certain areas of the Cape were vastly different to each other in terms of agricultural potential. His orders from the VOC were to come to the Cape to cultivate vegetables and barter cattle from the Khoikhoi, following the successful survival of the crew of the ship Haarlem that was wrecked near the Salt River Mouth. The cultivation of crops in the Table Valley was successful; however, the bartering of cattle from

the Khoikhoi was rather more difficult. As with most African pastoral groups, the Khoikhoi valued their cattle enormously, far more so than Europeans. To them cattle were a source of milk, blood and were entwined with social ritual and spirituality. They were also currency and bride wealth and a key to social cohesion. They did not part with them willingly and the Dutch found themselves having to be content with trade in elderly or sick animals only. This scarcely sufficed to feed the garrison let, alone passing ships (Smith 1984, Hart 1984, Townsend and Hart 2019).

The Dutch colonial authorities' solution to this problem was for VOC members to farm cattle themselves. They cordoned off the Liesbeeck and Black River Valleys with a cattle barrier and established "freeburgher" farms within the cordon. This was effectively the bulk of the arable land on the Cape Peninsula that was underlain by fertile soils derived from Malmesbury Shales. The vast sand flats of what are now called the "Cape Flats" had little agricultural potential; neither did the sandstone/quartzite mountain chain of the Peninsula. The impact of this action on the Peninsula Khoikhoi was significant. They no longer had access to the Peninsula grazing or the rich wetlands of the Salt River Mouth. In time the Peninsula Khoikhoi groups became acculturated while the large transhumant groups of pastoralists such as the Cochoqua group could no longer visit the Peninsula on their seasonal rounds but were confined to the eastern side of the Black River and the large outspan over the only crossing point of the Salt River (now Ysterplaat). The loss of the Peninsula wetlands prompted the first of a series of confrontations between Europeans and the Khoikhoi that were to continue intermittently in the Western Cape for the next century (Hart 2017).

A scan of documentation in the database of the South African Heritage Resources Agency (SAHRA) revealed that formal archaeological and heritage surveys in the study area are scarce, however what is known is summarised below.

Africa has an ancient archaeological heritage that dates back from the dawn of early humans 2 million years ago. This early period of human existence is known as the Early Stone Age (ESA). Clusters of ESA artefacts are scattered throughout the Swartland and are particularly

common along the main drainages such as the Berg and Breede Rivers. Unfortunately, intact ESA sites that have not been affected by years of agriculture are rare, although stone artefacts from this period are one of the most common forms of archaeological artefacts in Africa. It stands to reason that archaeological material from this period is likely to be in the study area as small finds have been made in the nearby Tygerberg Hills. However, years of formal agriculture followed by extensive construction have diminished its existence.

The next period in human existence relates to a period when early humans were evolving into more developed forms capable of advanced abstract thought and language. This period began roughly 300 000 years ago and continued through to 40 000 years ago, when modern people populated Africa. This time-period is broadly termed the Middle Stone Age (MSA). Like their predecessors, MSA people populated both Africa and Europe (Halkett, D., Hart, T., Yates, R., Volman, T.P., Parkington, J.E., Klein, R.J., Cruz-Uribe, K. & Avery, G. 2003). While artefacts made by them are relatively common in the landscape, intact archaeological sites from this period are rare and usually found in cave or rock shelters where archaeological sequences were able to accumulate. There is a low likelihood that artefact scatters from this period will be found in the study area, but again, centuries of formal agriculture will have disturbed any artefact scatters that may have existed, hence the significance of any such material will be diminished.

The shale areas of the west coast were important because they could support large herd animals and ultimately settled farming. The Late Stone Age (LSA) people (ancestors of the Bushman and Khoikhoi) frequented these areas because of this. Archaeological sites dating to this period have been recorded though out the mountains of the Cape Fold Belt and particularly in the coastal regions. Agriculture in the Swartland areas has destroyed a great deal of evidence, however sites are still to be found around isolated rocky outcrops and along the undeveloped areas of the west coast (shell middens).

The Khoikhoi brought knowledge of herding animals and making pottery into southern Africa about 2000 years ago. Historic records recount enormous herds of cattle and other small stock at the Cape

when colonial settlers arrived.

Despite the numbers of Khoikhoi around, their archaeological signature is limited – they were highly mobile, moving from pastureland to pastureland and leaving little behind them as they seldom settled at one place long enough to leave behind tangible archaeology. There is little doubt that they were in the study area, however the likelihood of finding any archaeology relating to this period is extremely low.

Historical Period

It is no accident that the Cape Peninsula was often referred to as “Die Eiland” - a small promontory set with a sea of dunes, wetlands and rivers. Access to the African hinterland was confined to a single road which left Cape Town at Varsche Drift (a drift and later a bridge) and followed a thin isthmus of land over the Cape Flats towards the Tygerberg. It was difficult to drive the cattle across the sandy, swampy Cape Flats and almost impossible to traverse with a wagon and span due to quicksand. In 1724, this was evidently still the case, as authorities decided to erect poles along this wagon route to guide travellers when drifting sands obscured the tracks.

In later years this same strip of land accommodated the Cape Government Railway system (still in place today) while the historic road became what is known today as Voortrekker Road. Even before the arrival of the Dutch, this same route would have been used by the Khoikhoi for over 1000 years or more previously on their transhumant treks, often with thousands of head of cattle, which in Van Riebeeck’s diary are mentioned to have congregated in the summer months at the pastures around the Salt River. Voortrekker Road connected the Peninsula with the next parcel of good quality, arable land outside the Cape Peninsula, which was the Tygerberg Hills (Figure 2). From here onwards the outlying towns of Stellenbosch and Paarl (and later Franschhoek) were ultimately reached, and the surrounding lands developed.

The Bellville and Durbanville areas and the Tygerberg Hills would have been important for the transhumant stock keepers after they lost

access to the Cape Peninsula. The hills themselves were underlain by Malmesbury shales, giving rise to good quality grazing. Additionally, the hills offered several springs and rivulets, the most historically significant of which was a waterhole at a location that eventually became known as Pampoenkraal.

This became a Kerkdorp in the 19th century, which during the British period at the Cape became known as Durbanville. Of equal importance would have been Haardekraaltjie near Bellville, where there was a natural spring and the nearby Elsieskraal River provided an additional water source. Unfortunately, this area has been developed before any prehistoric observations could be made.

The Dutch knew that the Khoikhoi had intimate knowledge of the best grazing lands. The VOC knew that, if they were to follow the example of the indigenous inhabitants farming, success would result. The Tygerberg-Stellenbosch area was the next logical step, as the pressure to produce victuals for ships increased along with trade to the east. Hence Voortrekker Road developed, and was deemed the most feasible route over the Cape Flats to Stellenbosch.

This further loss of grazing land was devastating to the Cochoqua and the Saldanhars (powerful Khoikhoi groups). They followed a seasonal round, during which time they trekked with huge herds wintering on the Vredenberg Peninsula, then moving southwards in summer (probably the same low ridge that accommodates Voortrekker Road and the Railway) to exploit the few cold fronts that would touch the Cape Peninsula. They were known to graze their stock on the Joostenberg Vlakte and around Klapmuts, where the grazing was excellent. As powerful as these groups were, the loss of grazing land broke up their traditional society. Many found themselves working for farmers or living at mission stations such as Mamre and Witrivier (Hart 2017).

From about 1695 onwards the Khoikhoi had been suppressed to the extent that there was a massive expansion of Freeburgher farming activity. Lands outside the Cape Peninsula were granted for farming. Many of these earlier new grants were in the Stellenbosch region, however the Tygerberg Hills and early Bellville areas were settled only a year or two after Stellenbosch from 1698 onwards.

The Guelke study showed that the Tygerberg Hills formed a veritable cluster of farms of similar density to those on the Cape Peninsula (Figure 3). All of these farms were situated near the Elsieskraal River Valley (which flowed across the Cape Flats to converge with the Black River). Many of the original farm's names survived, along with several land portions from that period.

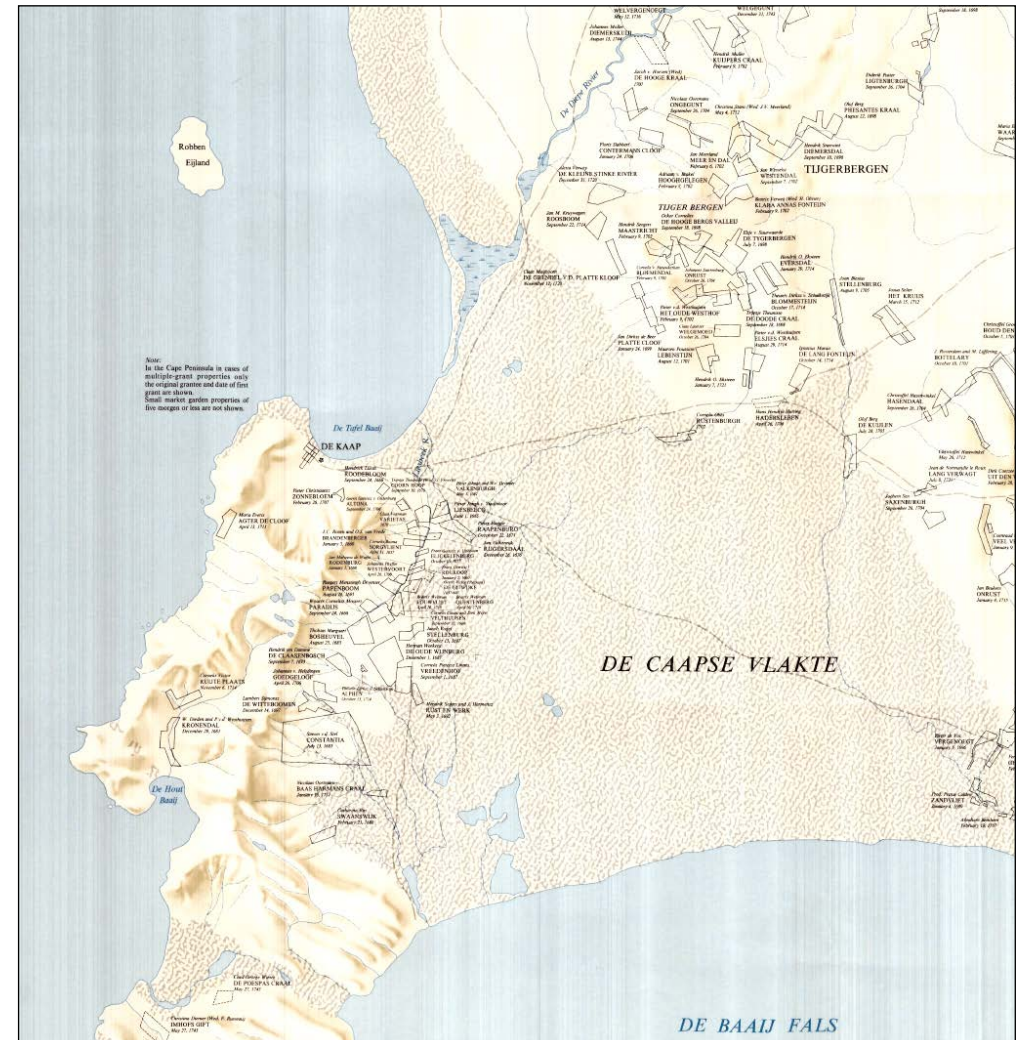


Figure 3 : Excerpt from Guelke (1987) showing the first freehold land grants awarded in the South Western Cape.

A number of these farm names are mentioned in the Tanap (Records of the council of Policy of the VOC). According to the Tanap both Bloemendal and Maastricht in the Tygerberg Hills were granted as quitrent farms, renewable for cycles of 15 years. Also close to the study area was the early farms De Hoohebergsvaleij and De Tygerbergen. The names of these farms are no longer used, but the land parcels form part of the Durbanville Inner Valley project area. These names occur again on the 1881 municipal survey plan, which shows their continued use up to the 20th century (Figure 4).

During the time of VOC rule, the Cape Colony had an important mandate to feed the massive trading fleets that plied the trade route between east and west. Freeburghers were “contracted” to supply vegetables, fruit, wheat and meat. Viticulture was never a priority, but was engaged in by many farmers where conditions were suitable. Once again tax and will inventories of some of the farms in the Durbanville/Bellville Inner Valleys are invaluable, as they provide insights into the kinds of farming that were taking place.

Agriculture was largely mixed with viticulture being mainly a “hobby” industry compared with the core farming operations which involved wheat cultivation, vegetables and raising of stock. Slavery was essential to the agricultural enterprise. The VOC station at the Cape was plagued by labour problems in the early years. When the Castle of the Cape of Good Hope was built, military staff did much of the work themselves as there was no labour available. The Governors of the Cape were forbidden to enslave the Khoikhoi, with whom they were to engender trade relations. When the Chavonnes Battery was built in 1715, the military were once again deployed as the numbers of slaves available at that time was too small. The introduction of large-scale slavery was essential if the VOC was to produce the quality of produce necessary to supply passing fleets. Hence slaves were deployed on Freeburgher farms to the extent that by the 1720's the slave population almost outnumbered the Dutch. The slave population was drawn from east, west and central Africa, Malaysia, Indonesia, India and Madagascar. Roux (2020) has collected evidence revealing that some families of farm workers have been able to trace a 6-generation ancestry on farms.

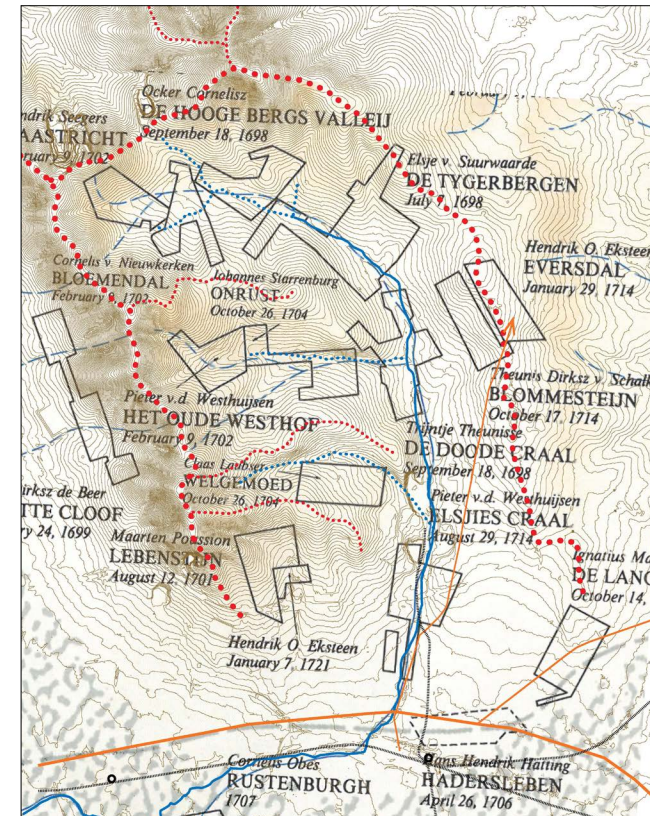


Figure 4 : Detailed excerpt from Guelke (1987) showing the first freehold land grants in the South Western Cape prior to 1750.

Development of Bellville

The pattern of early and later colonial land grants at the Cape was largely informed by water availability and soil conditions. This is demonstrated by the pattern of early colonial land grants in the Tygerberg region, where they hugged the well-watered and fertile slopes and valleys of the Tygerberg and Bottelaryberg, and avoided the barren shifting sands of the Cape Flats (Winter 2014, Winter and Hart 2014, Figure 5).

It was during these early years that the area of slightly raised landscape supported a safe earth track across the Cape Flats to Stellenbosch. This became known as Voortrekker Road. The discovery of diamonds during the mid-19th century in Kimberly inspired the Cape Government to build a railway line to the north, utilising the same raised ground to cross the Cape Flats. These early decisions have had a long-lasting impact on the way that Bellville eventually developed (Figure 7).

The area currently known as Bellville originated as a resting or stop-over place known as Hardekraaljie or 'Twelfth Mile'. The Twelfth Mile milestone is now located on the corner of Voortrekker and Durban Roads, close to its original location, and it is a provincial heritage site. The Hardekraaltjie outspan was situated on a portion of hard ground forming part of a spur of the Tygerberg, and on the edge of the sands of the Cape Flats. Its position on the main route connecting Cape Town and its outlying areas via Tygerberg and Kuils River, together with the availability of water from the Elsies River, provided ideal conditions for an outspan. Today, the Hardekraaltjie caravan park and sports facilities situated north of the railway line and Tienie Meyer Bypass, and south of Voortrekker Road, are all that remains of the original outspan (Fransen 2004). Winter and Hart (2014) commissioned a ground penetrating radar scan on a portion of land used as a sports field at Tygerberg Hospital: it was found to be the Hardekraaltjie cemetery, which is depicted on early maps of the area.

In 1861 the growing village around Twelfth Mile was named Bellville after C.D. Bell, Surveyor General of the Cape Colony from 1848 to 1872. The railway line reached Bellville in 1862, and in 1886 the name of the village was changed to Durban Road. In 1877 the railway

line between Bellville and Wellington was shortened by a route via Brakenfell, Kraaifontein and Paarl. In 1904 the village reverted to the name Bellville (Fransen 2004; Duminy 1979; sahistory.org.za/places/Bellville - Figure 6 and 8).

The 1938 centenary re-enactment of the Great Trek led to an upsurge of Afrikaner nationalism. It was during this time that the D'Urban Road through Goodwood, Parow and Bellville was renamed Voortrekker Road (Bickford-Smith et al 1999). Between 1915 and 1923, successive, gridded subdivisions of land around the railway station set the underlying urban pattern for the area (Figure 9).

The Layout and Design of Bellville

The demographics of the wider city changed considerably during the mid- 20th century. By 1945 the British influence had been lessened by a growing coloured and black population overtaking that of the white population (Winter and Hart 2014). There was also an influx of poor white Afrikaners into the inner-city areas of Woodstock and Observatory, as well as into the outlying dormitory suburbs of Goodwood and Parow. The northern suburbs of Goodwood, Parow and Bellville grew rapidly during this period becoming municipalities by 1940 (Figure 11 and 12). Their white populations were predominantly Afrikaans-speaking and they became a stronghold of Afrikaner nationalism. Voortrekker Road and the Karl Bremer Hospital in Bellville represented aspects of Afrikaner 'commercial and technocratic success' (Bickford-Smith et al 1999:186).

Sanlam, a powerful Afrikaans company during this time, moved its headquarters to Bellville in 1962. This resulted in the establishment of numerous commercial ventures in the area. Among these were Parow's Sanlam Shopping Centre, opened in 1971. Tygerberg Hospital was linked to Stellenbosch University and was the first faculty within the Cape Province to teach medicine in Afrikaans. The Dutch Reformed Church in Bellville was constructed in 1975 and became the largest in the Cape (Bickford-Smith et al 1998).

Group Areas was implemented in the Bellville area during the 1950s, with blacks and coloureds being relocated to the south of the railway line, reserving the area to the north of the railway line for whites only.

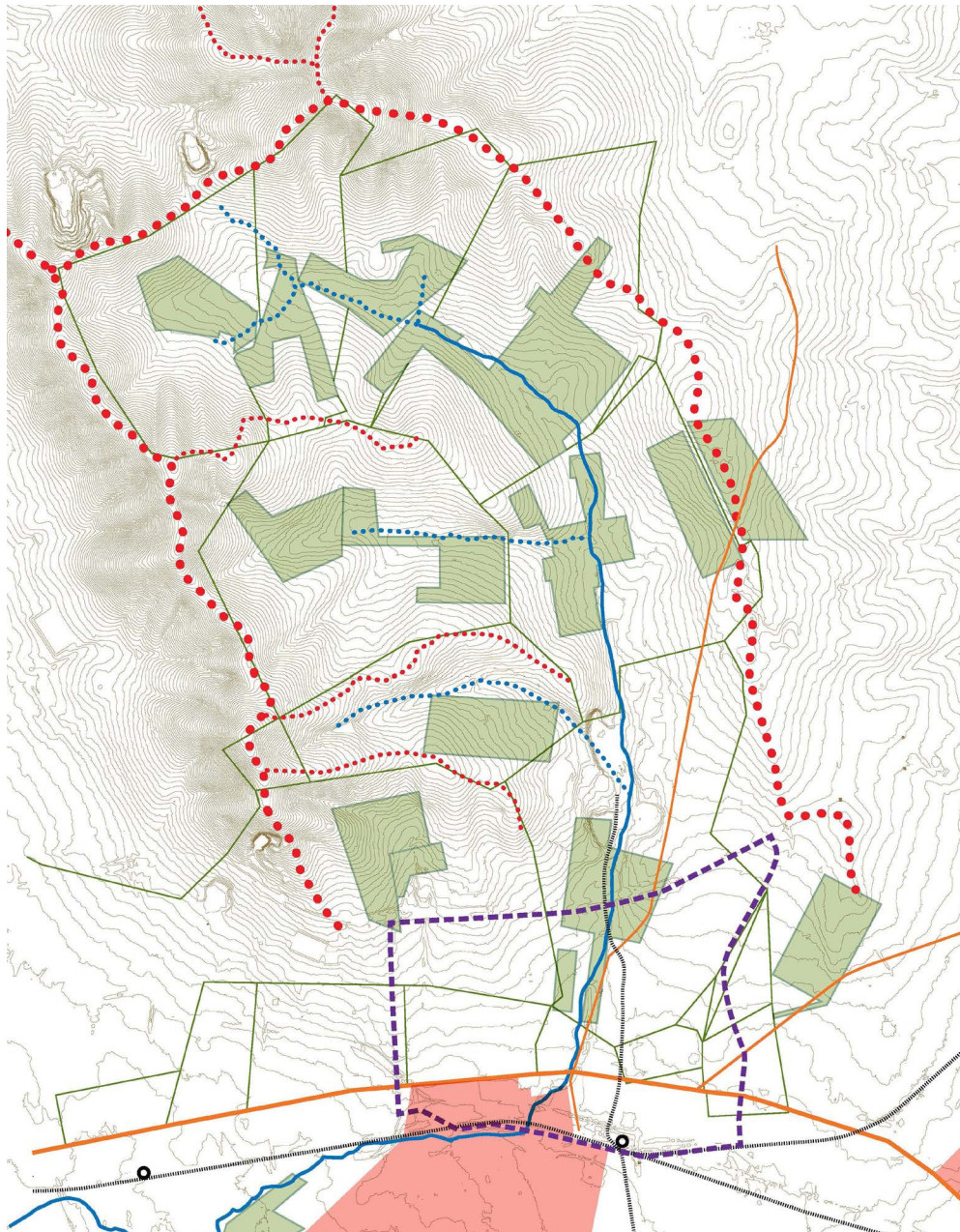


Figure 5: Map showing the early farm grants and outspans in the area.

KEY:

- Study Area
- Contours
- Ridgelines
- River
- Historic Outspans
- Railway Lines
- Roads
- 1657-1750 Farm Grants
- c1901 Farms
- Urban Fabric
- Surrounding suburbs
- Stations
- ✎ Institutional Buildings
- ▲ Quarries
- Recreational areas

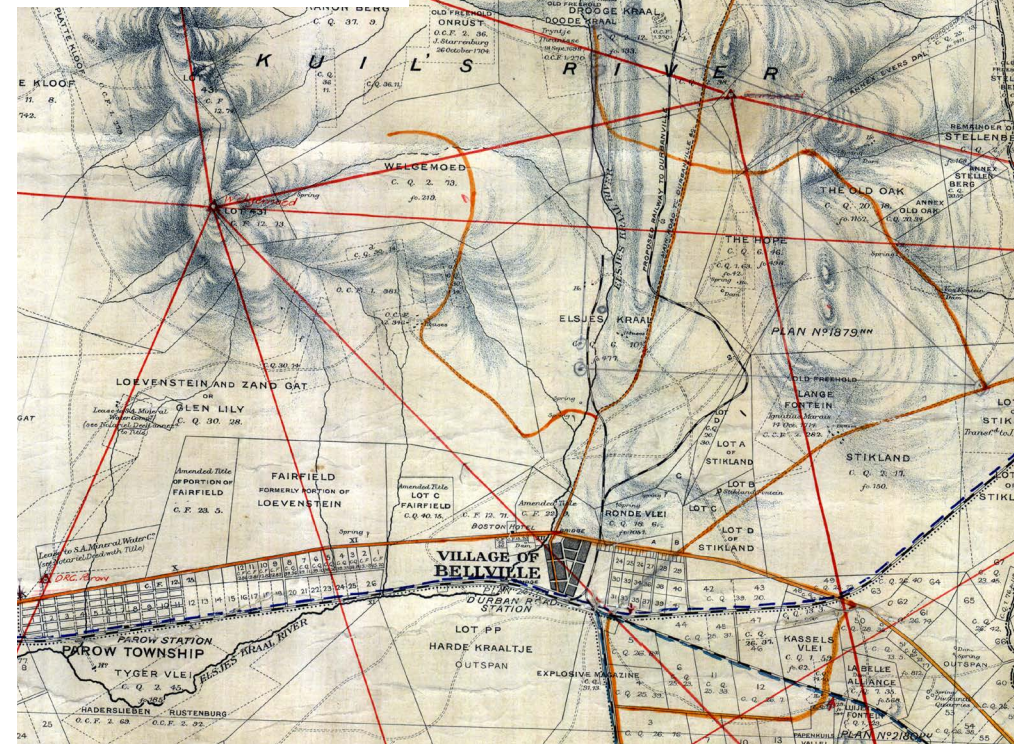


Figure 6: The c1901 survey of the study area.

The University College of the Western Cape was built for coloureds in what became known as Bellville South (Bickford-Smith et al 1998 - Figure 13 and 14).

The architectural style of buildings realised in the 1960s and 1970s in Bellville was clearly influenced by the Modern Movement (Figure 10). However the particular style is difficult to classify within the context of modernism within Cape Town. The religious and government structures built at the time exhibit the evolution of architecture in the city in the two decades after the Second World War “which were characterised by a far greater diversity within the modern movement.... The planarity of the International Style gave way to a more sculptural and robust form of expression in which bare... concrete, textured facades and the density of walls played a greater role” (Curtis, 1994: 492). Peters points out that during the 1950s South African architects drew inspiration from Brazilian modernism and Californian mid-century modernism, which developed ways of dealing with hot climates and strong light (2004: 538). Typical architectural features included upswept roofs, curvaceous, geometric shapes, and bold use of glass, steel and neon or polychromatic colours. These influences can be seen in the curved forms of the Civic Centre, and the faceted shapes of many of the Dutch Reformed Churches in the study area.

The link between the modern style of the building and the new Nationalist Party's agenda can clearly be seen. During this time, Bellville was a separate municipality to Cape Town, and its largely white, Afrikaans population would have provided a more ready foothold for the Apartheid government to assert its presence than elsewhere in Cape Town. During this period, the architecture of government buildings globally was “intimately tied to political forces that reinforced patterns of intercultural dominance and submission... what is put forth by government leaders and their architects as “national” most often contains significant biases towards preserving or advancing the hegemony of a politically ascendent sub-national group” (Vale, 1992).

In all, the architectural style selected for government, public, religious and even commercial buildings in Bellville (Figure 15) seems to reflect the political friction between the National tier of government and that of the Cape Province. They demonstrate the use of modern



Figure 7: Surveyor General's Divisional Map of the Cape c1897. Topocadastral compilation based on land grants and deeds (Source: CA/M3).

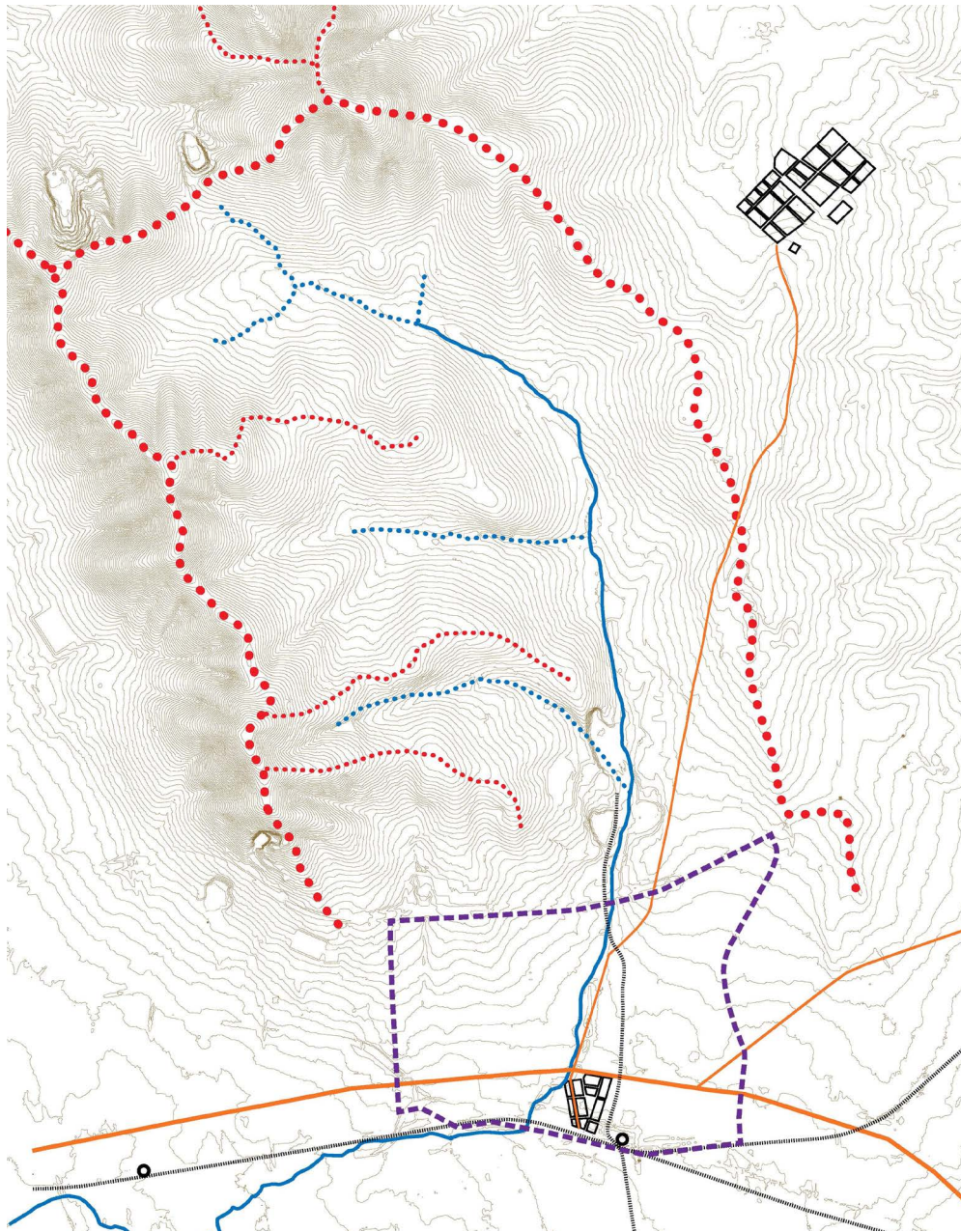


Figure 8: Diagram of the evolution of the site in c1901.

KEY:

- Study Area
- Contours
- ... Ridgelines
- River
- Historic Outspans
- Railway Lines
- Roads
- 1657-1750 Farm Grants
- c1901 Farms
- Urban Fabric
- Surrounding suburbs
- Stations
- Institutional Buildings
- Quarries
- Recreational areas

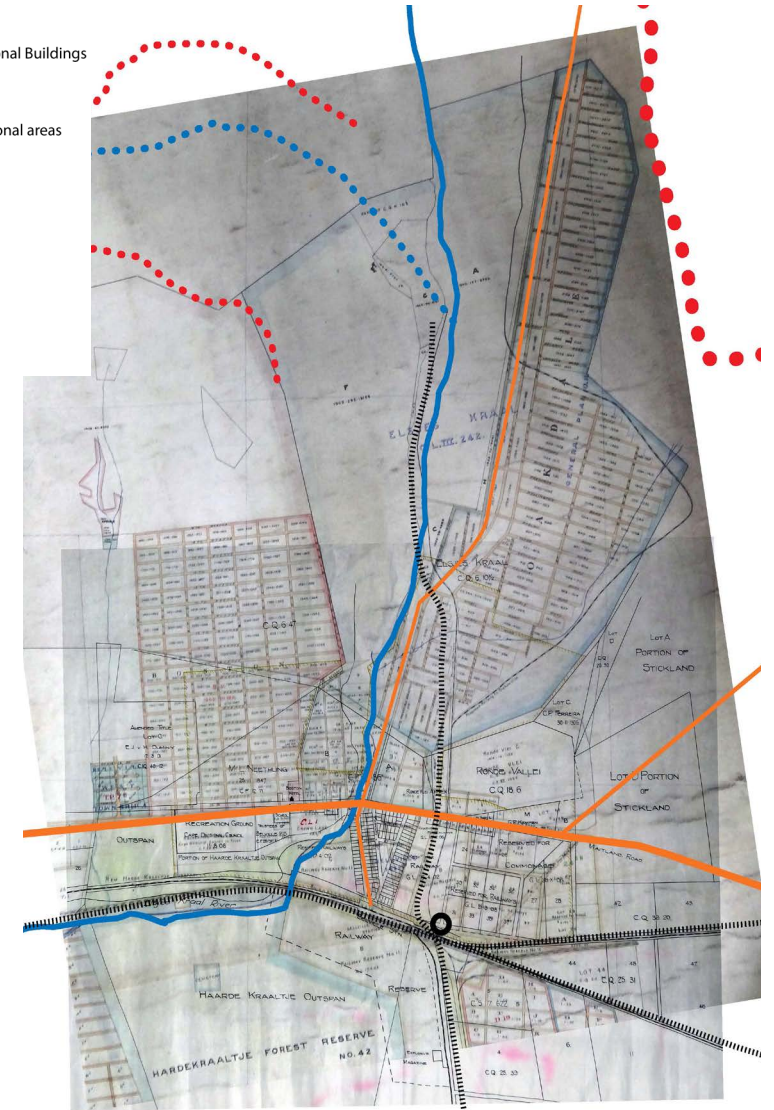


Figure 9: Overlay of various early maps of Bellville from 1915 and 1923 (Cape Archives M4-242/1915 and M3-934/1923).

architecture as one of the mechanisms used to try and illustrate power and evidence of the country's "new" identity, and the power and influence of a particular social group. The numerous military and other parades that occurred in Bellville during the 1970s and 1980s (a time of great unrest following the 1967 Soweto Uprising) indicates a less permanent means of displaying power and authority in space (Figure 16 and 17).

According to De Kock, Naraine, and Webley (2017), understanding the overall layout and design of Bellville North and Bellville South is the fact that racial-based apartheid ideologies heavily influenced the overall design process to separate races through physical barriers and space, reinforced by public and civic buildings design in a way that south to illustrate power and evidence the country's "new" identity. The presence of Tygerberg Hospital (built 1958), property of the University of Stellenbosch and the University of the Western Cape and Haardekraaljie Camp Site formed a significant barrier between North and South Bellville. This was reinforced by the presence of the railway lines (one crossing point) and more moderately by Voortrekker Road. According to De Kock et al (2017) there was even duplication of services and civic buildings (such as community halls) between north and south, which emphasises apartheid-based planning through the 20th century.



Figure 10: The Bellville Civic Centre and clocktower are examples of the mid-20th Century Modernism favoured by the National Party in their civic architecture. (UCT Digital Collection, Independent Newspapers Collection, 1978).

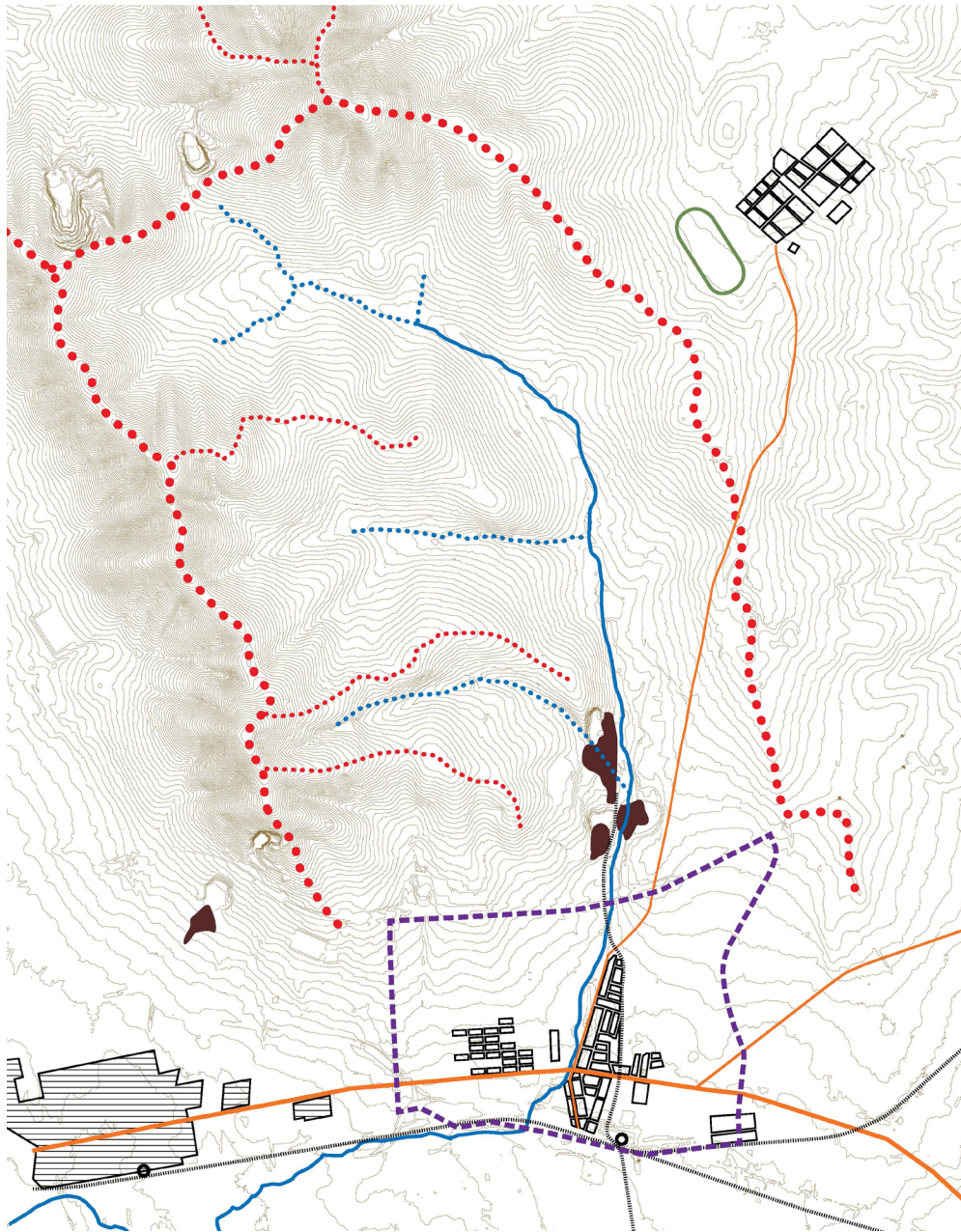


Figure 11: Diagram of the evolution of the site in c1941.

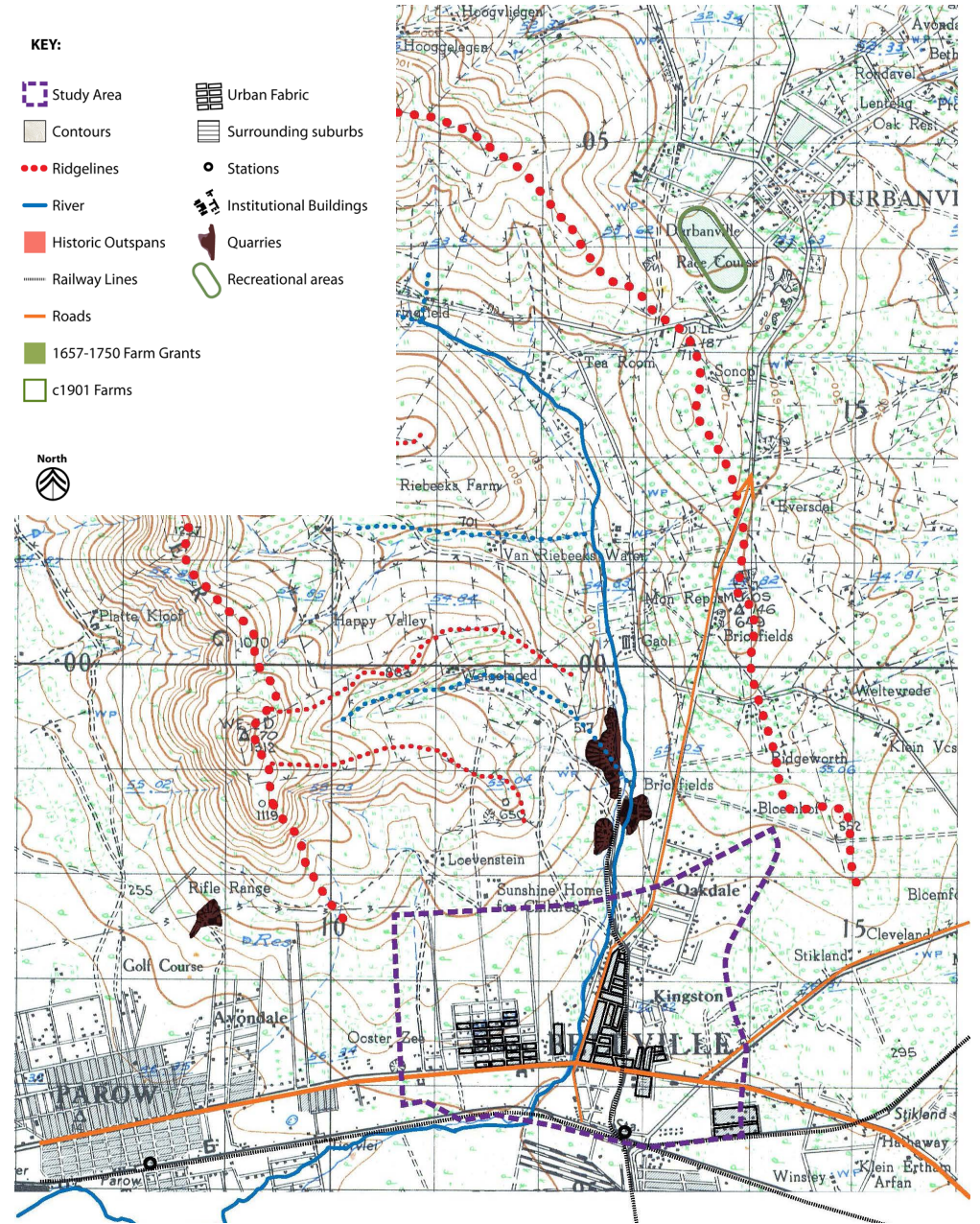


Figure 12: 1941 Topographical map of Bellville (Surveyor General/NGI Mowbray).

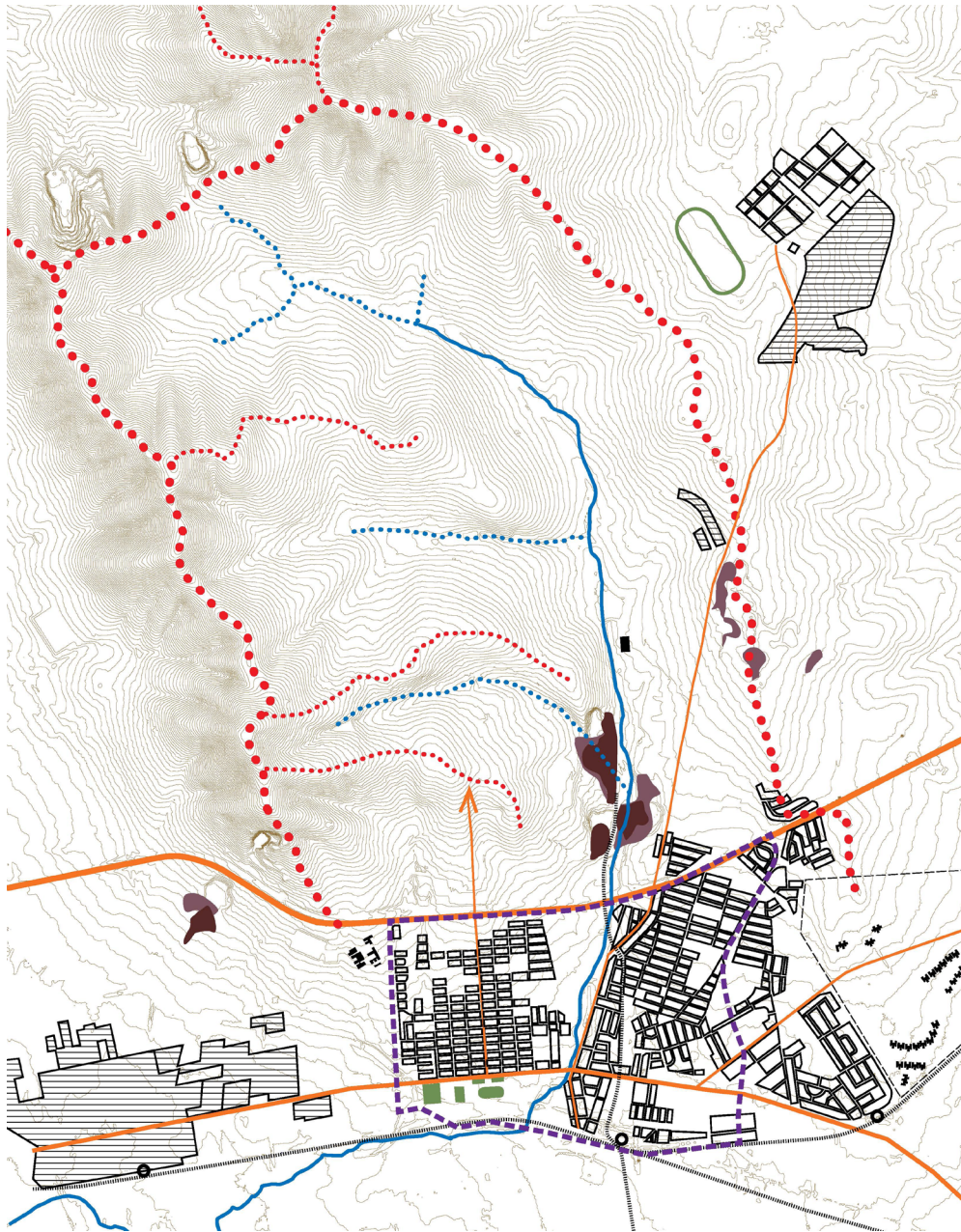


Figure 13: Diagram of the evolution of the site in c1958.

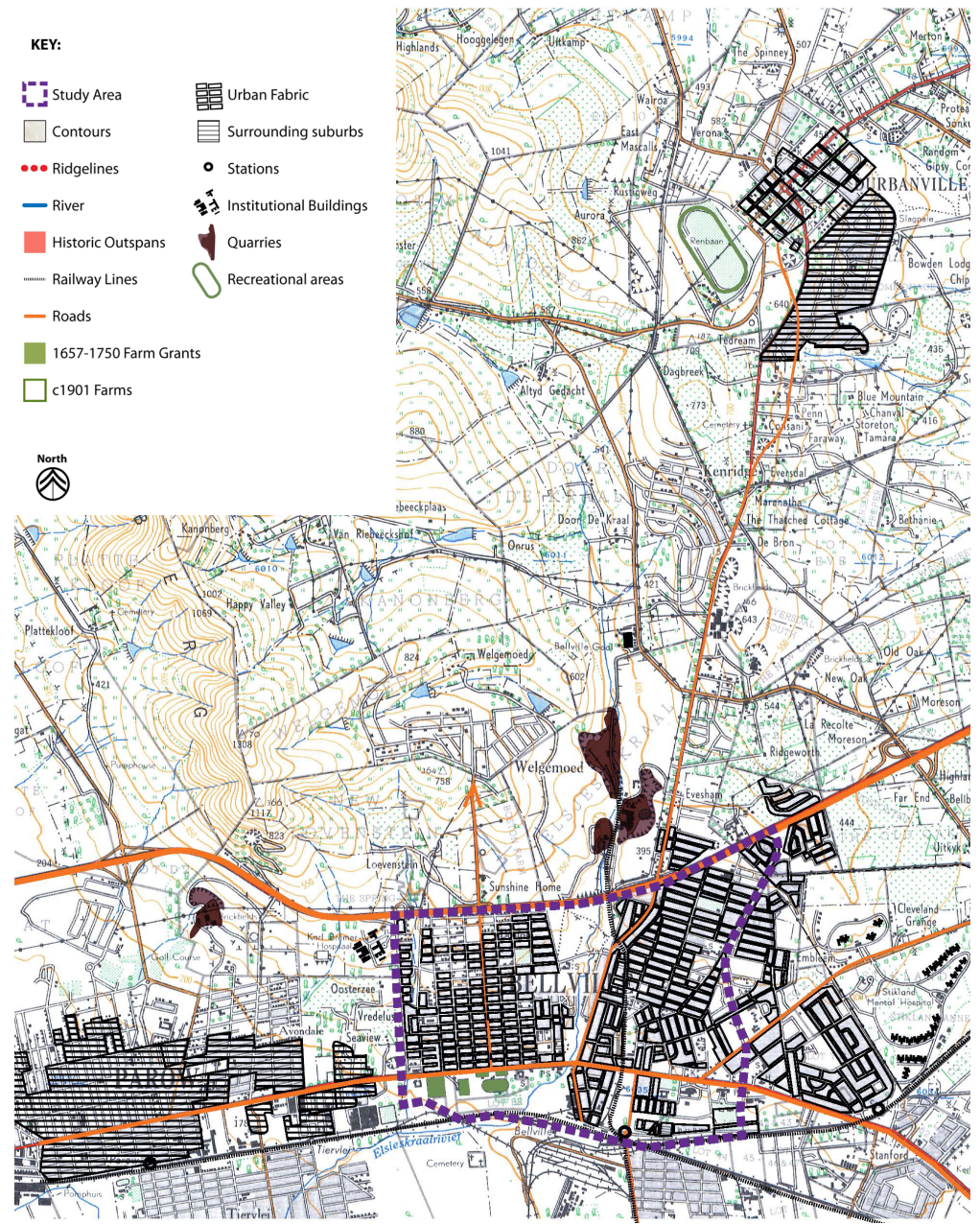


Figure 14: 1953 Topographical map of Bellville (Surveyor General/NGI Mowbray).

Community Oral History - Political or Social Incidents in Bellville during the 1970s and 1980s.

Questions asked by Horst Kleinschmidt (Kleinschmidt.horst@gmail.com) during March/April 2021.

My question to all below persons was whether they recall any outstanding political occurrences affecting a community or an individual in Bellville during the popular uprisings in the 1970s or 1980s, that should be commemorated, that one should be sensitive about that which involved a noteworthy human rights violation(s) of a community or an individual(s).

In each instance my question was answered with a 'no'. They would think about it, but thought Bellville somehow did not register in African National Congress (ANC) or uMkhonto we Sizwe (MK) terms as a place where occurrences took place that involved a clash with the South African Defence Force (SADF) or South African Police (SAP), that pointed to an underground cell or to torture in a police station. This does not rule out that such incidents did occur in Bellville but whatever people or events that spoke of relate to nearby suburbs, either on the axis toward Cape Town or toward Elsie's River.

Everyone said they'd think about it more, but when I reverted they said nothing had come to mind. Political trials might have taken place in Bellville courts (Figure 19) but nothing that stood out to be re-told.

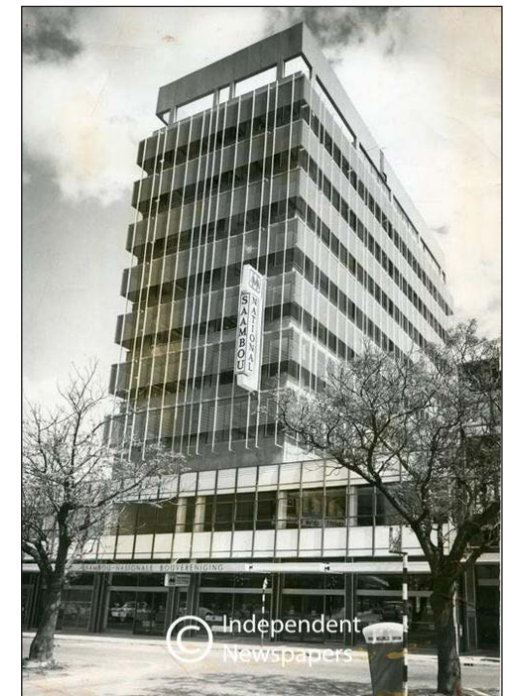


Figure 15: Various historic photographs of buildings in Bellville with distinctive Modernist architecture. (All from UCT Digital Collection, Independent Newspapers Collection).

People interviewed included:

- An ex-UDF leader in greater Cape Town and then senior civil servant in the office of President Thabo Mbeki.
- A pastor, one time detainee in Cape Town with Lutheran connections in the Bellville and beyond area.
- An ex-Factreton resident, former detainee with Trevor Manuel, ex-mayor of Atlantis, could not make any links to Bellville.
- A well-known UDF leader, detainee and subsequent politician told me he could not relate any matter to Bellville. He pointed to Kensington, Nyanga, Goodwood, Athlone but not Bellville.
- Two ex-UMkhonto we Sizwe (MK) operatives then and now living in Elsies River, said they had no recall of Bellville as a place connected to my questions.
- A Reverend who said he could not recall any connection to Bellville and directed me to the others I spoke to above.
- A former director of the Beyers Naudé Centre for Public Theology and one-time resident of Bellville could not offer any connections. He pointed toward Belhar (ref. Belhar gathering and Confession) in the early 1980s, but this is outside of Bellville. I had no connection to anyone from the PAC or the Unity Movement.

Beyond this brief and limited enquiry, one would have to study newspaper and community newspapers of that period such as Grassroots or The Nation. It might also be possible that the Mayibuye Centre at UWC could yield results but given its current administrative situation, such search would be cumbersome and time consuming.

A student at UWC in the 1980's and mentions how he and other activists would try to "invade" Voortrekker Road from south of the railway line - this happened frequently as the UDF grew its general footprint. The UWC grounds were surrounded by a strong fence and some gates into Bellville North. He said that every time they planned action, there were police ready for them, and was convinced that there were informants who kept Bellville North very well guarded. Protest action was not easy, and many were arrested (Figure 18). Security police in the area were amazingly effective. And so evolved the scream "Hektoe" to head back to university property and avoid

rubber bullets or arrest.

What emerges (to the author) is that Bellville is typical of a space emerging on the outskirts of Cape Town for two reasons: It's along the route that connects to Paarl, Stellenbosch, Tulbagh, the north and probably the east. The second is that it provides places to live by a poorer class - including white, freed slave, displaced Khoi and thus is the melting pot where notions of elite inter-marriage are absent.

Much of this information below has been provided to us by Jason Hanslow, Chairman of the Bellville Historical Society:

1. The 1920 Land Act leads to the earliest forced removals on the basis of 'race' or colour. Belhar is one area they are removed to.
2. There were Cape Town city administrative buildings dealing with the people here, located in this area. Some of the buildings still exist.
3. The word Kampong is used. Not unlike compound, place where you locate labour as per decree over an under-class. The word goes back to Dutch rule and was brought to South Africa via Dutch rule and the slave trade from the Far East.
4. The earliest Dutch Reformed Church in the area warrants attention. Here people worshipped without regard to colour or race. Jason has oral accounts of people who remember this. The locus of this is Oakdale. But then this church is separated into 'bo-Oakdale' and 'Oakdale'. Bo-Oakdale - toward today's Tygerberg becomes the preserve of the upper, white class. It exists today to the West of the N1 Highway and accommodates the Bloemhof Wine Estate - Botha family - and the Hotel Bloemhof established in 1899.
5. But above the wine farm, started by one Franz Köffler, existed a farm prison to supply him with labour (he paid 5 pennies per days labour). It was known as Dugmore Prison. The foundations

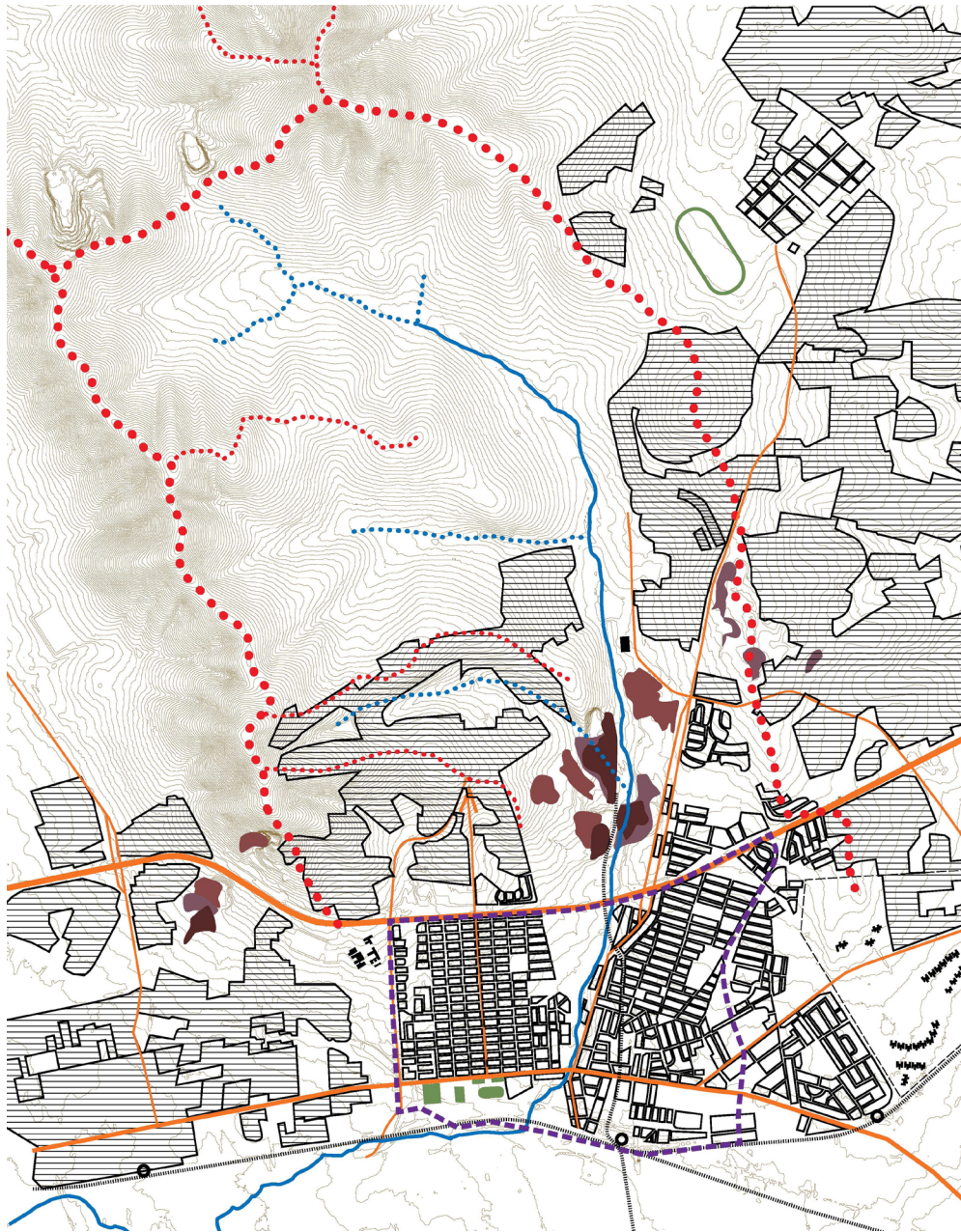


Figure 16: Diagram of the evolution of the site in c1983.

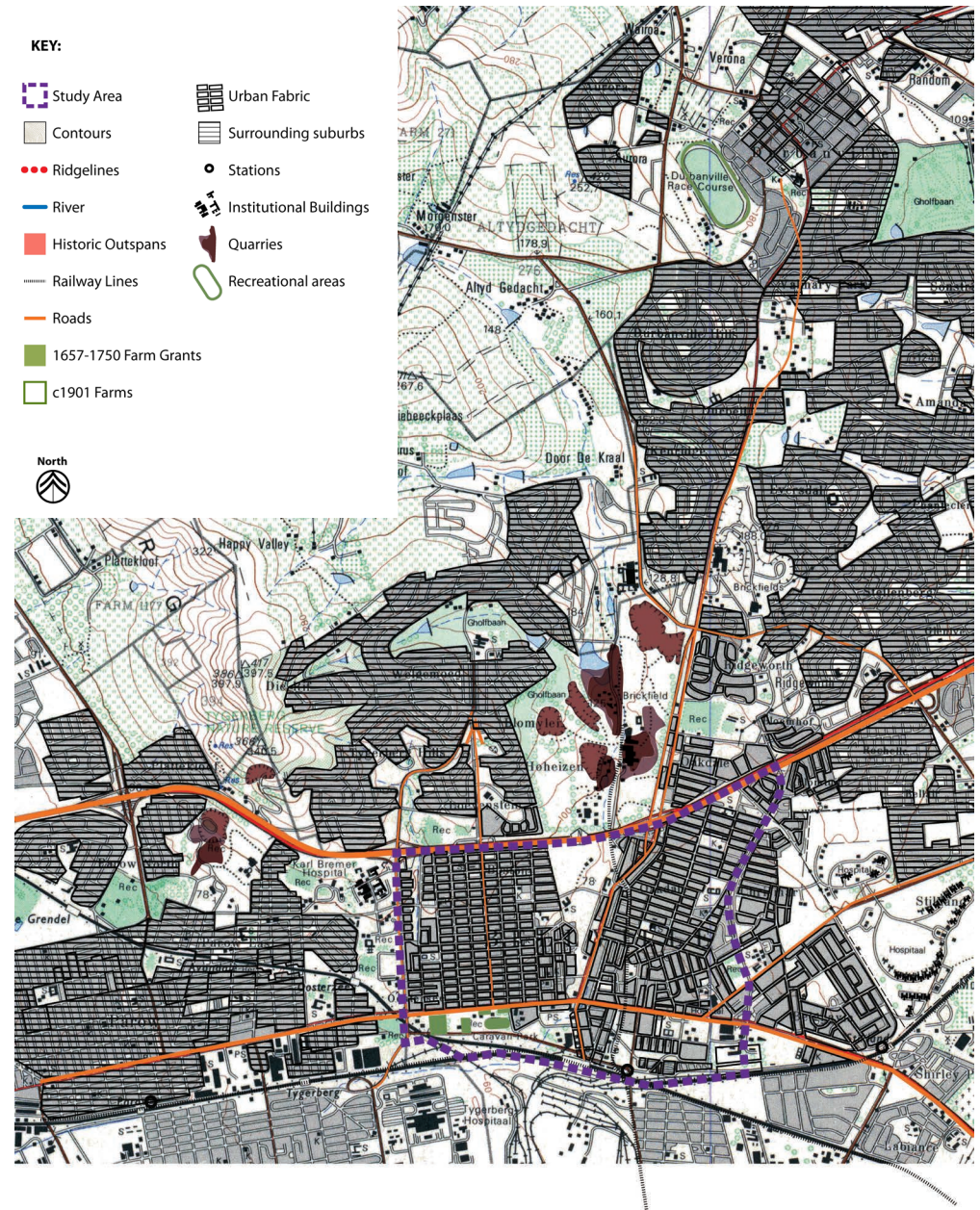


Figure 17: 1983 Topographical map of Bellville (Surveyor General/NGI Mowbray).

of the prison and guard houses can still be identified, as can an old grave-yard - its iron work now stripped, but the undulations in the ground still display places of graves. After the Paarl PAC (POQO) riots of 1956 or 1957, those sentenced served imprisonment here (it would seem).

6. Quarries for gravel and rock were another big industry in the area that required labour, not least for the hard compacting for good roads and then the railway. The Noble Park quarry is still there.
7. The Anglican Church in the area separated similarly to the DRC in this area. All Saint's Church was "White" after segregation, but the graveyard reveals that once this was a mixed congregation.
8. Belville Primary School - with connections to a poorer class of German labour recruited during 19th century - gets racially divided in time, as happened with the churches. Connections to the Rhenish Mission Church and possibly the Moravian church might provide further clues to the social development of the Belville area.



Figure 18: Historical images of protest and anti-apartheid activism in and close to Bellville, clockwise from top left - Rev. Allan Boesak hugs a parishoner at the DRC in Bellville in 1984; a student protest on Voortrekker Road in Bellville in 1980; Black Consciousness Protest at UWC in 1973; and students protest against the CRC in Bellville in 1971.

(All images from the UCT Digital Collection, Independent Newspapers Collection).

New Communities in Bellville.

Horst Kleinschmidt (RSA) and Lula Gebreyesus (Eritrea)

The community that asserts a clear footprint in Bellville and who have now been present for more than a decade are people who originate from the Horn of Africa. Their origins are Ethiopia, Somalia, Eritrea and Sudan.

In the center of Bellville, this African community are prominent located along Voortrekker Road near the Taxi Interchange (Figure 20). The fabric trade is prominent amongst them, but their presence is also evident in a broad spectrum of high-level professions that serve the community at large.

They represent two faiths: The Christian Coptic Orthodox faith and the Muslim faith. A Coptic Orthodox church was built several years ago in Small Street, Boston. Those of Muslim faith attend mosque in existing nearby mosques. They are – as far as we heard – documented in South African law with permanent residence permits, as students with links to Stellenbosch, UWC and UCT, or as visitors. There are also asylum seekers.

It is not possible to put a number on the strength of this community. They are generally well-educated people who identify with middle class values. They are investing in real estate in the area, including the purchase of homes, as well as Bed and Breakfast accommodation. Many have academic qualifications. In speaking to a small sample grouping, they don't feel especial ostracism from other communities' resident in the area. Being first generation in South Africa, they do however congregate amongst themselves for reasons of culture: language and religion.

The fact that many have now received permanent residency speaks to a population in which many families intend to stay in South Africa. Bellville, despite its Afrikaner dominated history, maintained a stable existence during the Apartheid years. Much of this is due to high levels of policing, but also the town planning, which seemed to be formulated to keep people of "colour" to the south. Despite this, the areas south of Bellville, although very dense, have maintained a reasonable standard of accommodation.



Figure 19: More recent protest by PAGAD at the Bellville Municipal Court in 1991, and a protest against Kaolin mining outside Sanlam (All images from the UCT Digital Collection, Independent Newspapers Collection).



Figure 20: The current state of the Bellville CBD (Abrahamse, 2021).

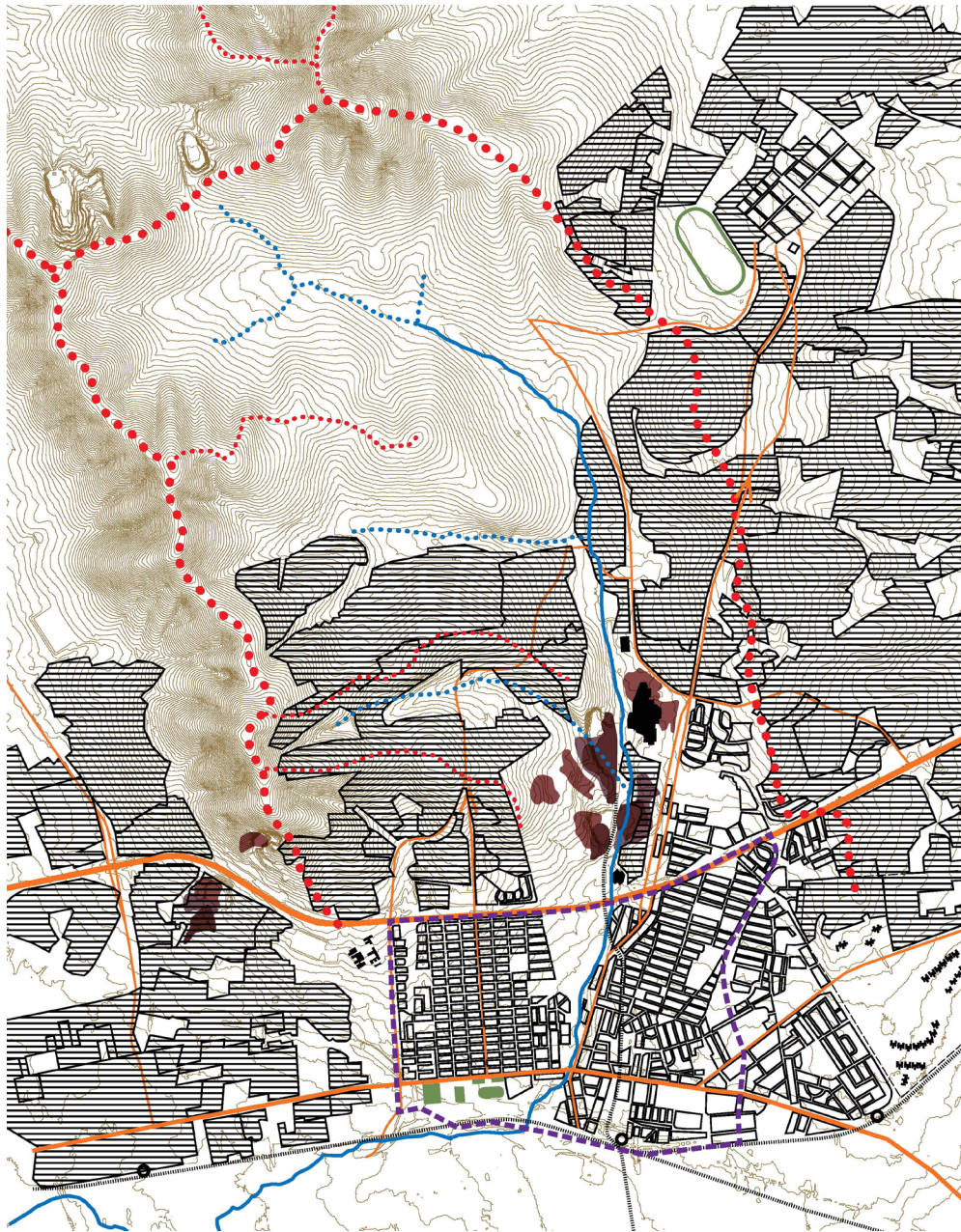


Figure 21: Diagram of the evolution of the site in c2000.

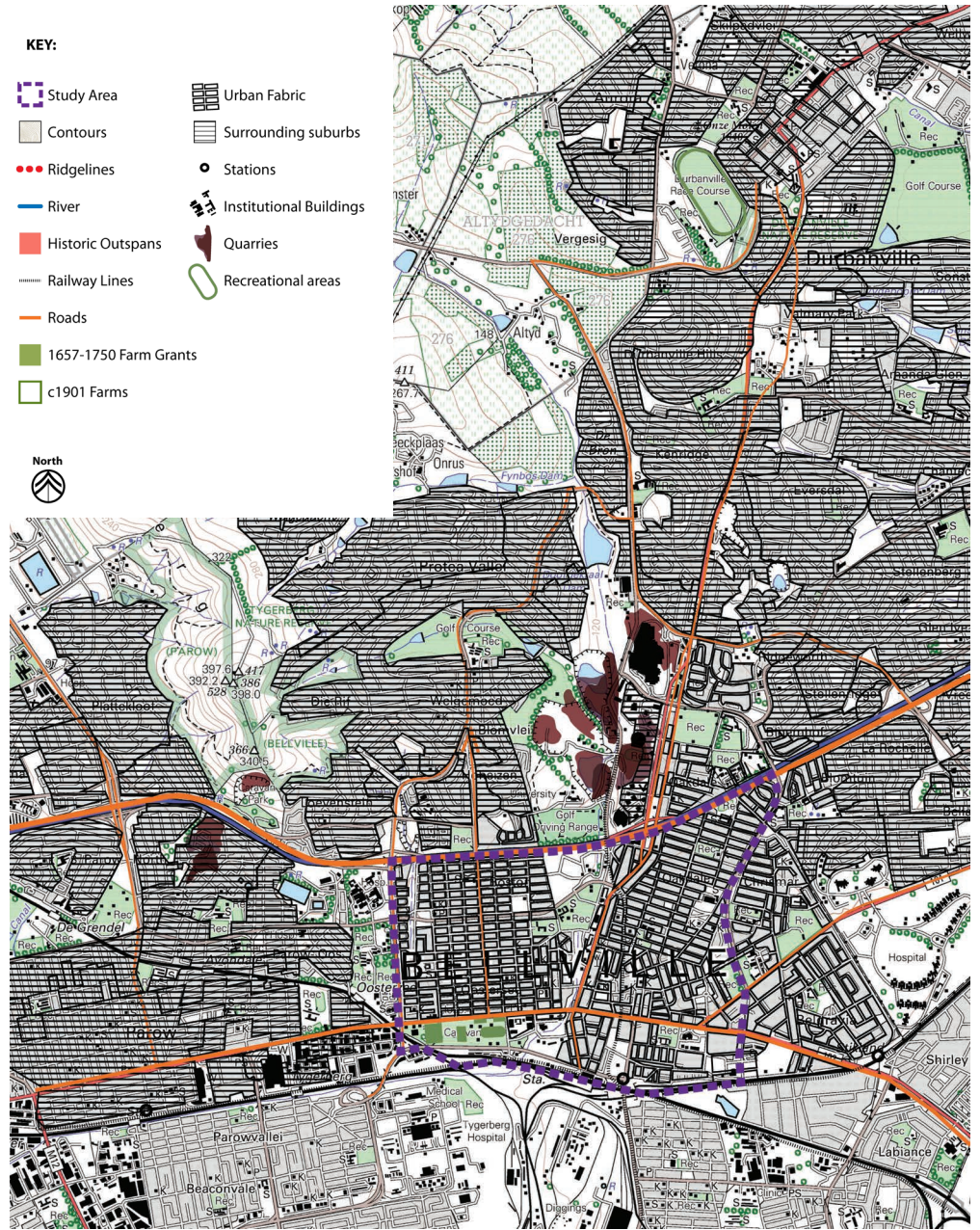


Figure 22: 2000 Topographical map of Bellville (Surveyor General/NGI Mowbray).

3. Urban Elements Analysis

Bellville is located at the southern “mouth” of a valley, at the point where the river emerging from that valley changes course and begins to flow westwards (Figure 23). This change in the river’s course reflects a change in geology between the hilly landscape above and the sandy flats below (Figure 25), and this location “on the edge” has been reflected in all the “layers” that have come to define this landscape as it has developed (Figure 26).

Changes in topography have determined where routes and railways have run, and these were, in turn, hardened into spatial barriers during the decades of influence of Apartheid spatial planning that marked the period of greatest expansion in this landscape.

The entire area “hangs off” an intersection of primary roads and railways, in an almost perfectly north-south-east-west alignment (Figure 24). The east-west links are historic and primary – predominantly functional – while the north-south links reveal socio-historical tensions between various communities over time.

Therefore, Bellville occupies a threshold space between different parts of the city. This divide must be acknowledged, but it also holds immense potential for connection in the future (Figure 27A).



Figure 23: Sense of place and backdrop of the Bottlerly Hills and Hottentots Holland peaks.

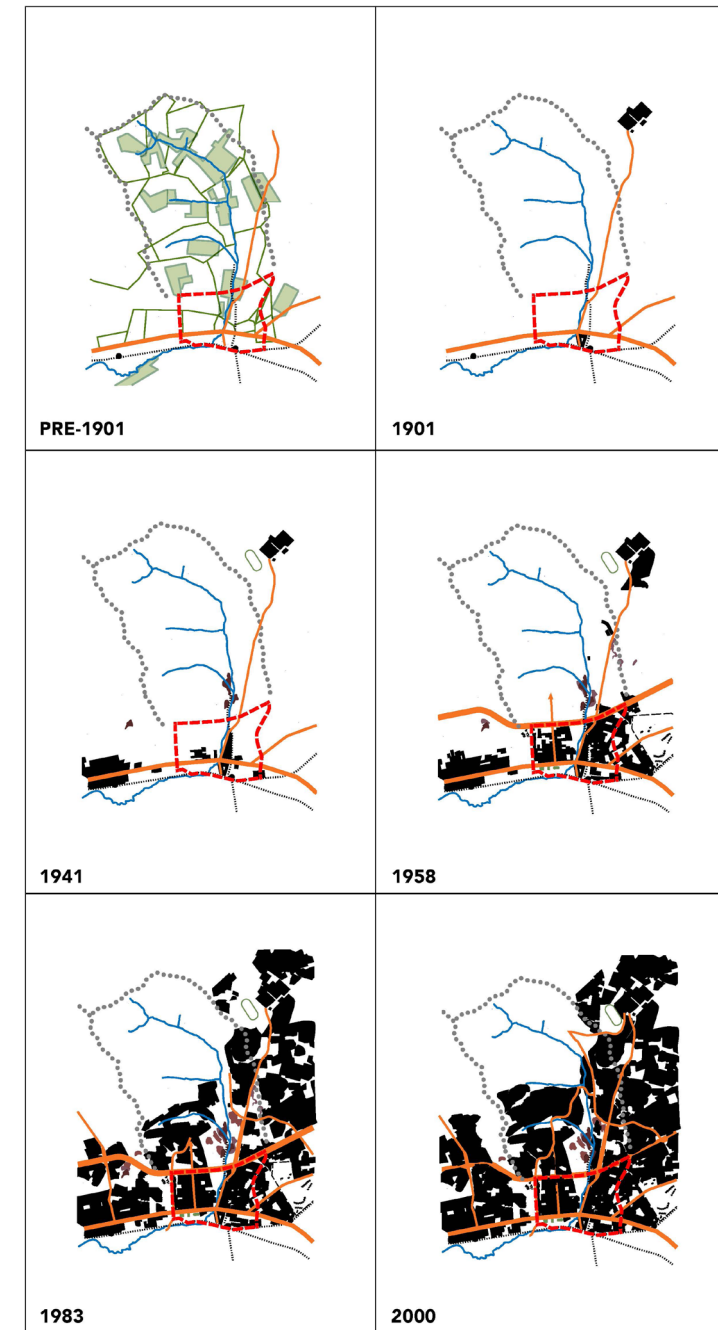


Figure 24: Summary of the evolution of Bellville in the 20th Century.

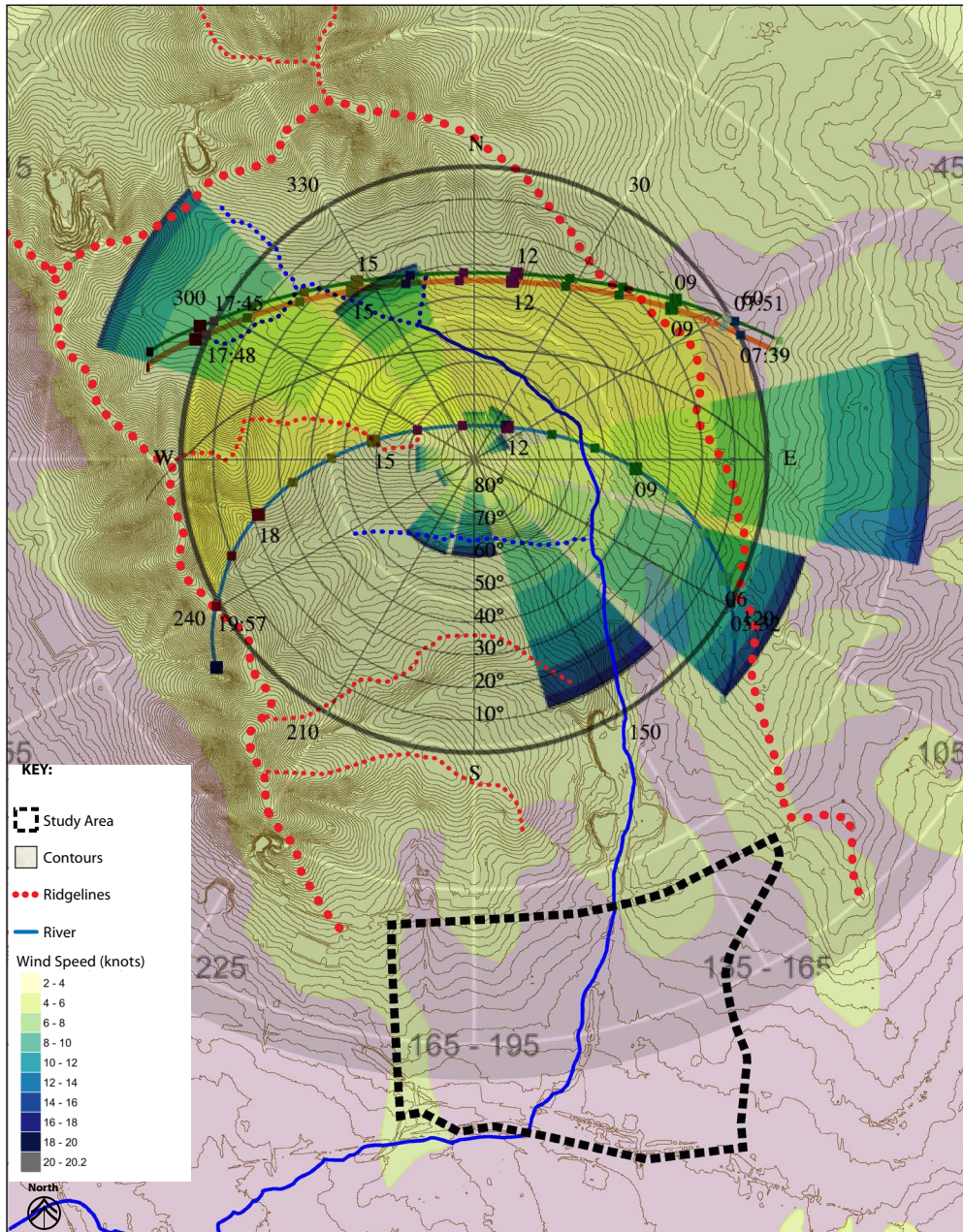


Figure 25: Prevailing natural elements in Bellville. The light green indicates Swartland Shale Renosterveld, while the pink indicates Cape Flats Sand Fynbos.

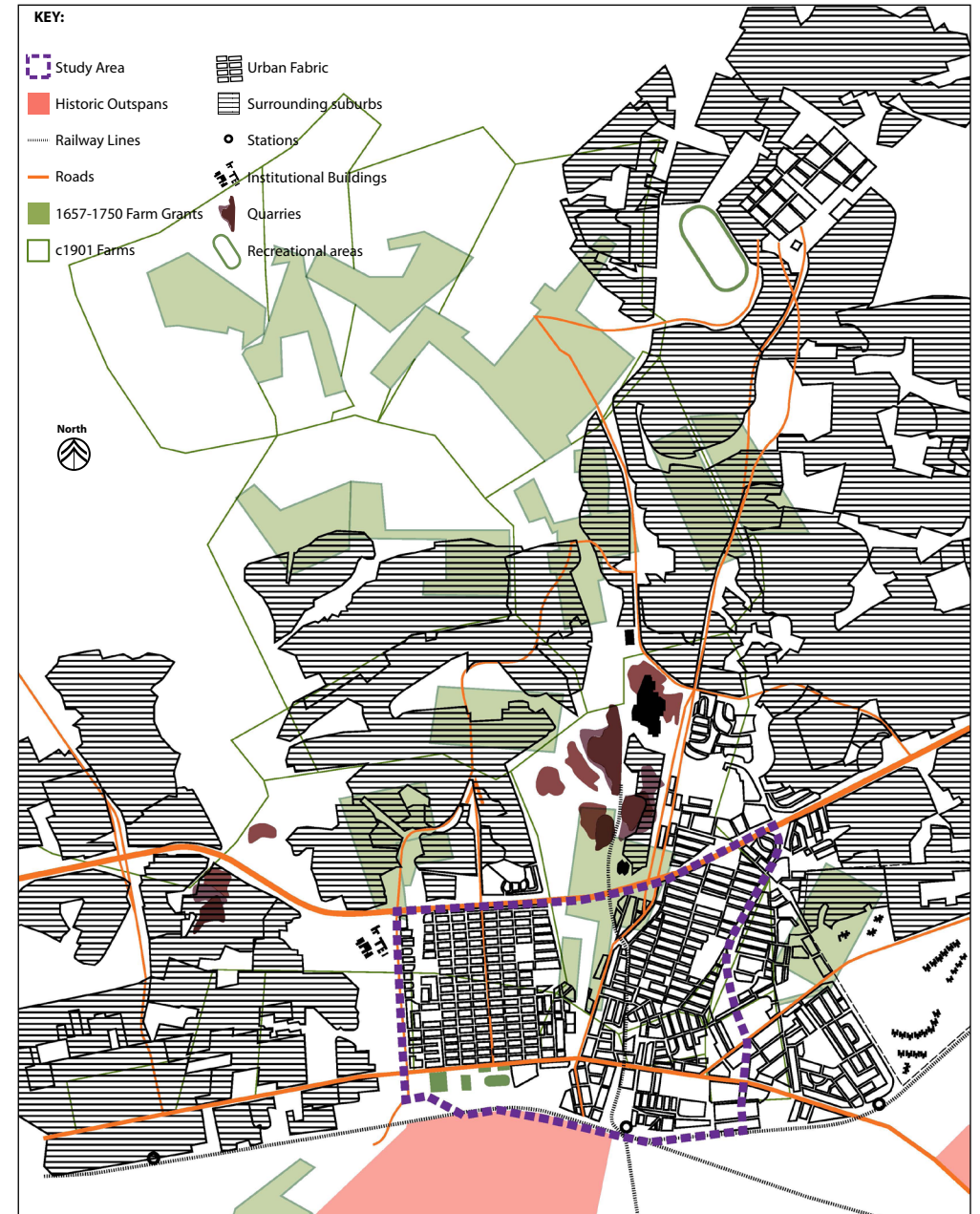


Figure 26: The man-made features of the area.

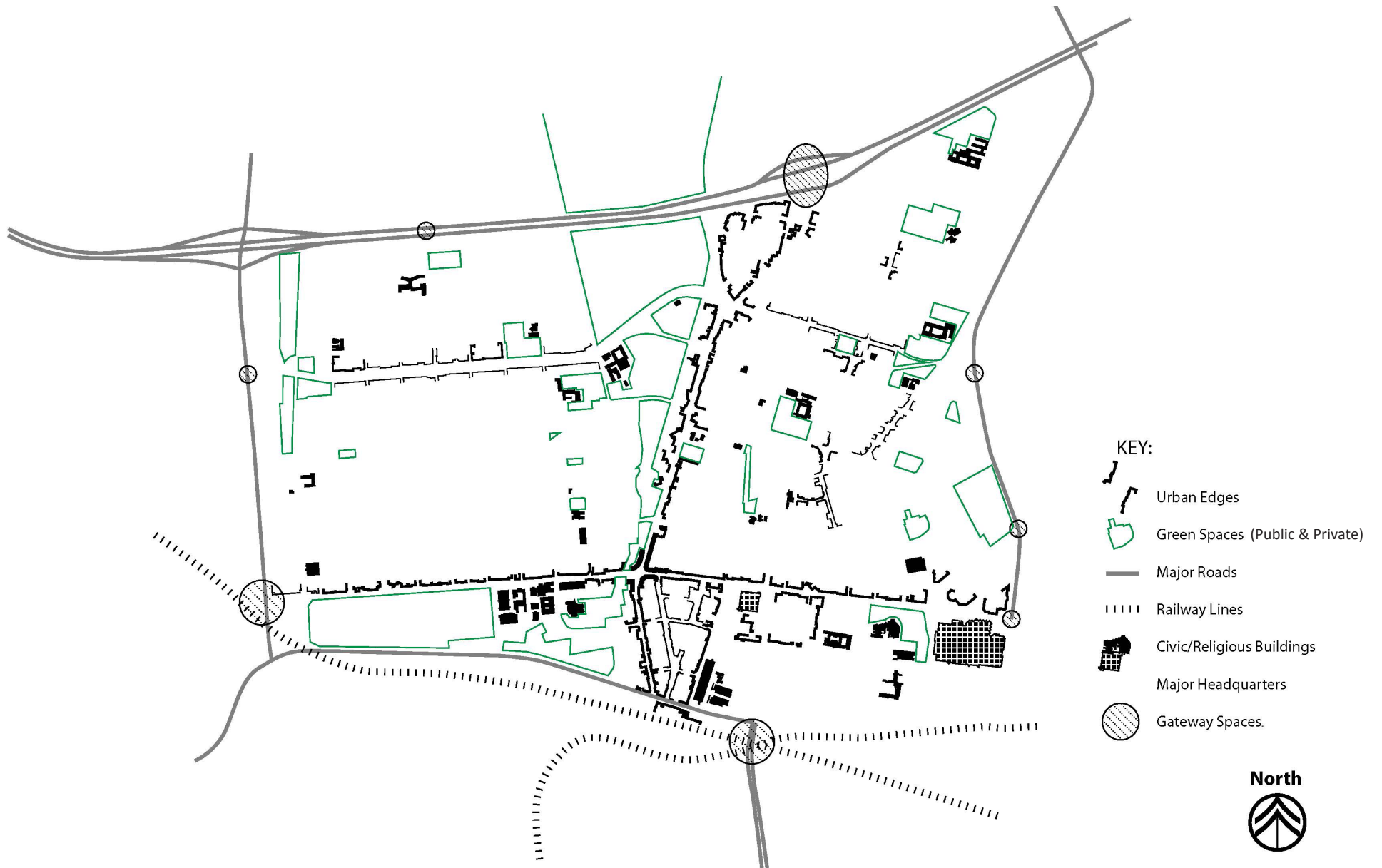


Figure 27A: Civic structure of the Bellville, with primary routes, structure and spaces indicated.

4. Heritage Inventory and Heritage Framework

Significant Places and the Heritage Inventory

The City of Cape Town's Heritage Resources Management guideline series (<https://bit.ly/CCT-HeritageResources>) states that the responsibility of heritage resources management is imposed on all local authorities in terms of the National Heritage Resources Act (NHRA) 25 of 1999.

The NHRA is an overarching national law that provides the legal framework and tools for local authorities to carry out their heritage resources management responsibility to protect and manage our country's diverse and multicultural heritage resources. In addition to assigning certain heritage management functions to local authorities, the NHRA also empowers civil society to nurture and conserve their heritage resources.

Informed by the City's Environmental Strategy for the City of Cape Town (2017), the City's Heritage Resources Management Section aims to ensure that the rich and diverse cultural heritage of Cape Town is recognised, protected and conserved for future generations, in line with the obligations set by the NHRA.

Heritage resources celebrate our different roots, and form an integral part of our identity. Heritage includes cultural, as well as natural heritage resources inherited and valued by society. These can be any place, space or object that has cultural significance or special value to present communities, and should be protected for the benefit of future generations.

Heritage resources may be significant because of their cultural, aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value. A heritage resource may be considered significant because of any one or more of the preceding values, by different groups. Therefore, it is important that all these values are considered when assessing significance.

Among others, heritage resources may include:

- Places, buildings, structures and equipment of cultural significance;
- Places that are associated with oral traditions or living heritage;
- Historic settlements and/or townscapes;

- Landscapes and natural features of cultural significance;
- Geological sites of scientific or cultural importance;
- Archaeological and palaeontological sites;
- Graves and burial grounds; and
- Sites of significance relating to the history of slavery.

The NHRA has established a three-tier system for heritage resources management. Using a grading system, it distinguishes between at least the following three categories of heritage resources:

- Grade I: heritage resources that are so exceptional that they are considered to be of national significance. They are identified and managed by the South African Heritage Resources Agency (SAHRA).
- Grade II: heritage resources that have special qualities and are significant in a province or region. They are identified and managed by provincial heritage resources authorities (PHRAs). In the Western Cape, the PHRA is Heritage Western Cape (HWC).
- Grade III: heritage resources are categorised as 'all other heritage resources worthy of conservation'. The local authority (in this case, the City of Cape Town) is responsible for identifying and managing them. The CCT has grouped grade III heritage resources into A, B and C to assist with their respective management.

Heritage resources can be "Graded", "Ungraded" or "Not Conservation Worthy" (NCW) as follows:

- Graded: The heritage authority has applied its mind in order to determine a grading for the resource or sufficient information is available to determine the grading.
- Ungraded: The heritage authority has not yet applied its mind in order to determine a grading for the resource or we do not, yet, have sufficient information to determine the grading.
- Not Conservation Worthy: The resource does not have enough heritage significance to be retained as part of the National Estate.

The City maintains a heritage inventory database of the graded local heritage resources within Cape Town's municipal boundaries, including for the study area (Figure 27B). This inventory complies with the requirements of section 30(5) of the NHRA. The heritage inventory



Figure 27B: Current grading map for Bellville (Source: City Map Viewer, CoCT, 2021).

database is accessible to the public at <https://citymaps.capetown.gov.za/EGISViewer/>.

Places protected under Section 34

Buildings and structures are protected under section 34 of the Act when they reach 60 years of age, and alterations or demolitions require permission from the heritage resources authority.

Requirements of Section 38

Heritage resources other than structures are to some extent protected by section 38 of the Act, which implements general requirements that the heritage resources authority be notified in advance of certain types of development, and gives it the authority to require an assessment of the heritage impacts prior to granting approval or otherwise for the development to proceed. Where a development also requires assessment of environmental impacts in terms of other legislation, the heritage resources authority ceases to be the decision-maker but must ensure its requirements are met in a heritage impact assessment to be

considered by the relevant competent authority.

Development activities that require the submission of a Notification of Intent to Develop (NID) include:

- Construction of a road, wall, powerline, pipeline, canal or other similar form of linear development or barrier exceeding 300m in length;
- the construction of a bridge or similar structure exceeding 50 m in length;
- any development or other activity which will change the character of a site—
 - (i) exceeding 5 000m² in extent; or
 - (ii) involving three or more existing erven or subdivisions thereof; or
 - (iii) involving three or more erven or divisions thereof which have been consolidated within the past five years; or
 - (iv) the costs of which will exceed a sum set in terms of regulations by SAHRA or a provincial heritage resources authority;
- the rezoning of a site exceeding 10 000m² in extent; or
- any other category of development provided for in regulations by SAHRA or a provincial heritage resources authority

Other forms of heritage resources including graves, artefacts, and archaeological or palaeontological sites, have similar protections under sections 32, 35, and 36 of the Act but are not relevant to the study area.

Considerations for exemption

The City of Cape Town has identified the possibility of exempting areas from protections of the National Heritage Resources Act as a means to reduce regulatory uncertainty and promote (re)development in key precincts where fewer significant heritage resources exist. The Act provides for exemptions from both section 34 and section 38 as follows:

Section 34 (Structures)

34(3): The provincial heritage resources authority may at its discretion, by notice in the Provincial Gazette, make an exemption from the requirements of subsection (1) within a defined geographical area, or for certain defined categories

of site within a defined geographical area, provided that it is satisfied that heritage resources falling into the defined area or category have been identified and are adequately provided for in terms of the provisions of Part 1 of this Chapter.

Section 38 (General)

38(9) The provincial heritage resources authority, with the approval of the MEC, may, by notice in the Provincial Gazette, exempt from the requirements of this section any place specified in the notice.

Two distinctions may be drawn between the above exemption provisions:

- Section 34 permits the heritage resources authority (in this case Heritage Western Cape) to make an exemption at its own discretion, while section 38 requires the approval of the MEC.
- Section 34 exemption is dependent on the prior identification and protection of heritage resources occurring within the area by one of the means set out in sections 27 to 31 – declaration as a national or provincial heritage site, designation as a protected area or heritage area, or listing in a heritage register. Section 38 does not require such a prior protection of places.

The largest concentrations of buildings over 60 years are in the Civic Centre precinct/Belrail housing area, and along Voortrekker and Durban Roads. Other parts of the study area have individual and isolated structures over 60 years of age and would therefore not require exemption from section 34 protection.

Process for exemption

The Act provides in section 5 that heritage resources must be managed in a way that acknowledges the right of affected communities to be consulted and to participate in their management. Because the exemption of sites from sections 34 and 38 curtails the need for future public participation, it is necessary to ensure that the exemption process itself makes provision for sufficient participation and consultation.

The City has previously made application to Heritage Western Cape to exempt the Parow Station Precinct from the provisions of sections 34 and 38 of the Act. The Council on 28 February 2020 exempted the precinct from these sections, with the latter dependent on approval from the MEC. The MEC subsequently indicated that the public participation process implemented for the proposed exemption was not compliant with the Promotion of Administrative Justice Act, 2000, because the participation was undertaken by the City of Cape Town rather than the heritage resources authority, and without the required delegation.

A proposed process for future exemption applications was developed by the City based on its experience with Parow, and includes the following key steps:

- Internal engagement on the boundaries of the area
- Heritage resource inventory compilation and motivation
- Submission to Heritage Western Cape, followed by site visits
- Public advertisement for 30 days
- Final submission to Heritage Western Cape for Council approval and gazetting

This process is broadly supported, provided the legal concerns in respect of delegation, PAJA-compliant participation, and MEC assent can be resolved in advance.

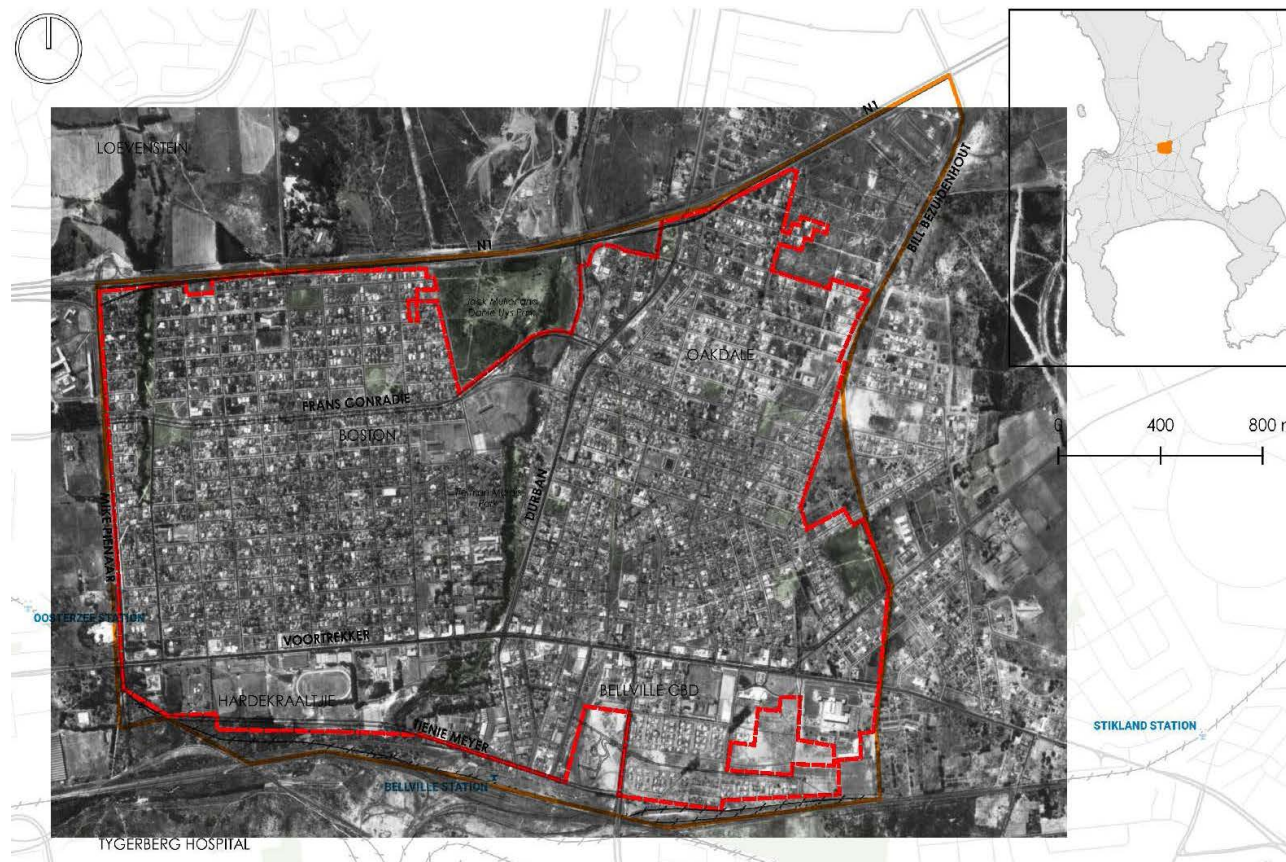


Figure 27C: Areas that had largely been developed prior to December 1960 (older than 60 years).

5. Cultural Landscape Themes

CULTURAL LANDSCAPE: THE AGRICULTURAL LAYER

Evidence that Bellville was an important pre-colonial outspan area for the Khoi, when moving their herds around the Peninsula.

The study area had roughly two distinct areas: the Tygerberg hills area and the sandy Cape Flats. These differed hugely in usefulness and value, especially with relation to farming.

The area around the Tygerberg Hills were well-watered, with soils of good quality.

The Dutch East India Company was farming at “Vissershok” as early as 1678. It became their leading cattle farm. “Elsies Kraal” was another Dutch East India Company cattle post from 1682.

Already in 1662, a small group of newly-released Free Burghers were given permission to farm and were sent to the Tygerberg. Between 1698 and 1743, 25 Freeburger farms were granted in and around the Tygerberg Hills (Buttgens & RSA, 2005: 17).

To the south of the railway line, the sandy land was subdivided into large allotments, some of which were farmed by the German immigrants who had been brought to the Cape to farm at Philippi. A “refuse line” extending southwards into the sandy dunes transported Cape Town’s sewerage to be deposited in the forestry reserve, where alien plant species had been introduced in order to “tame” the shifting, sandy landscape.

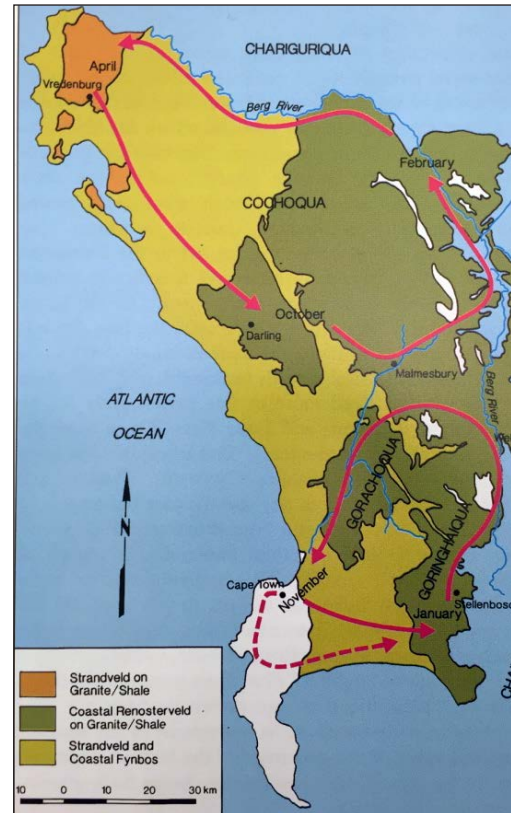


Figure 28A: The transhumance routes of the Gorachoku and Goringhaiqua passed through the Bellville area.

(Source: Duminy, J.P. 1979).



Figure 28B & C: Historic homesteads located close to the study area, including Gouda (top) and Lowenstein.

(Source: A. Elliot and UCT Digital Collection).

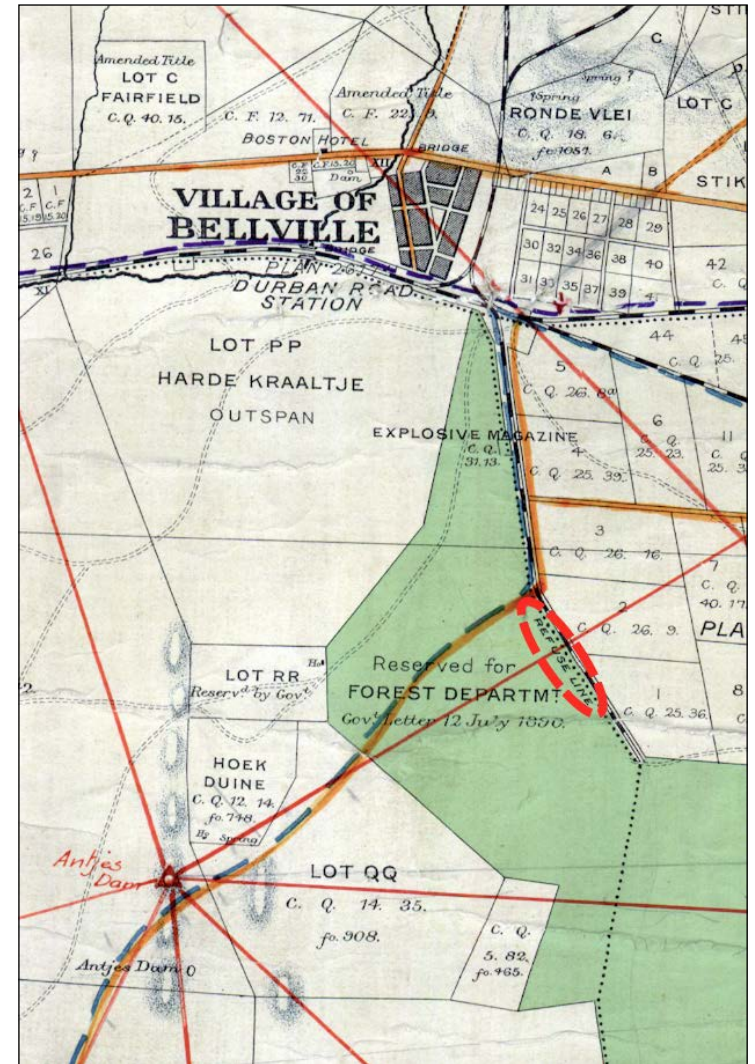
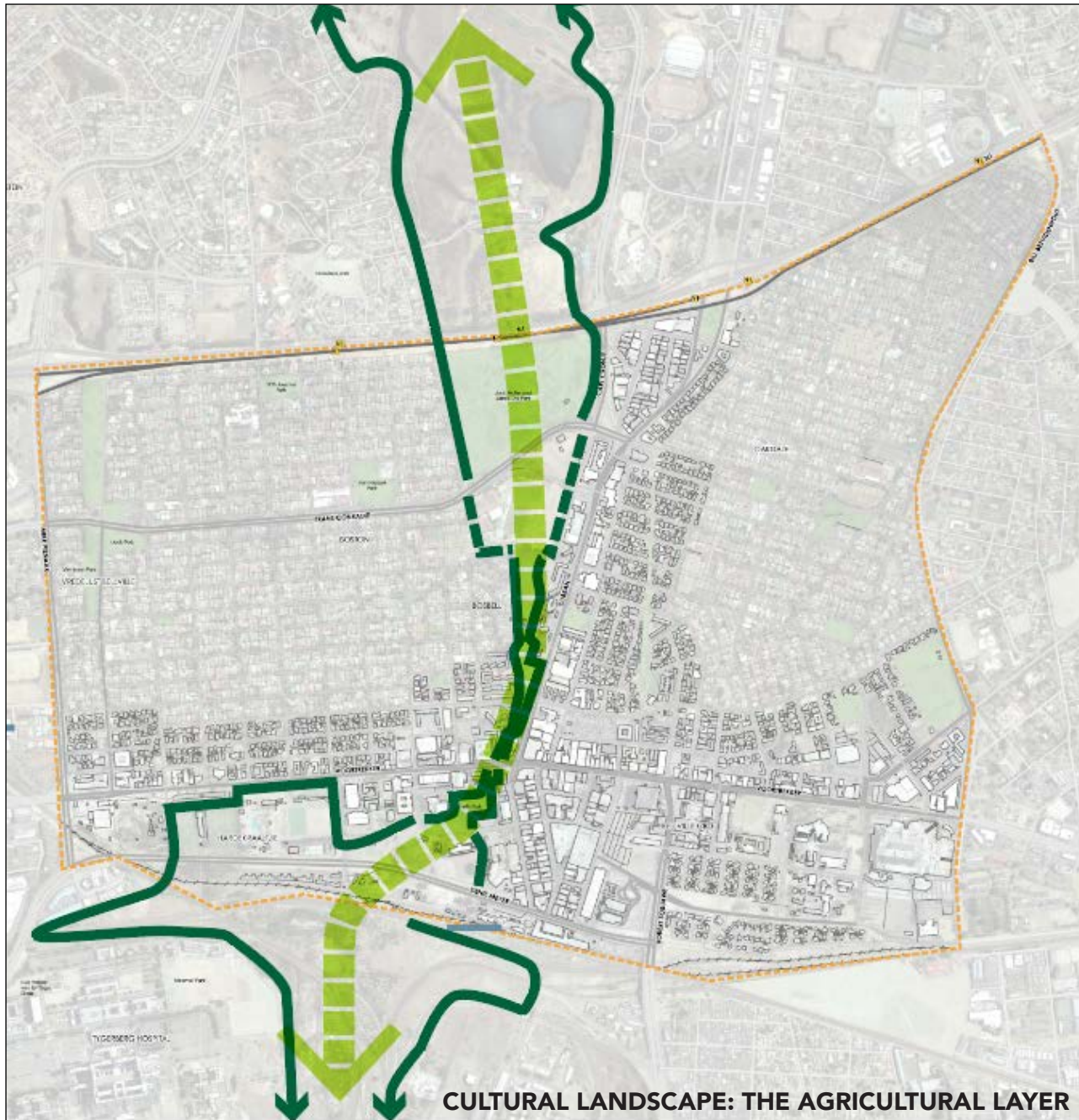


Figure 28D: The c1901 map of Bellville shows the so-called "refuse line" which was established to move the City's sewerage into the dunes in order to fertilise the alien species being established there. The intent of the project was to stabilising the shifting sands on the Cape Flats.

Figure 28E: Diagram showing the "agricultural continuum" that once characterised the Elsie's Kraal River course. This river course still runs through the study area, but in many instances urban development turns its back to the river course. The dark green lines indicate the currently constrained open area around the river course.

CULTURAL LANDSCAPE: THE SOCIO-INDUSTRIAL LANDSCAPE

The Durban Wagon Works were established in the area in the mid 1800s, and went on to become the largest carriage works in South Africa. At its height it employed 250 men, and produced 370 wagons a month. A steam tractor pulled the wagons down Durban Road to the railway depot, and then throughout the country.

In 1899, the farm "Oakdale" was brought by Bradford and Poole in order to extract clay deposits. Clay quarries were to be a major feature of the landscape during the 20th century. By 1901, a spur railway line was constructed between Bellville station and the quarry sites. In 1903, Bradford and Poole was bought by South African Brickfields, and later by Hume Pipes (1920).

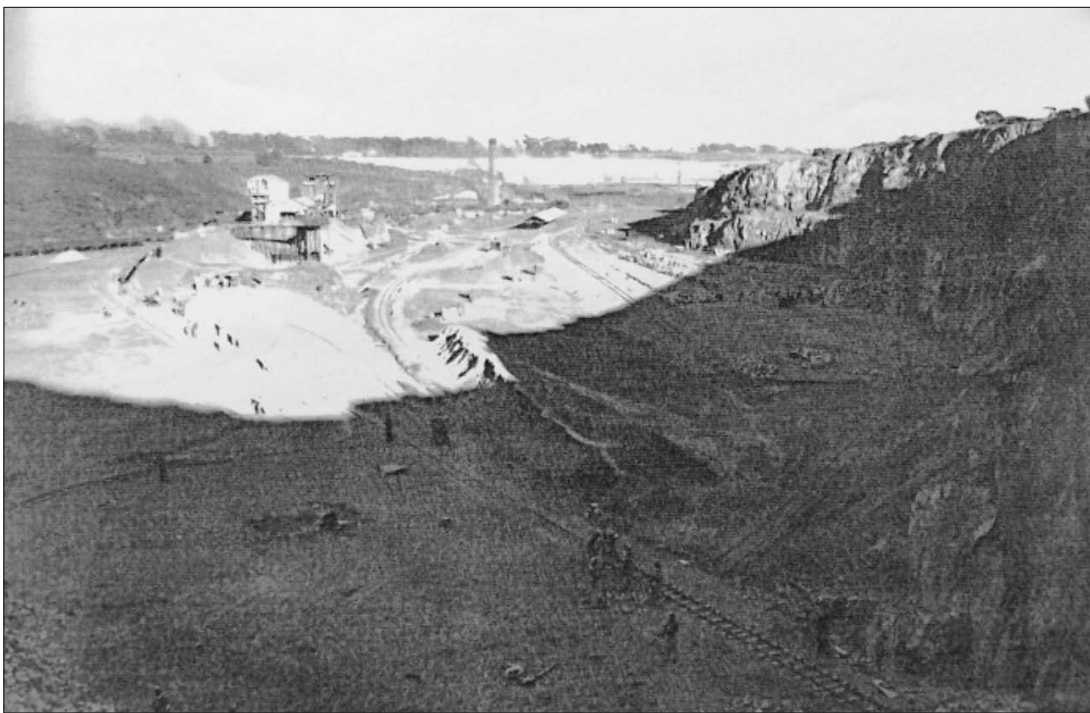


Figure 29A: The quarries in the c1950s. (Source: The National Library, via <https://tygerbergstories.co.za/2016/09/10/bellville-tyger-waterfront-en-die-ontstaan-van-die-steengroewe/>).

In the 1920s, the first forced removals are recorded in the Bellville area.

In 1953, 3647 people were living in informal shacks in the quarries. Most were from the Transkei, attracted to the area by the prospect of work in the quarries following WW2. However, after pressure from Oakdale residents, they were relocated to Nyanga.

The tension of the industrial environment - a feature of the area into the 1980s - and the racial segregation of the area was to play out with waves of forced removal, protest and activism from the 1960s onwards.

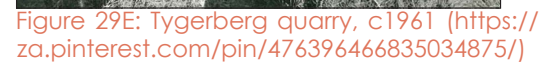
The jail is also an important site in terms of the history of racial oppression and control of labour in the area.



Figure 29B: Brick factory in the quarries, Bellville, from "Die Burger", 19th July 1972. (Source: <https://tygerbergstories.co.za/2016/09/10/bellville-tyger-waterfront-en-die-ontstaan-van-die-steengroewe/>).

[illegible]

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CULTURAL LANDSCAPE: MODERNISM

In the late 1950s, numerous hospitals were established in the area. As previously stated, Tygerberg Hospital was the first medical institution in South Africa to teach medicine and dentistry exclusively in Afrikaans (Worden et al, 1999). A link to Stellenbosch University was established.

In the early 1960s, the financial giant Sanlam established their headquarters in the area, and this initiated the transition of Bellville from an industrial to a commercial hub.

The design of civic buildings and corporate headquarters at Bellville exhibits the evolution of architecture in the city in the two decades after the Second World War "which were characterised by a far greater diversity within the modern movement.... The planarity of the International Style gave way to a more sculptural and robust form of expression in which bare... concrete, textured facades and the density of walls played a greater role" (Curtis, 1994: 492).

During the 1950s South African architects drew inspiration from Brazilian modernism and Californian mid-century modernism, which developed ways of dealing with hot climates and strong light (2004: 538). Typical architectural features included upswept roofs, curvaceous, geometric shapes, and bold use of glass, steel and neon or polychromatic colours. These influences can be seen in the design of the Civic Centre.

The link between the modern style of the building and the new Nationalist Party's agenda can clearly be seen in the design, which sought to assert modernity and advancement, and this seems to reflect the shift towards more centralised political power within the country under the National Party.

The importance for the Nationalist Party in asserting their presence and power in the Cape cannot be underestimated, and their use of public structures to do this is clear. Bellville represents that best townscape of such politicised Modernism in the Cape.



Figure 30A: Bellville Civic Centre in 1978 (UCT Digital Collection).

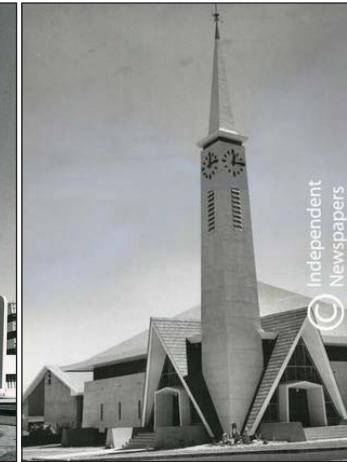


Figure 30B: Bellville DRC in 1961 (UCT Digital Collection).

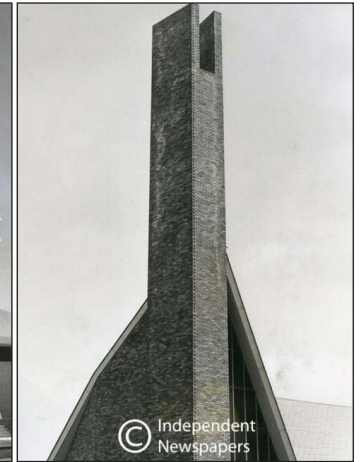


Figure 30C: Spire of a DRC church in Bellville, 1969 (UCT Digital Collection).

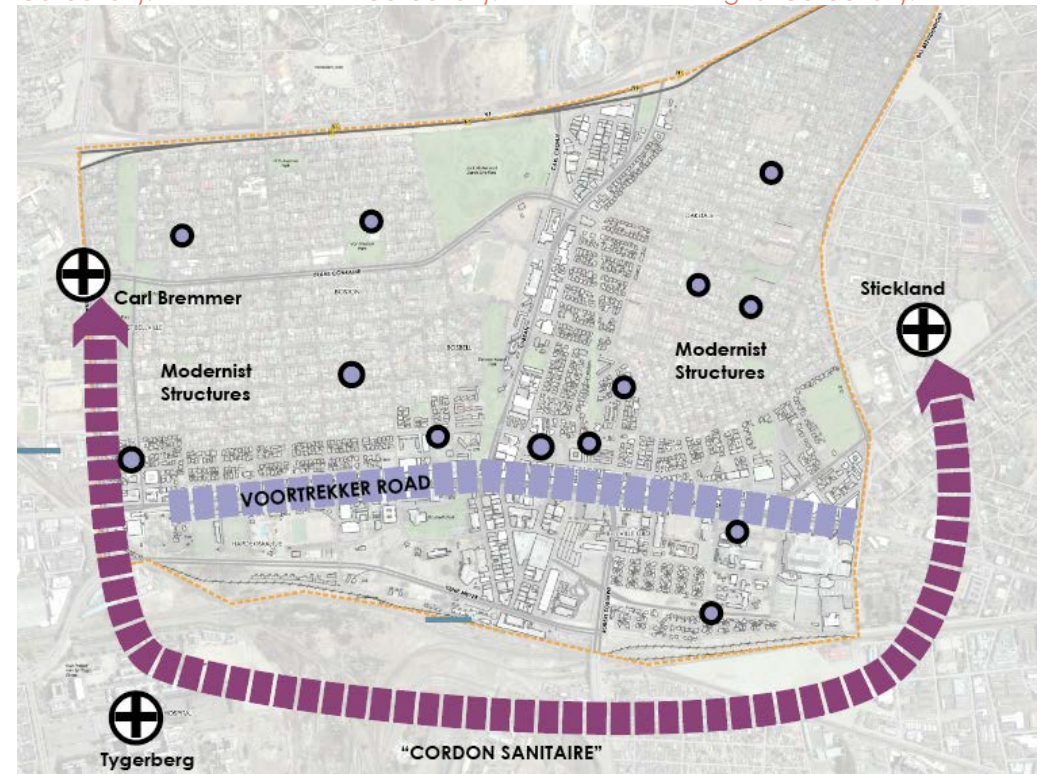


Figure 30D: Diagram indicating the position of significant modernist structures in Bellville, and now the hospital sites create a spatial barrier to the south.

CULTURAL LANDSCAPE: MOVEMENT & COMMUNICATION

Bellville has always been marked as a “halfway stop” along the road between Cape Town and Klapmuts.

From 1676, the VOC farm at De Kuilen was used as a half-way stopping point on journeys between Hottentots-Holland and the Cape, as the Tygerberg Hills provided a place of shelter when crossing the otherwise hostile and windswept Cape Flats.

In 1690, the VoC set up cannons in the Tygerberg hills to sound warnings to the wider area, and to call the colonial settlers to town in the case of an emergency.

As mentioned in Section 2 of this report, by 1724, authorities erected poles along the wagon route (roughly following today's Durban Road) to guide travellers, as drifting sands often covered the road.

The railway line between Cape Town and Stellenbosch was built between 1853 and 1862, with the only stations between being Salt River and Bellville.

The prevalence of the Boston Hotel in early 1900 maps indicates that the small hamlet of Bellville was still performing a “half-way stopping point” into the 20th century.

Today, the Bellville transport interchange is a key metropolitan site linking the Cape Flats to the northern suburbs and towards the city and Paarl. Its potential as a site of integration in a city still impacted by apartheid city planning is immense.

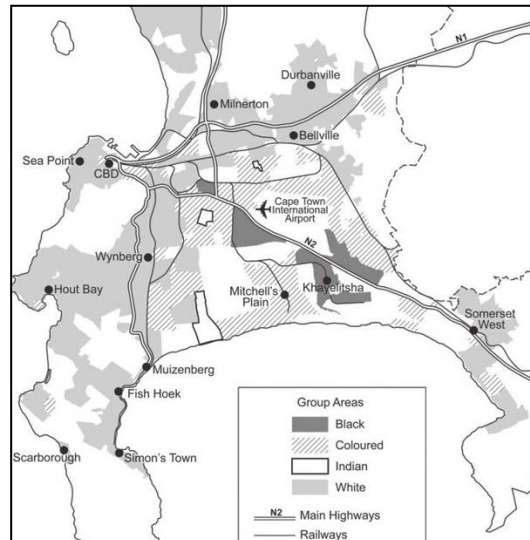


Figure 31A: Group Areas Map, Cape Town.



Figure 31B: Bellville Station in the 1960s. (UCT Digital Collection).



Figure 31C: Voortrekker Road in 1966. Note the green character on the left of image, which is characteristic of the town. (UCT Digital Collection).

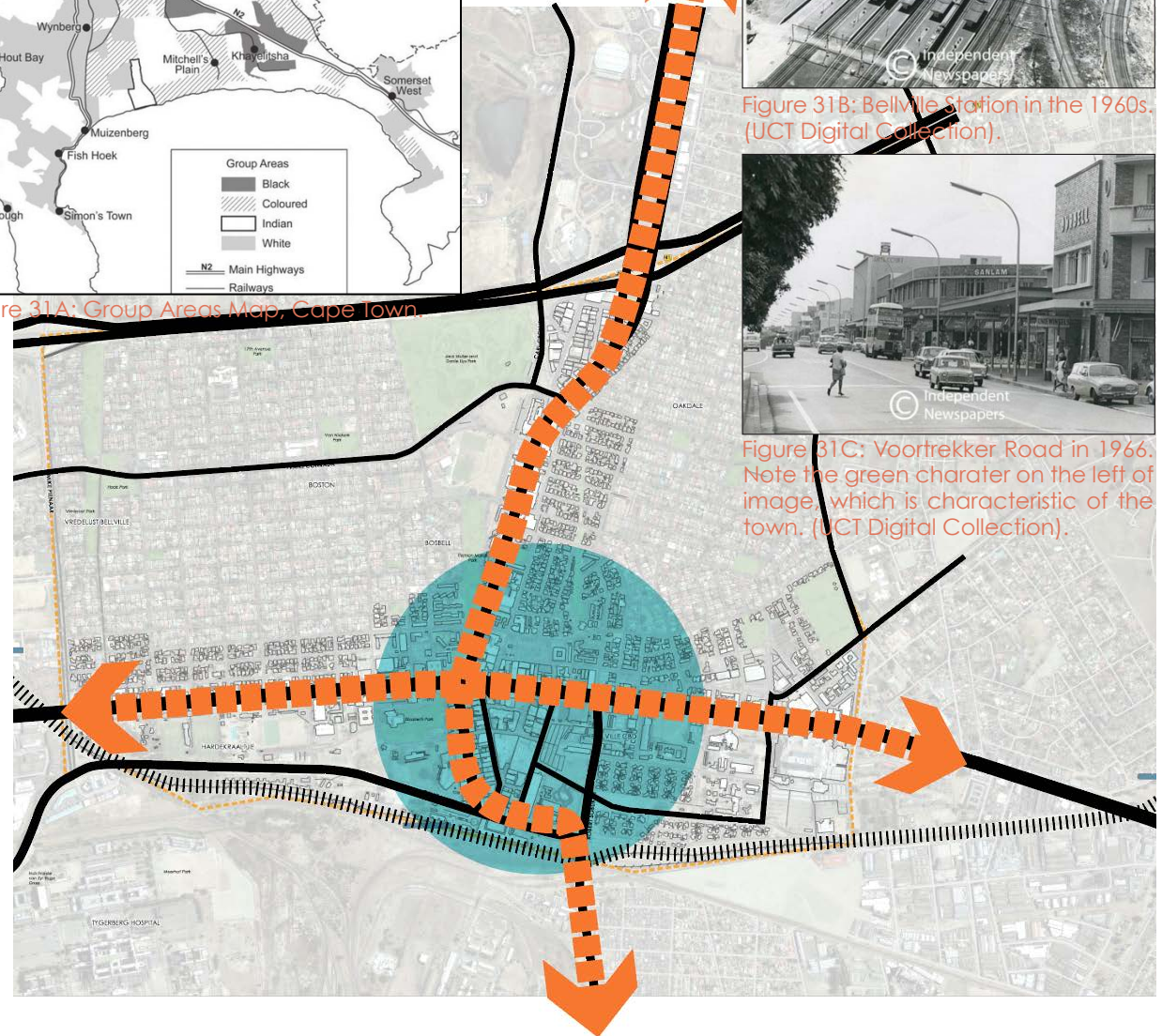


Figure 31D: Bellville is a key intersection point between movement routes in the metropolitan area.

CULTURAL LANDSCAPE: CONTEMPORARY ARTS

In recent years, Bellville has been the physical centre for a number of influential bands in the Afrikaans Rock genre. The key emergent band at the time was “Fokofpolisiekar” but other groups, such as Foto Na Dans, Lukraaketaar, Ashtray Electric, Velve & Die Seks, aKING and Van Coke Kartel have also emerged, all with strong links to Bellville.

Journalist Neil Bekker (2008) writes that these bands all know each other, which he attributes to Bellville being a small place and to schools like DF Malan and Bellville Hoërskool being musical enclaves where many talented musicians first played together (<https://www.news24.com/channel/Music/FeaturesInterviews/Bellville-Rock-City-20081201>). Ritchie (2017) writes about “the biting socio-political commentary... [and] angst that beset FPK as young Afrikaners in Bellville, wanting to strike out against the sins of their fathers who had been part of the apartheid system”, suggesting that the conservative context of Bellville contributed to the emergence of these groups (<https://www.iol.co.za/entertainment/music/local/the-bad-boys-from-bellville-11577317>). Important music venues in Bellville during this time included Danskraal and Ellington’s Pool Saloon.

The history of musical achievement and creativity in Bellville is not only limited to recent Afrikaans rock acts - Bellville South has an established musical tradition that, while also showing the influence of rock music, integrates R&B and gospel influences. One of the founding members of The Rockets - Molly Barron - and of the the Big Beats - Ivor Wagner, grew up or attended school in Bellville South (<https://warrenludskimusicscene.com/interviews-3/molly-baron-a-rocket-man-and-yes-its-been-a-long-long-time/>).

This remains an intangible and more recent cultural layer in the history of the town, and further research should be done in this vein.



Figure 32A: Fokofpolisiekar (<https://htxt.co.za/2017/05/we-have-never-made-money-off-of-albums-an-interview-with-sa-rockers-fokofpolisiekar/>).



Figure 32B: The Rockets in their youth (<https://warrenludskimusicscene.com>).



Figure 32C: The Big Beats c1967 (<https://warrenludskimusicscene.com/interviews-3/the-life-and-times-of-ivor-wagner/>).

6. Urban Design/Identifying Sites

Statement of Significance, Opportunities and Constraints, Indicators and Possible Projects.

A Note on the Difficulties of the Public Display and Interpretation of Heritage in Public Spaces

In a country like South Africa, the public acknowledgment and display of heritage can be fraught with difficulties, ranging from different interpretations of political history, down to families who feel that their actions have been “left out” of acknowledgment.

While matters of politics have to be acknowledged, doing this in a fashion that is interpreted as being biased by any group can lead to a sense of alienation, and even revenge and vandalism. In short, doing this is difficult and requires deep knowledge, thorough engagement with local communities and language skills and talent.

This is particularly pertinent in Bellville, where the history and celebrated monuments have tended to focus on one group of people, and omit the recognition of the many others who played a part in the development of the area.

Through interaction, it is clear that metal plaques and signage are unlikely to work in the public spaces at Bellville. If they are to be used, this should happen indoors in a secure location.

There are alternatives to the above, such as pamphlets and displays in libraries, restaurants or in places of education.

However, there are some local examples where successful interpretation of local heritage in public space has occurred, and are explored here as case studies for what is possible at Bellville.

Example: The Simonstown Benches (Figure 33)

The Simonstown Museum has erected 6 benches, each decorated by tile fragments on a theme in the history of the town. While these are aesthetically pleasing, the museum has received a variety of responses ranging from a deep admiration of the art and work involved to families criticizing them for not depicting their Family History. To a degree, some assertion of perspective and intention can be required.



Figure 33: The Jubilee Square mosaic benches (Hart, 2021).



Figure 34: Interpretative signage on the wall of the Simonstown Naval Base (Hart, 2021).

Example: False Bay Interpretive Signage (Figure 35 & 36)

Dr. Antonia Malan, who was involved in the development of the successful historical signage along False Bay (in good condition after a number of years now), emphasized the use of images to tell a story. This arrangement has been successful and damage to the display cases is minimal. Dr. Malan explained that no person in the team developed or selected the images, but the decisions of what should be selected or displayed were taken from cues provided by a public process of diversity that seems to have been successful, resulting in displays. Although not entirely politically neutral, the work has been found satisfactory to the point that the signage attracts significant crowds along the pavement and has not been subject to vandalism or scratching. They are appreciated by an entire range of people.

Conclusion

Both Dr Malan and Simonstown Museum have accentuated the need for deep talent in the depiction or display of images and themes, as well as a need for literary talent in the very careful writing or depiction by words. This is also an area where public processes or teams could play a role. Indications are that it seems very important to achieve an average of thought processes worded in such a way that invokes a response such as “wow I did not know this”, or “look, how exciting” rather than accusing makers of displays being religious or politically biased.

The story of Bellville can be told through the selection of a diversity of places, the creation of themes from place to place and the application of sensitive leadership and good talent.

The projects outlined below are offered as potentials only: it is imperative that public consultation and community involvement underpin the implementation of any heritage-based projects in the area.



Figure 35: Interpretive signage along the False Bay Coast (Hart, 2021).

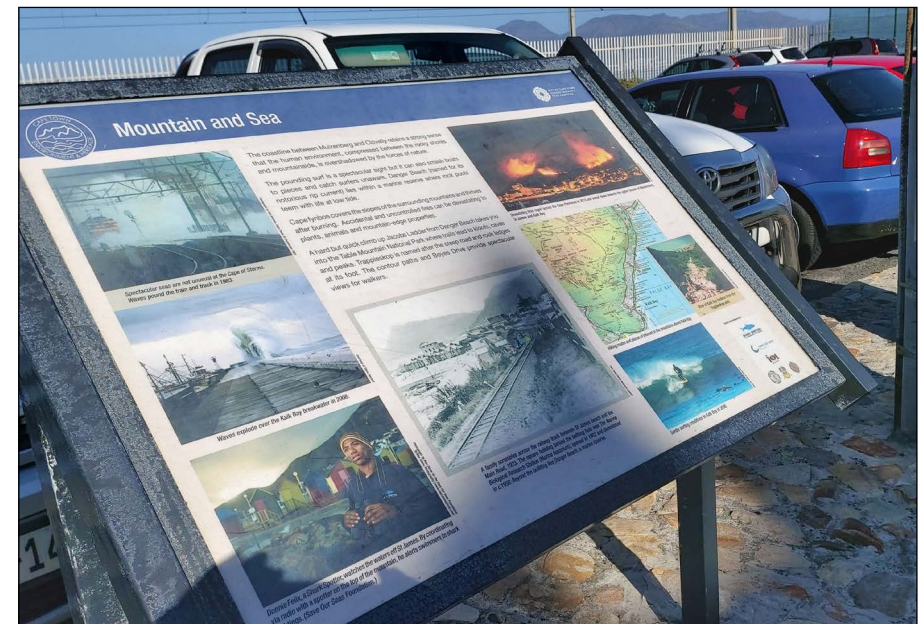


Figure 36: Interpretive signage along the False Bay Coast (Hart, 2021).

Site 1: Elsie's Kraal River Corridor, at Frans Conradie Drive

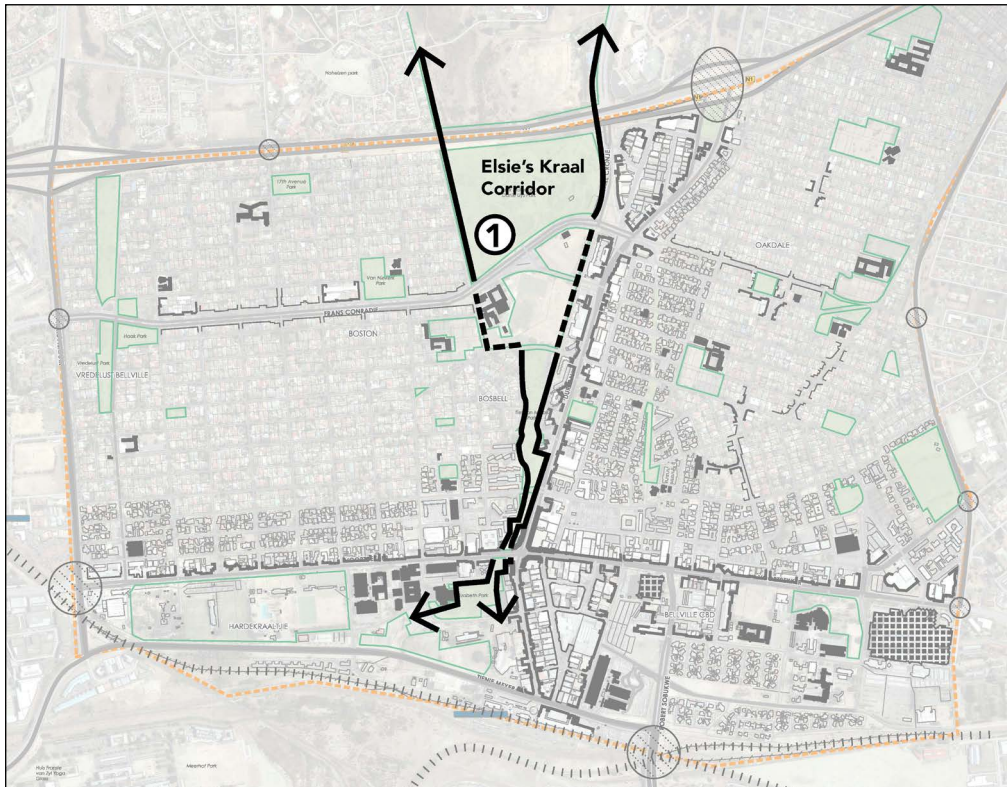


Figure 37: Project Locality Plan.

Description:

This strip of land, a natural river corridor, borders and includes the Elsie's River course, and runs behind a thin band of properties fronting onto Durban Road. It extends from Elizabeth Park, under Voortrekker Road, upwards to the N1 (the land continues northwards, but is cut off by the N1). See Figure 37.

It serves as a park, open space, school, and includes the canalization of Elsie'skraal River, as well as significant stormwater management infrastructure.

Statement of Significance:

This site has high cultural landscape significance due to its natural systems, historical significance and social significance. It is a valued place within the community. It provides spatial linkages to the Hardekraaltie/Elizabeth Park area to the south of Voortrekker Road. It enhances the overall sense of place of Bellville through visual linkages to the Tygerberg Hills north of N1.

The site has significant potential to reveal alternative narratives of use of the landscape, be they by Pre-Colonial people, or through the movement and control of labour in Bellville in the days of active quarrying in the valley.

Opportunities and Constraints:

The Bellville Integrated Recreation Facility Precinct Plan (2020, PDPMO) extensively analysed the opportunities and constraints for the site. These aspects have been carried forward into this analysis, although this study focusses on those aspects related to the heritage significance of the site.

Opportunities:

- The site has the potential to be a continuous green space through the centre of Bellville, and the entire area could become a significant regional park associated with the river (Jack Muller Park is already a regional park).
- It could provide a possible continuous pedestrian and recreational route through Bellville.
- The incorporation of heritage narratives in the upgrades of the park could enhance the sense of place and identity of Bellville.

Constraints:

- The DF Malan school is a barrier. The necessary privatisation and enclosure of green space here prevents the green spaces to the north and south being properly linked.

- Discontinuity, with transverse roads crossing space. Frans Conradie provides a very wide and busy barrier to pedestrians.
- Surrounding buildings present their back edge to the park, which limits surveillance and contributes to the perception of a park as a dangerous space.
- Lack of safe and legible access to the green spaces.
- The mono-functional treatment of the river in a canal limits the contribution of the water course as a positive element within the space.
- Local residents want the spaces fenced (perceived security issues), which would further entrench fragmentation.



Figure 38: The river has been canalised with hard edge treatments (Berman, 2021).



Figure 39: The gradient along the edges of the river makes the space hostile (Berman, 2021).

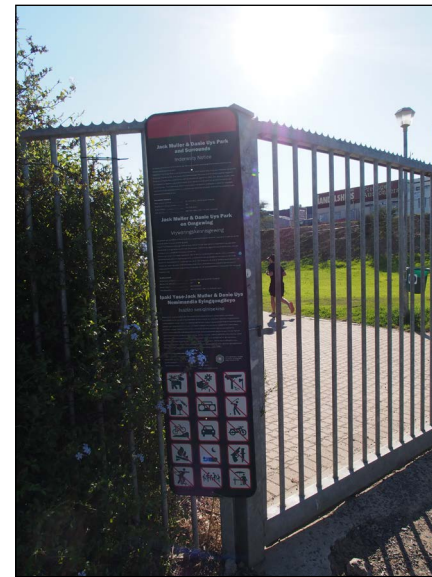


Figure 40: Fences and tall walls tend to edge the green space (Berman, 2021).



Indicators:

- Maintain, reveal and enhance significance.
- Promote access to site from surrounding areas (Boston and Oakdale).
- Promote identity, continuity, coherence and legibility of the green space.
- Establish possible trail and route from Voortrekker Road northwards

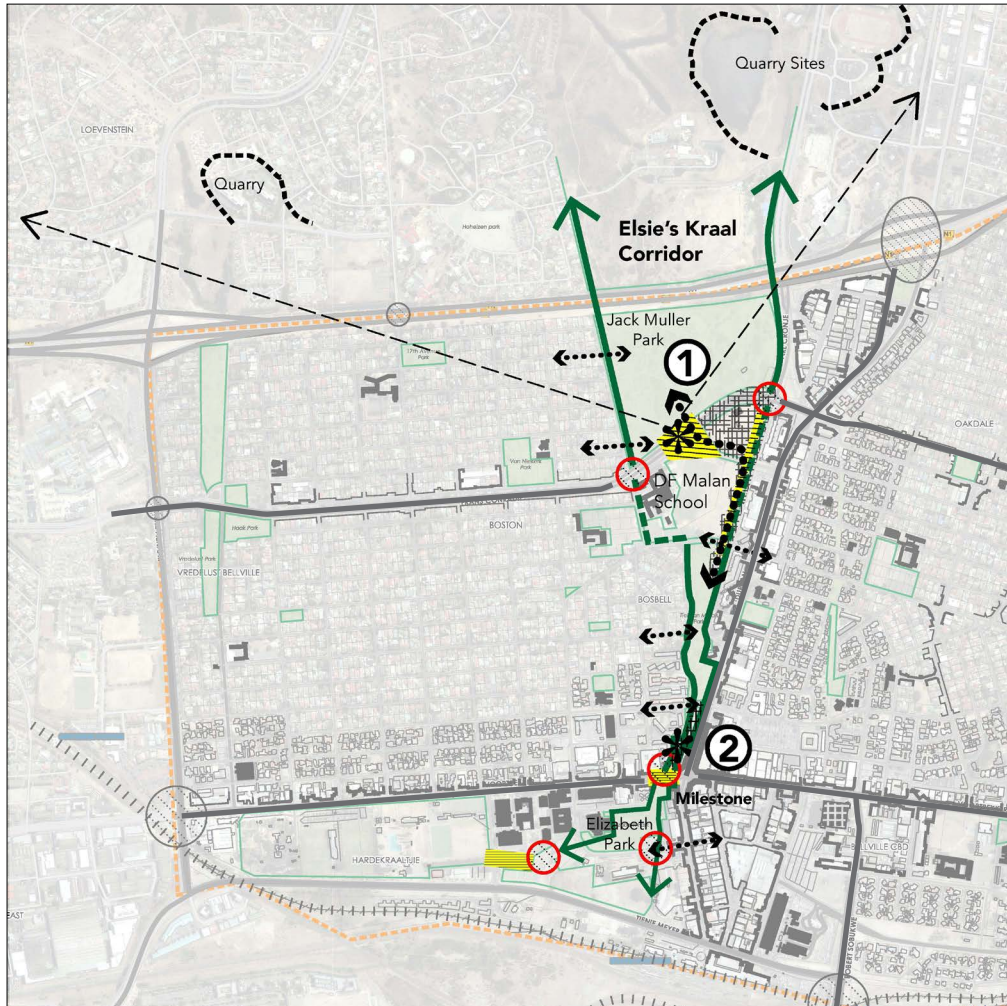


Figure 41: Elsie's Kraal Corridor Indicator Diagram.

through Park, and further northwards into Tyger Valley.

- Promote the recreational use of the park.
- Allow for interpretation of the history of the site through panels, landscaping, and other means.
- Promote a visual link northwards to the quarry sites and surrounding hills.
- Promote a positive link to Hardekraaltjie through Princess Park.

Projects:

Upgrading criteria:

Place-making, public realm investment, tourism, cultural development, education and memory. In general:

- Investigate opportunity of enhancing the spaces and establishing continuity to allow pedestrian access trail from Elizabeth Park Library precinct to Jack Muller Park at the N1.
- Investigate a possible servitude through the school site to link the open spaces to the north and south.
- Look at providing better exposure, legibility and access (for example, promote legibility by linking spaces through tree planting to strengthen image of continuity).
- Recognise the importance of the river and de-canalise and rehabilitate the stream course as far as possible.
- Interpretation of the pre-colonial use of the space by means of information panels, artwork, landscaping and so on. A successful example of this can be seen at Greenpoint Park.

KEY:

	Urban Edges		Gateway areas to be enhanced
	Green Spaces		Public space and street upgrades required
	Major Roads		Positive public spaces/streets
	Railway Lines		Reinforce links
	Civic/Religious Buildings		Reinforce green open spaces
	Major Headquarters		Possibilities for memorialisation or heritage-related interventions
	Gateway Spaces		



PROPOSED PROJECT 1: The Triangle Site below Jack Muller Park (SOCIO-INDUSTRIAL LAYER) - Figure 42.

The Bellville Integrated Recreation Facility Precinct Plan (2020, PDPMO) proposes stronger pedestrian links over Frans Conradie, with a simultaneous upgrade of the triangular-shaped space to the south.

A raised pedestrian bridge is also proposed, and this provides a unique interpretative location as views over the N1 and towards the hills and quarries that were so important to the history and development of Bellville.

The bridge provides an opportunity to reflect on the industrial history of the site, particular through visually linking historic photographs to the present-day view. Within the triangular site, the recognition of the now-invisible labourers and their families that were central to these industries could occur.

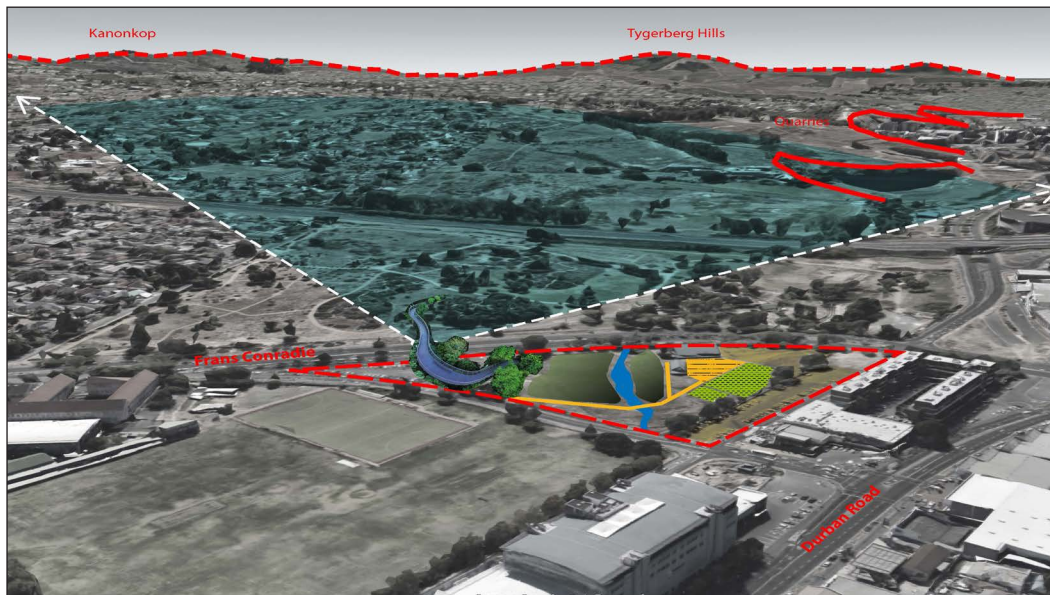
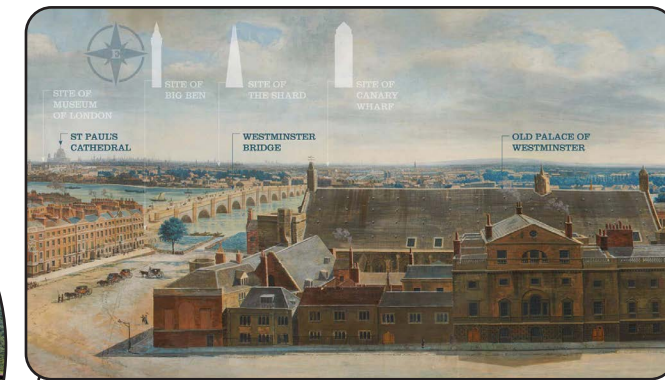


Figure 42: Proposal for project 1.

<https://www.flickr.com/photos/merajchha-ya/16304237152>



<https://www.museumoflondon.org.uk/discover/londons-lost-view-pre-vost-panorama>

Underlying urban design layout from the Bellville Integrated Recreation Facility Precinct Plan (PDPMO, 2020).



T. Hart, June 2021.



<https://www.falsebayecho.co.za/news/mosaic-memories-of-a-painful-past-332916bb-7c60-439f-ae3c-ecaa0091d55d>

PROPOSED PROJECT 2: The Old Mutual Site at the intersection of Durban and Voortrekker Roads - Figure 43. (AGRICULTURAL LAYER)

The intent of the Bellville Integrated Recreation Facility Precinct Plan (2020, PDPMO) for this space is to create plaza spaces and seating walls to activate and connect the park and sidewalk to encourage activity and passive surveillance; and to create safe and generous pedestrian facilities over Voortrekker Road to link this space to Elizabeth Park.

This site is already layered from a heritage perspective: as the site of the old wagon route, it likely represents the point at which the Elsie's Kraal River was most easily forded. This is reinforced by the location of the old Twelve Mile Stone - a Provincial Heritage Site - on the opposite side of the road.

In many respects, this is the historical epicentre of Bellville, and the intended upgrade of this site presents an opportunity to commemorate the agricultural use of this site - both colonial and pre-colonial, in subtle and enriching ways.

The suggested projects include the incorporation of mosaiced footprints on the opposite side of Voortrekker Road, as an interpretation of footprints and tracks of people, cattle, horses and wagons that would have passed through this area.

In addition, the landscaping of a section of the park here using indigenous fauna that would have been used by the Khoi, along with simple explanatory signage, is suggested. The example at Greenpoint Park is relevant.

The concurrent upgrade of the PHS Milestone on the opposite side of the road could help to anchor the proposed upgrade to the pedestrian crossing at this point.



<https://www.constantiabergbulletin.co.za/news/theft-a-threat-to-species-survival/>; and <https://www.newframe.com/long-read-cape-towns-garden-of-good-and-evil/>

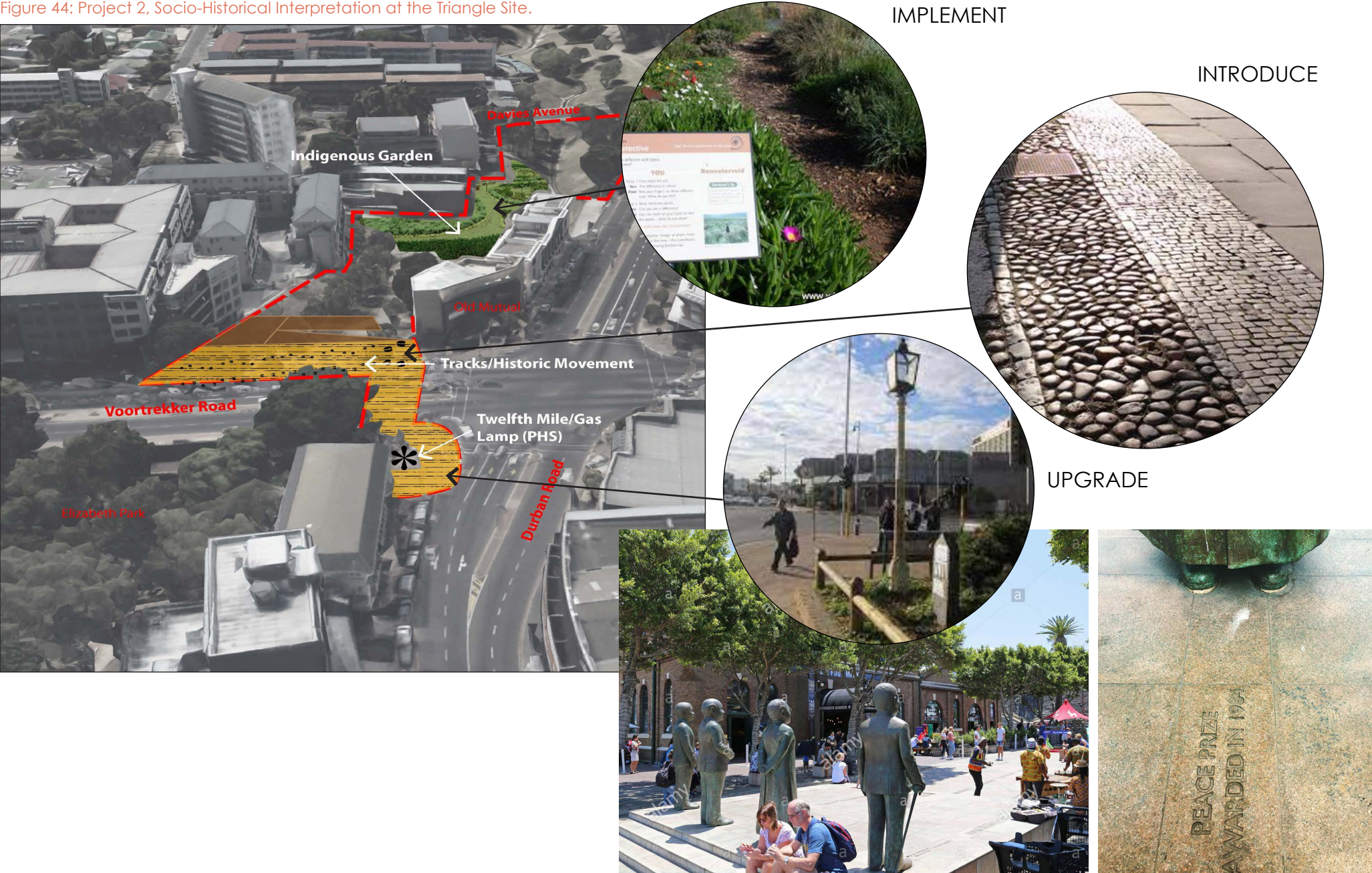
Underlying urban design layout from the Bellville Integrated Recreation Facility Precinct Plan (PDPMO, 2020).



Figure 43: Proposal for project 2.

<https://www.spier.co.za/blog/new-mosaic-pays-tribute-to-the-unacknowledged-and-unnamed>

Figure 44: Project 2, Socio-Historical Interpretation at the Triangle Site.



<https://www.alamy.com/stock-photo/albert-luthuli.html> <https://secretcapetown.co.za/nobel-square-va-waterfront/>

Figure 45: Project 2, possible upgrading of the old Milestone site.



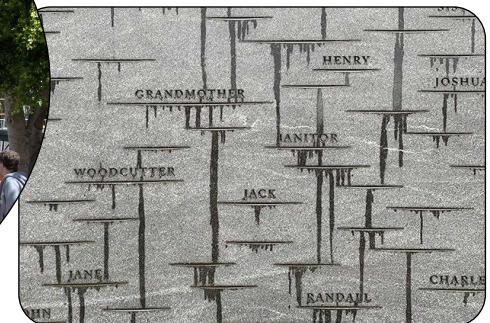
Sources:
 Bellville Integrated Recreational Framework: Precinct Plan Report, page 36.
<https://photodune.net/item/business-people-sitting-on-steps/29037968>
<http://vtwctr.org/explore/pop-up-shops-coffee-containers/>



Richmond's statue to General Lee has become a memorial site for the Black Lives Matter movement.
<https://www.vox.com/the-highlight/21279808/robert-e-lee-confederate-statue-monument-avenue-richmond-racism-george-floyd>

Right: Howeler + Yoon's memorial to enslaved people at the University of Virginia honours the enslaved African Americans who built the university and sustained the daily life of faculty, students, and administrators.
<https://www.designboom.com/architecture/memorial-to-enslaved-laborers-inaugurated-university-of-virginia-howeler-yoon-08-25-2020/>

Nobel Square in the V&A Waterfront, Cape Town is a multi-layered space that supports public life. <https://catherinesherman.wordpress.com/category/politics/>



Site 2: Modernist Religious and Civic Buildings

Description:

The Bellville area developed in the mid 20th century, and has a wealth of churches and other civic structures designed and realised during this era.

Statement of Significance:

This collection of mid-20th century, Modernist structures is unique in the Cape and has strong associations with the apartheid state. Architecturally, the buildings are interesting for their use of more expressive forms and materials/colours than the earlier Modernist structures in the City, which followed a more European mould.

Opportunities and Constraints:

Opportunities:

- There is the opportunity to recognise these sites in a less physical way, for instance through the creating of a walking tour with a map. A similar document has been created for the Art Deco buildings in Vredehoek in Cape Town.
- The sites should be identified on the City's heritage database.
- The recognition of various important religious and civic sites has the potential to reveal the variety of communities that call Bellville home.

Constraints:

- The architectural style of these buildings is somewhat associated with the apartheid state, and public memorialisation could be insensitive and contested.
- Individually, many of the church sites have histories that are far more complex, and were often involved with anti-apartheid movements. However, these detailed studies of intangible significances are outside the scope of this study, and require further research, engagement and understanding.

PROPOSED PROJECT 3: The Entire Study Area (MODERNIST ARCHITECTURAL LAYER)

The entire study area is rich in religious and civic structures designed in a mid-20th century Modernist style that is fairly unique to South Africa, and is associated with the apartheid state.

This grouping has some interest, and requires careful framing and interpretation.

Project 3 suggests that a Modernist Map be developed that would allow members of the public to follow a walking tour through the area, experiencing all of the Modernist sites in context. This could be accessed via QR code, with smaller signage "prompts" along the route.

This study identifies the possible sites only, and it is imperative that public consultation and community involvement underpin the implementation of any such map and walking tour.



Figure 46: Map of Modernist Buildings in Berlin (<https://www.archdaily.com/799802/new-map-celebrates-berlins-modernist-architecture>)

No. 12. Ethiopian Coptic Church



No. 13. Bellville Catholic Church



Figure 47: Mapping the modernist structures of Bellville (in purple), with non-Modernist but other significant religious sites also mapped (in red).

1. CIVIC CENTRE



2. FIRE STATION



3. GOOD HOPE CHRISTIAN CENTRE



4. LUTHERAN CHURCH



5. NG KERK BELLVILLE VALLEI



6. VREDELUST GEMEENTE



7. 7th DAY ADVENTIST



8. NGK BELLVILLE NORTH



9. GOSPEL CHURCH OF GOD



10. BELLVILLE NGK



11. BELLVILLE GEREFORMEERDE CHURCH



12. NGK BELLVILLE WEST



Figure 48: Mapping the modernist structures of Bellville (Images: Berman, 2021).

Site 3: Outspan/Haardekraaltjie Area and Elizabeth Park Interface



Figure 49: Project Locality Plan.

Description:

This area is located to the south of Voortrekker Road and extends between the Tienie Meyer Bypass/railway line to the south, Mike Pienaar Boulevard on the west and Durban Road on the east. It was once part of a much larger outspan area, but is the only remaining recreational fragment of this land. In addition to recreational functions, the area houses a civic node (including the law courts, police station complex and library).

There is also fabric of commercial, light industrial and hospital use, which tends to concentrate towards the intersection of Durban and Voortrekker Roads. Land uses are generally fenced as compounds, and bisected by modern roads. Elizabeth Park lies to the east.

Statement of Significance:

The site has significance as a remnant of the old Haardekraaltjie outspan, which has historic importance in terms of pre-colonial occupation of the area. In many ways, the outspan was the *raison d'être* for establishment of Bellville. It is also one of the few green, open spaces that follows the Elsieskraal River course, and as such has significance related to the Elsieskraal green corridor as the “green heart” of the town.

It has social significance as a recreational site during the 20th century, and a sports facility today. The caravan park is a remnant of the more recreational and mobility-related historical use of the site. While the caravan park in-and-of itself has lost significance, the green and open qualities of the site remain of paramount significance.

The civic node - comprising the courts, police precinct and library - in addition to the recreational uses of the site, have high cultural significance within Bellville.

Opportunities and Constraints:

Opportunities:

- The area has maintained a green open space zone, albeit not optimally used. The green qualities along Voortrekker Road create the “gateway” moment into Bellville when travelling from Cape Town.
- The site has potential to connect to the Elsieskraal green corridor, the primary open space in Bellville, through Elizabeth Park and become a functioning part of the “green heart” of the town.
- The site has high potential to increase linkages to adjacent areas, thereby increasing access. Links to the Elsieskraal River, Elizabeth Park, and to the core intersection of Durban and Voortrekker Roads are of great potential.
- The Civic Core of the town has the potential to become a more public and outward-looking site, and to capture the specific history and heritage of Bellville.

Constraints:

- The site has many pedestrian-unfriendly fenced areas. The edges are inactive and unwelcoming.
- There is a lack of a proper sense of “gateway” and “threshold” into the site.
- The vehicular routes through the area are treated as roads, not streets.
- The southern edge of the space is weakly defined.
- There is a weak sense of connection and spatial fragmentation between Haardekraaltjie, the sports area and Elizabeth Park. This erodes the understanding of these areas as a being part of a larger Elsieskraal green corridor through the town.
- There are some intrusive uses.

Indicators:

- Maintain, reveal and enhance historical significance.
- Reinforce the identity of the place and its legibility as a green space along a river course.
- Activate the possible “gateway” and “linking spaces” between



1970s photo of the Haardekraaltjie camp site, and (right) old horse drinking troughs at the old outspan.



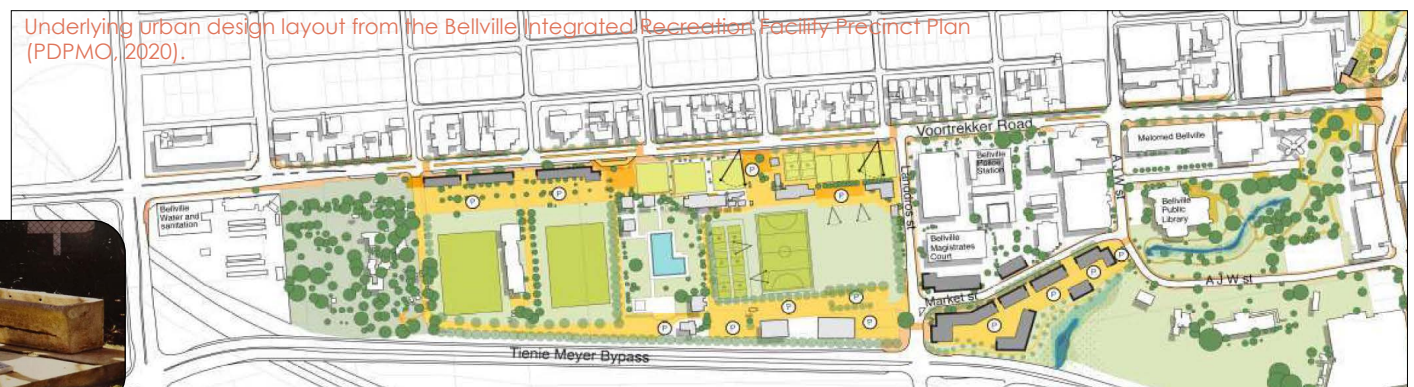
the various green spaces by introducing “accupuncture” projects that enliven and activate the edges of the green spaces.

PROPOSED PROJECT 4: Haardekraaltjie and the Elizabeth Park Interface (AGRICULTURAL AND INTANGIBLE/MOVEMENT LAYER)

The intent of the Bellville Integrated Recreation Facility Precinct Plan (2020, PDPMO) and the Masterplan for this space is to create a more activated green space and cultural precinct, by means of introducing some development around the edges of the green space (particularly toward the ill-defined southern edge) and upgrading the green open spaces with multi-layered sports and other recreational uses.



Fig. 50 Plans for the area from the Masterplanning document (above) and IRF (below).



Underlying urban design layout from the Bellville Integrated Recreation Facility Precinct Plan (PDPMO, 2020).

Fig. 51 (insets to left): Duminy, J.P. 1979. Twilight over the Tygerberg. Kommetjie: Dr. J.F. Midgley J.P.

The heritage layer to this site looks to retrieve the heritage meaning and significance of this site by informing the City's future detailed planning with respect to two key sites: an Annex to the Library that could serve as a centre for the community in the acknowledgement of their heritage, and a gateway site along AJW Street. Both of these insertions look to connect Elizabeth Park and the sports complex/Haardekraaltjie in a more direct way.

Interventions must ultimately look to:

A) Retain the green and open qualities of the site as the over-arching, key spatial aspect of the site. New urban development on the site must

be as limited as possible to achieve activation of the space, but to ensure that the openness of the side is retained. Over-urbanisation of the site will significantly undermine a key cultural-landscape element in Bellville

B) Ensure that interventions attempt to make the site more accessible, and to connect to Elizabeth Park and from there, up towards Tyger Valley.

C) The Haardekraaltjie site should be part of a the continuous green corridor through Bellville. It is historically significant and possible historical connections to the south (outside the study area) should be explored.

<https://macfdis.wordpress.com/2019/01/16/the-lwandle-migrant-labour-museum-two-historians-perspective/>, <https://www.districtsix.co.za>.

https://commons.wikimedia.org/wiki/File:Lwandle_Migrant_Labour_Museum_Hall.JPG

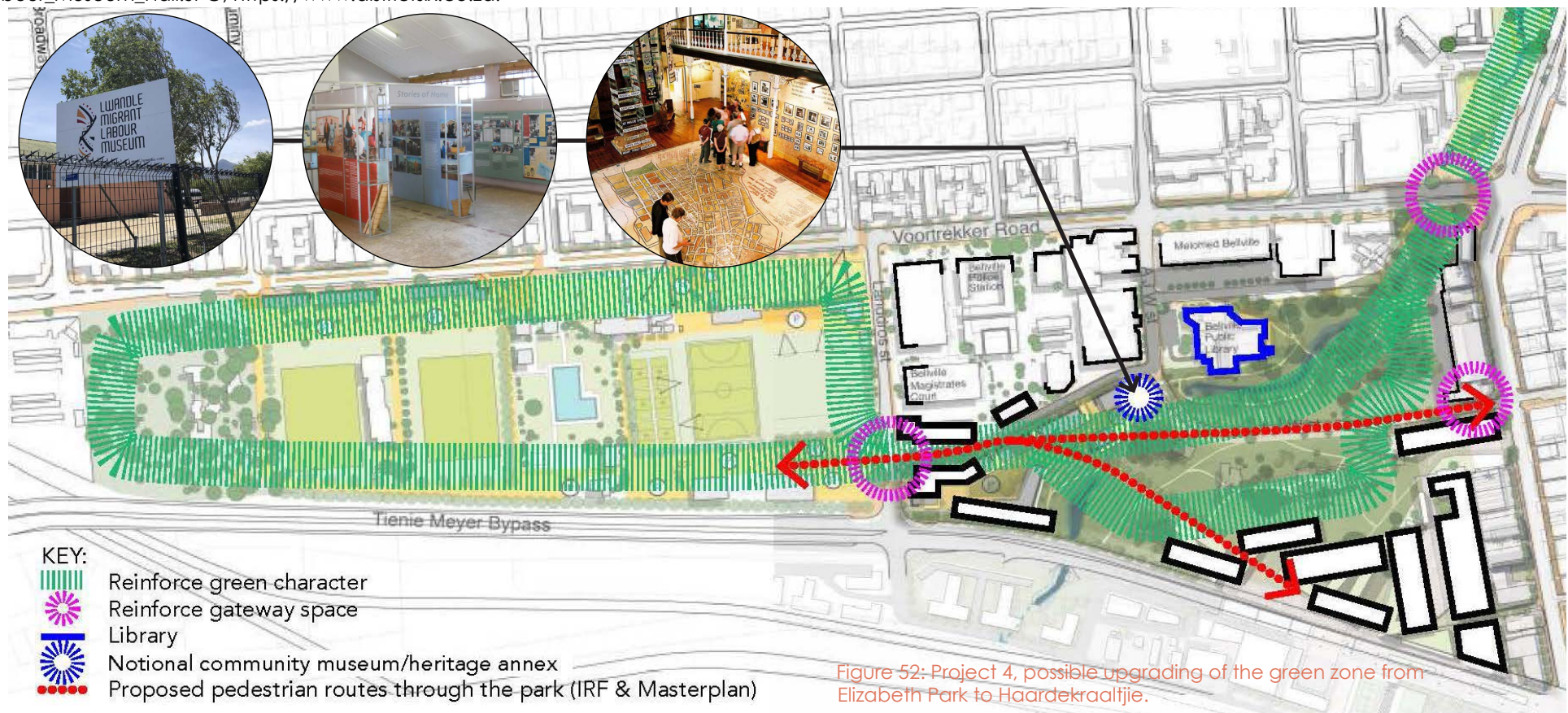


Figure 52: Project 4, possible upgrading of the green zone from Elizabeth Park to Haardekraaltjie.

Site 4: Historical Railway Route

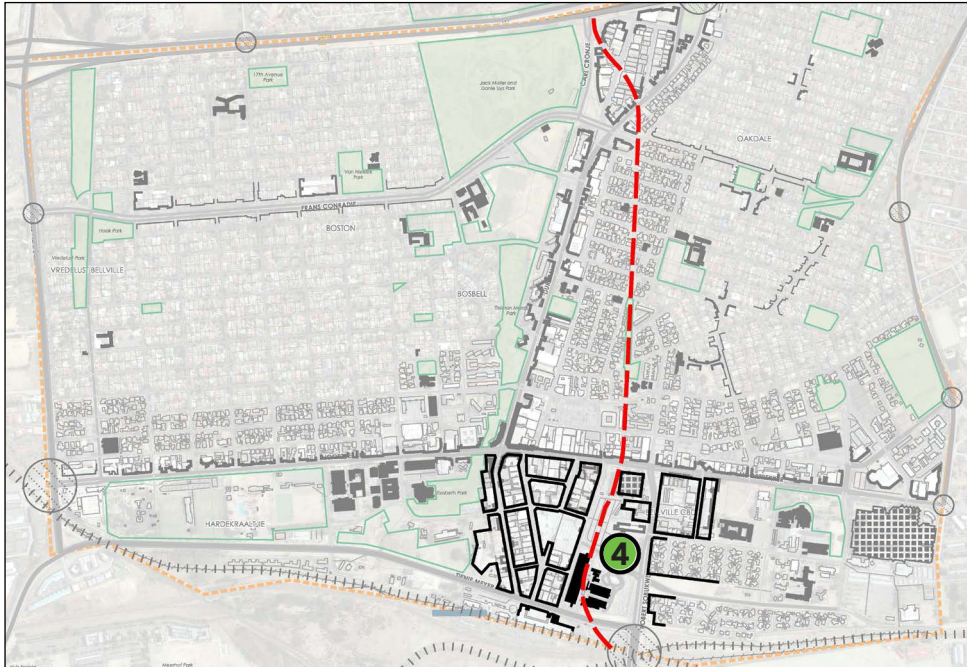


Figure 53: Locality Plan for Project.

Description:

The Bellville station used to be a “cross point” in rail movement from along the east-west axis, but also had a north-south that ran up to the quarries, and was integral to the industrial economy of Bellville in the mid 20th century. Although the north-south line is not longer used, there are historic maps that record its alignment, and there are still servitude areas in the town that mark the historic railway route.

Statement of Significance:

The historic railway line was key to the industry that once defined Bellville and Tyger Valley. It moved goods and labourers between the Bellville Station and the industrial sites. The railway line has socio-historical significance, as it points to a large Black labour force that would have moved within the space on a daily basis, and would

have challenged the White, largely Afrikaaner identity of the town.

Opportunities and Constraints:

Constraints:

- Many of the servitude areas have been annexed over time and the retrieval and upgrade of these spaces as publically-accessible areas will require extensive engagement.

Opportunities:

- On site trial archaeological investigation would need to occur to establish if the railway lines are still in existence.
- There is the opportunity to link the historic railway line to the proposed new IRT/MyCiti Bus route (see the Masterplan).
- There is an opportunity to use this historic rail route to activate the proposed large square in the central area (see the Masterplan).
- A few sites of interpretation along the historic railway route could begin to shift the understanding of the various communities that worked in Bellville, and create a link to the present, more diverse community that live and work in Bellville today.

PROPOSED PROJECT 5: Central Area and Oakdale (SOCIO-HISTORICAL AND MOVEMENT LAYER)

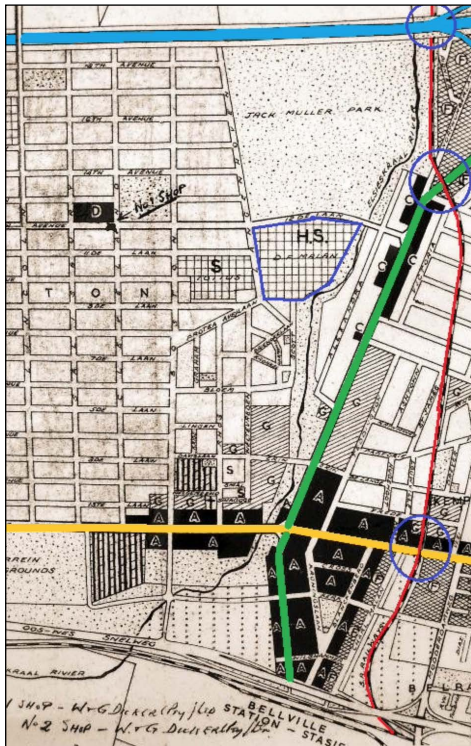
This project proposes taking two key sites where the proposed Bus Rapid Transit line runs (and where there is a proposed bus stop, at the intersection of St. James and Sydney Streets), as well as a key open space in the proposed masterplan for the Bellville Central Business District, and revealing the historic north-south line and its purpose at the point that they intersect with the historic railway.

Part of the project at these junctions should be the archaeological investigation of the site for historic rails, which then could be re-located to the surface. However, regardless of the outcome of any

excavation, the key aspect of these projects is the interpretation of the historic, industrial cultural layer of Bellville, and the representation of the many different groups of people who would have used this line and worked in the quarries and brick factories of the Tyger Valley.

The Silo District site at the V&A Waterfront, as well as the Prestwich Memorial Site in central Cape Town, have both explored ways to foreground the old railway lines/tram tracks that were so integral to the functioning of those sites in the past.

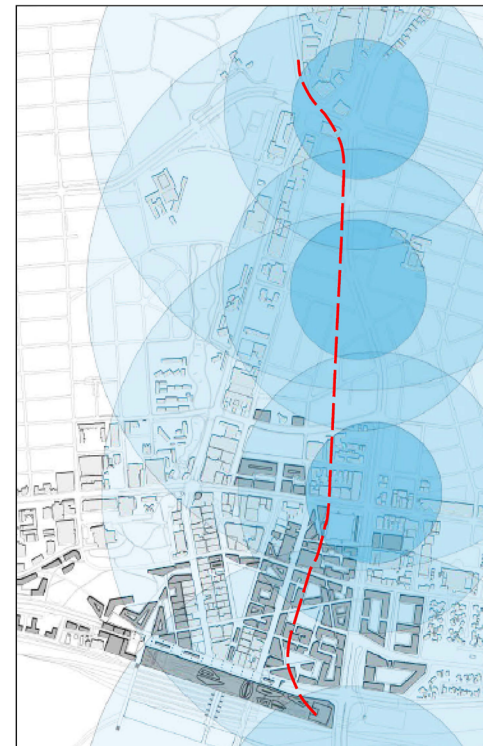
They are included here as case studies and inspiration for what might be possible in Bellville.



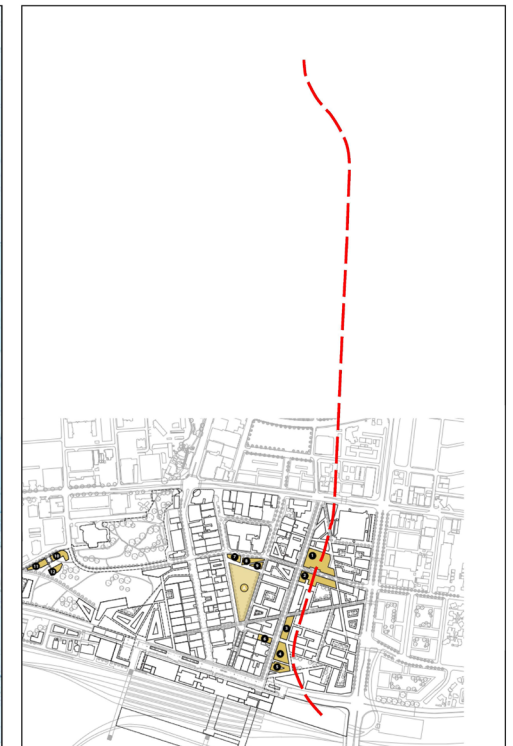
Map of the old railway line (in red) from <https://tygerbergstories.co.za/2016/09/10/bellville-tyger-waterfront-en-die-ontstaan-van-die-steengroewe/>



1934 Map of Bellville
(Cape Archives, M3-984)



Proposed BRT Stations for Bellville
(Masterplan: 2021, pg. 92)



Proposed Masterplan for Bellville
(Masterplan: 2021)

Figure 54: Historial mapping of the old north-south railway line.

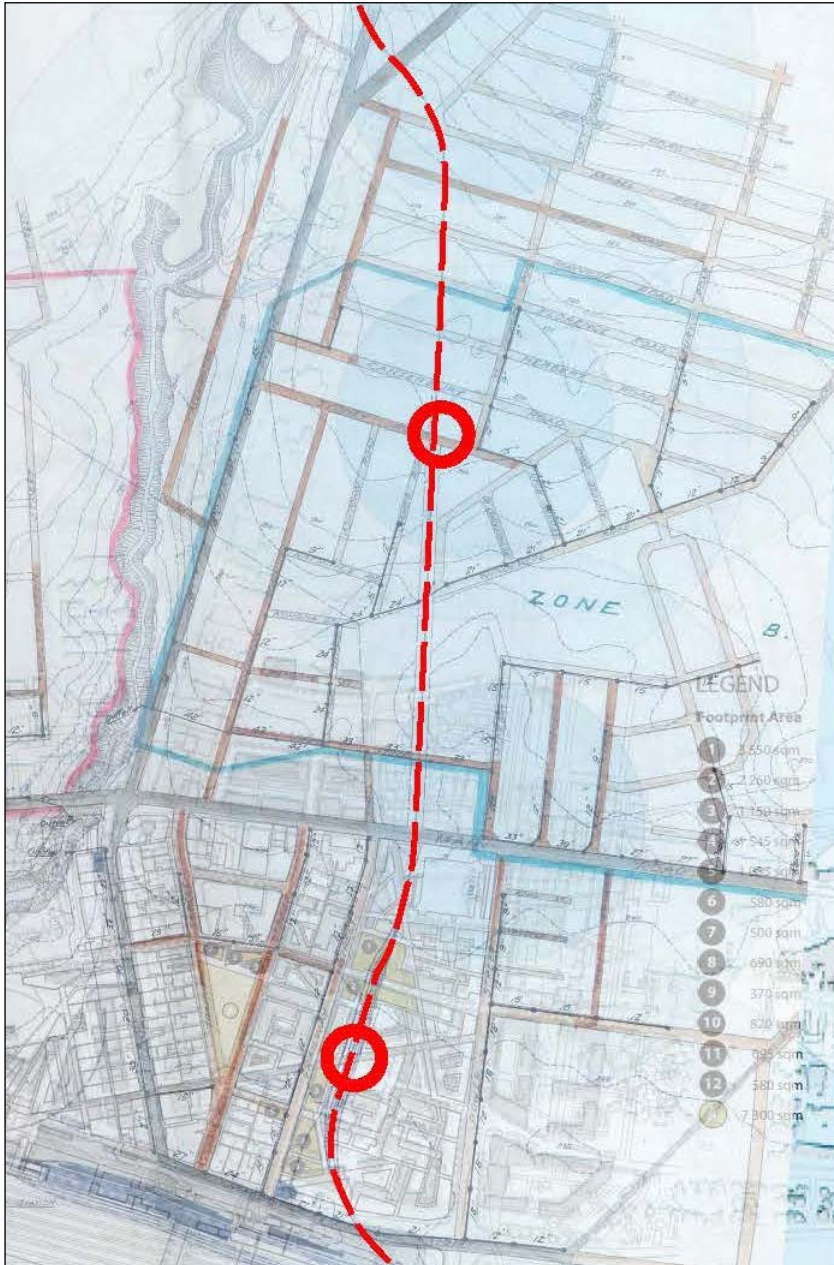
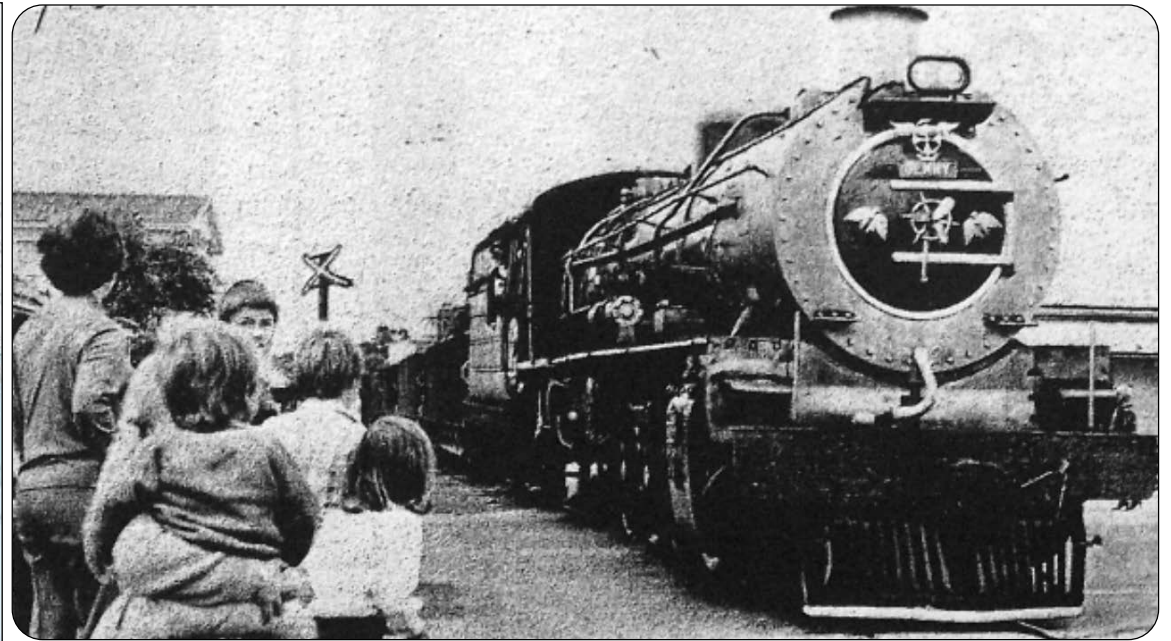


Figure 55: Project 5, possible reinterpretation of the old north-south railway line at key public junctions.



"Poef-Poef Kosie", the last train that ran on the north-south line through Bellville, and was retired in 1978. From <https://tygerbergstories.co.za/2016/09/10/bellville-tyger-waterfront-en-die-ontstaan-van-die-steengroewe/>



Examples of railway reinterpretation at Prestwich Memorial (left and centre) and the entrance to the Zeitz MOCAA (right): https://commons.wikimedia.org/wiki/File:Prestwich_Memorial_Ossuary_and_Old_Tram_Tracks_CT.jpg; IMAGO

7. Recommendations

It is recommended that the City of Cape Town endorses this study and its five heritage-based projects that look to compliment the design frameworks already undertaken for the space, and to propose interventions that challenge the history of the site as a White and Afrikaaner space. In so doing, it is hoped that the many diverse communities present in Bellville, and which already contribute so significantly to its culture and sense of place, may feel some sense of connection to the broader history of the town.

However, the practitioners recognise the immense sensitivity of these projects, and it is imperative that the City ensure that studies of intangible heritage significance, as well as extensive public consultation, are foundational to the design of any of the proposed spaces of memorialisation.

Additionally, the immense potential of the area though its southward connection to the Cape Flats has been somewhat curtailed by the geographic constraint of the study area. The report recognises that the heritage significance of some spaces, such as the Haardekraaltjie remnant, cannot be fully grasped without a wider “lens” being applied, that includes the areas to the south of the railway line.

Considerations for Exemption

The City of Cape Town has identified the possibility of exempting areas from protections of the National Heritage Resources Act as a means to reduce regulatory uncertainty and promote (re)development in key precincts where fewer significant heritage resources exist. The Act provides for exemptions from both section 34 and section 38.

Section 34

As indicated above, section 34 requires permission to alter or demolish a structure older than 60 years. The section provides for exemption from this provision as follows:

34(3). The provincial heritage resources authority may at its discretion,

by notice in the Provincial Gazette, make an exemption from the requirements of subsection (1) within a defined geographical area, or for certain defined categories of site within a defined geographical area, provided that it is satisfied that heritage resources falling into the defined area or category have been identified and are adequately provided for in terms of the provisions of Part 1 of this Chapter.

Exemptions in terms of section 34 may be made for a defined area or categories of site, by the provincial heritage resources authority on condition that heritage resources within the area have already been identified provided for in terms of sections 27 to 32 of the Act. That is, they have been declared as national or provincial heritage sites (section 27), designated as protected areas (section 28), listed on a heritage register (section 30), or designated as a heritage area (section 31). This implies that any heritage resources within an exemption area will require protection under one or more of these mechanisms. Exemption from the requirements of section 34 will therefore apply in practice only to those structures older than 60 years but which have not been identified as heritage resources. Section 34 permits the heritage resources authority (in this case Heritage Western Cape) to make an exemption at its own discretion, following a public participation process and notice in the provincial gazette.

Section 38

As indicated above, section 38 of the Act enables the heritage resources authority to require an assessment of heritage impacts of certain types of development, prior to granting approval. The section provides for exemption from this provision as follows:

38(9) The provincial heritage resources authority, with the approval of the MEC, may, by notice in the Provincial Gazette, exempt from the requirements of this section any place specified in the notice.

This implies that a ‘place’ or area may be exempted from the requirement to notify Heritage Western Cape of the intent to construct certain types of linear infrastructure; change the character of a site meeting certain thresholds, and rezoning a site greater than one hectare. Exemption in terms of section 38 requires the assent of the MEC (in the Western Cape, the MEC for Cultural Affairs and Sport)

and does not require prior identification or protection of heritage resources within the area.

Analysis of exemption provisions

A number of distinctions may be drawn between the above provisions:

- Section 38 requires the approval of the MEC, while section 34 requires only the heritage resources authority to determine an exemption.
- Section 34 exemption is dependent on the prior identification and protection of heritage resources occurring within the area by one of the means set out in sections 27 to 31 – declaration as a national or provincial heritage site, designation as a protected area or heritage area, or listing in a heritage register. It should be noted that research and assessment of individual structures and sites is required to ascertain the correct mechanisms within the Act. Section 38 does not require such a prior protection of places.
- Section 38 (1) and (2) also makes provision for a process by which the heritage resources authority can determine that no adverse heritage impacts are anticipated, and that no approval is therefore required. This involves notification of the heritage resources authority of the nature, location and extent of the proposed development. Should the authority have reason to believe that heritage resources will be affected by the development, it will require a heritage impact assessment to be conducted. If not, the development may proceed without further action. Thus, if a development is unlikely to affect heritage resources a relatively simple process is already in place without a need for exemption in terms of section 38. Section 34 has no such process, requiring a permit for any alteration or demolition.
- An approval granted in terms of section 38 of the Act exempts the holder from compliance with all other protections (including section 34). Section 38 specifically requires, in the assessment of heritage impacts, that the impacts be considered 'relative

to the sustainable social and economic benefits to be derived from the development.' Section 34 makes no such stipulation. In cases where the economic social and economic benefit of a development proposal must be weighed against the risk to heritage resources, it may therefore be more appropriate to assess its impacts in terms of section 38, rather than applying for a permit in terms of section 34. This is possible only where the development meets one or more of the criteria in section 38(1) as set out above.

Selection criteria for exemptions

Exemption from Section 34 may have very limited application due to its necessary exclusion of declared or listed heritage resources within the exemption area. It is suggested that it be pursued only where the following criteria have been found applicable:

- The majority of structures within the proposed exemption area are over 60 years.
- The area has significant or catalytic redevelopment potential and there is a need to incentivise its redevelopment by lowering regulatory requirements.
- All or nearly all of the structures within the exemption area are neither worthy of conservation, nor are they declared as national or provincial heritage sites, nor listed on the heritage register.

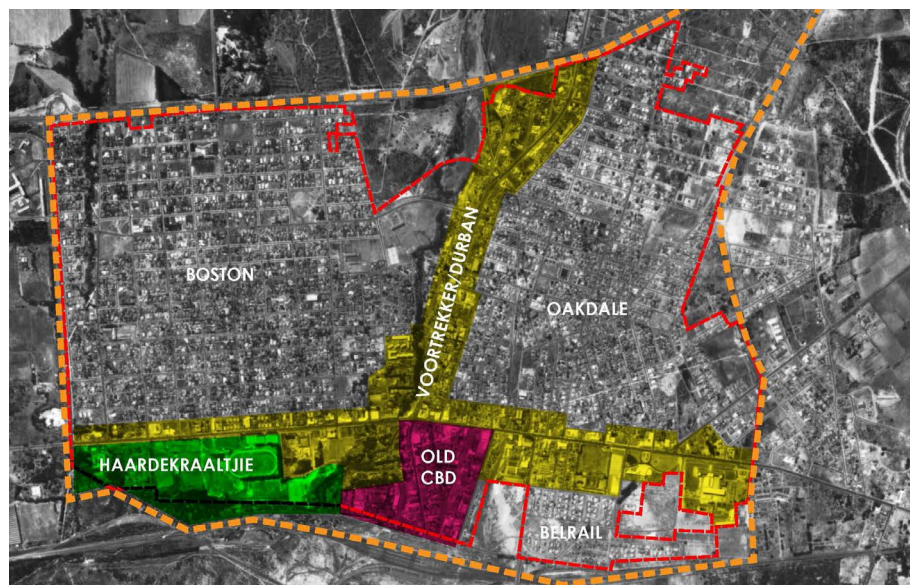
Exemption from section 38 of the Act is not recommended, for the following reasons:

- In cases where a proposed development is unlikely to impact on heritage resources, a simple and low-cost process already exists in the notification of intent to develop and subsequent confirmation by Heritage Western Cape that no further assessment is required.
- Where a proposed development will impact on heritage resources and if an exemption from section 38 had been obtained, a permit

is in any event likely to be required in terms of sections 34 or 35 of the Act which protect structures and archaeology (noting that a section 34 exemption for the same area would have excluded from its ambit any buildings older than 60 years and worthy of conservation). In such cases it is to the advantage of the applicant that the assessment be conducted in terms of section 38 which provides for the weighing up of social and economic benefits against impacts on heritage resources.

The proposed criteria for exemption suitability could be assessed in more detail via the table below:

Criterion / Precinct	Hardekraaltjie	Old CBD	Durban and Voortrekker corridors	Boston	Oakdale	Belrail
Most buildings over 60 years	No	Yes	Yes	Yes	Yes	Yes
Significant/ catalytic redevelopment area	No	Yes	Yes	No	No	Yes
High proportion of structures with architectural or historical merit	No	Yes	Yes	No (isolated exceptions)	No (isolated exceptions)	No
Other intrinsic or cultural heritage value	Yes	Yes	Yes	No	No	No



Possible exemption areas in the BOA

Applying the criteria set out above to the Bellville CBD Opportunity Area, it is apparent that much of the built fabric throughout the study area is over 60 years of age. This includes the CBD itself (c. 1900), Boston (c 1930s), Oakdale (c. 1940s), and Belrail (c. 1950s).

Parts of the study area with significant concentrations of graded heritage resources include the 'old' CBD and the Hardekraaltjie / Elizabeth Park area. These areas would not benefit from an exemption from section 34, since buildings captured on the heritage register or declared as provincial heritage sites would be protected under other sections of the legislation.

Belrail appears to be a precinct with potentially significant or catalytic redevelopment potential in the short to medium term. Few of the structures are intrinsically worthy of conservation, nor are they declared as national or provincial heritage sites.

Tim Hart, Andrew Berman and Claire Abrahamse

with Horst Kleinschmidt June 2021

(Revised August 2021).

Figure 56 (left): Identification of the precincts outlined in the assessment table above, with the red line indicating fabric older than 60 years, and the orange line outlining the study area. The underlay is the 1960 aerial photograph (NGI).

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