

## Heritage, an asset for the development of the Capital

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*The state shall help the peasants with implements, seed, tractors and dams to save the soil and assist the tillers.*

*All people shall have the right to live where they choose, be decently housed, and to bring up their families in comfort and security.*

*Slums shall be demolished, and new suburbs built where all have transport, roads, lighting, playing fields, crèches and social centres.<sup>1</sup>*

### Introduction

In 2011, after the incorporation of the Metsweding District Municipality, Tshwane became the third biggest city in the world in terms of land area.<sup>2</sup> This expansion increased the demand for the City to extend access to infrastructure services and economic opportunities for all its residents.

At the centre of the development and transformation agenda for the City of Tshwane is the remaking of the capital city of South Africa. The city presents a record of a rich cultural and natural history as well as heritage, which includes early pre-historic settlements, the Stone-, Iron- and Industrial Ages, the Apartheid era, and the subsequent democratic dispensation. These continue to bear testimony to an expansive developmental timeline and its influence on the contemporary capital.

The Tshwane planning authorities have recognised this natural and cultural richness the city possesses. In appreciation thereof, and in accordance with the National Heritage Resources Act, 1999 (Act No. 25 of 1999), a vision for the growth of the city has been formulated based on the following fundamental principle:

*Tshwane has great ambitions to become a leading capital city of excellence – and rightly so. As the administrative capital of South Africa, home of the renowned “Union Buildings”, a number of government departments, embassies, and tertiary and research institutions, a world heritage site and party to the country’s first rapid transit train service, known as the Gautrain, the City of Tshwane is a hot bed of great potential. Further, Tshwane is a gateway, to the rest of Africa, providing ample opportunity for trade and investment within the continent and beyond. And yet, there is still ample room available to improve our competitive edge, both locally and internationally.<sup>3</sup>*

*Left: Church Square in 2015. The Vision 2055 anticipates an inclusive city, home to all its citizens. (Marieke Kuipers)*

<sup>1</sup> The Freedom Charter.

<sup>2</sup> Editors’ note: The Metsweding District Municipality was incorporated into Tshwane on 18 May 2011. It consisted of the Kungwini and Nokeng tsa Taemane Local Municipalities.

<sup>3</sup> City of Tshwane, 2012: 11.



*Photographed by*

*South African Air Force*

— *Church Square Pretoria* —

1931.

The historic inner city of Pretoria, c.1938, now the heart of the larger City of Tshwane. (Archive, Nicholas J Clarke)

In this growing city, the identification, assessment, and inventory of heritage places has been identified as a crucial activity forming part of an ongoing heritage conservation process. This recognition and protection component of planning in the City of Tshwane Metropolitan Municipality (CTMM) continues to be crucial for the future development of the city.<sup>4</sup>

### **Urban cultural heritage: an asset for development**

*The urban cultural heritage recounts the history of the city, the people and religions, and the social and cultural transformations. This can be seen in the spatial and economic structures of the cities and their buildings and monuments. It can also be seen in the people who live and work there. Today the historic city centres are the distinctive features of these cities. In addition to offering intrinsic cultural value, the centres fulfil important functions in modern urban development. They foster identity and create the city's image, and, when carefully modernized and well managed, they can greatly contribute to the economic opportunities for the entire city.*<sup>5</sup>

Heritage places represent layers of evolving traditional forms of architecture and city building that have together created a 'sense of place'. Urban planners now recognise the link to the past and its influence on the sense of *place as an important dimension of sustainable places, strengthening local identity, contributing to investment, and retaining communities.*<sup>6</sup>

### **Heritage and cultural sites**

Tshwane's urban form and identity are the result of an intertwining of natural and cultural elements, most discernible in the city's open spaces from which a city with a unique character has emerged. The continued spatial development of the city should be founded in a valuation of the role and prominence of the natural environment that sustains and informs the city. The natural structuring elements of Tshwane are those physical features, especially her rivers and ridges, that have to a great extent influenced her historical growth and settlement development pattern. They have an important role to play in the ecological integrity of the metropolitan area.

The cultural heritage of the city is intrinsically as important as the natural. Conservation-worthy districts and unique areas reflect the continual changes in the socio-economic status, value systems, lifestyles, habits, aesthetic criteria and social interactions of their inhabitants over decades and sometimes centuries. They are therefore important elements of the community's collective memory and sense of identity. The uniqueness of these areas—which have arisen from the unique geographical, topographical, social, cultural, political, historical, economic and other circumstances in which they were developed—has the potential of attracting both locals and tourists, and of inspiring future developments.

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4 Editors' note: This is in line with the UNESCO Recommendation on the Historic Urban Landscape which states that *Member States should integrate urban heritage conservation strategies into national development policies and agendas according to the historic urban landscape approach. Within this framework, local authorities should prepare urban development plans taking into account the area's values, including the landscape and other heritage values, and features associated therewith* (UNESCO, 2011: Article 22a).

5 Spiekerman, 2012: 3.

6 Nassar, 2003: 468.

The City of Tshwane's perspective remains that heritage, both natural and cultural, is a valuable, finite, non-renewable and irreplaceable resource, which must be carefully managed. In this context, every generation has a moral responsibility to act as a trustee of natural and cultural heritage for following generations. In a spatial context, areas with distinct and unique character, as well as places and structures of definite historical, aesthetic or symbolic merit, have to be conserved in order to:

- provide the necessary link between the city and its past, and between current residents and their ancestors;
- create a sense of place;
- establish a system of lasting points of reference;
- nourish a sense of belonging to the city and boost civic pride; and
- enhance the uniqueness, identity and attractiveness of the city.<sup>7</sup>

In response to this position, certain areas have already been identified as unique areas. These include the Union Buildings Precinct, Church Square, Marabastad, Bryntirion / Lisdogan / Eastwood, and Irene Village. Precinct Plans must now be compiled for these areas to determine, in detail, which features (topographical characteristics, landscaping, layout elements, land uses, activities, structures, architectural features, etc.) make each of these areas unique and conservation-worthy. Continuing from this, development guidelines will need to be composed which should include controls and incentives aimed at the preservation, enhancement and utilisation of those features and further development of the unique areas.

## Spatial development

The 2013 Spatial Development Framework for the City of Tshwane recognises that:

- Tshwane's urban form and identity is closely linked to the influence of its natural and cultural elements. The developed areas are intimately intertwined with open spaces, creating a city with a unique character.
- The spatial development of the city should continue to value the role and prominence of the natural environment that sustains and informs the city.
- The natural structuring elements of Tshwane are those physical features that have to a great extent influenced the historical growth and settlement development pattern and that have an important role to play in the ecological integrity of the metropolitan area.
- With regards to the cultural heritage of the city, conservation-worthy, distinct/unique areas reflect the continual changes in the socio-economic status, value systems, lifestyles, habits, aesthetic criteria and social interactions of their inhabitants over decades and sometimes centuries.
- The uniqueness of these areas, which has arisen from the unique geographical, topographical, social, cultural, political, historical, economic and other circumstances in which they were developed, has the potential to attract both locals and tourists, and inspire future developments.<sup>8</sup>

This recognition has informed the development of the Integrated Spatial Development Framework (ISDF) for the City of Tshwane, which takes cognisance of and acknowledges the fact that some areas are important areas for urban development. Therefore, any development initiated as per the approved ISDF should protect the:

- existing urban fabric (gridded street pattern and sidewalks)
- existing street trees
- any conservation-worthy buildings or structures.<sup>9</sup>

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<sup>7</sup> City of Tshwane, 2013: 469.

<sup>8</sup> City of Tshwane, 2013: 665.

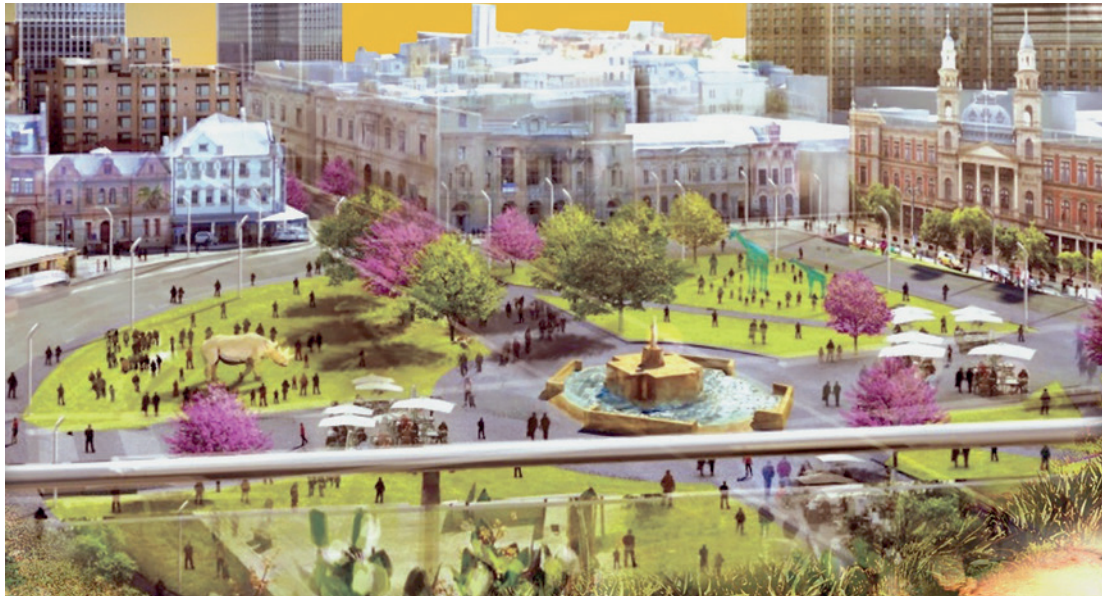
<sup>9</sup> City of Tshwane, 2005.



## The impact of cultural tourism on spatial planning

The value of the role played by cultural tourism in the economic spin-off for many cities is appreciated globally, as more visitors travel with a desire to interact with sites such as museums, galleries, monuments, battlefields and performing arts centres. In appreciation of global trends, the City of Tshwane has taken cognisance of the value of cultural tourism in contributing to the sustainable development and vitality of the city. In 2008, the City of Tshwane approved the Heritage Management Framework<sup>10</sup> which outlines that:

- Cultural tourism is the fastest growing segment of the tourism industry worldwide, offering a valuable source of income and employment.
- For urban conservation, the value of tourism is both financial and in serving as an impetus for awakening interest and attracting support.
- Tourism, managed with clear objectives, is a source of income, both in the promotion of historic places and in encouraging and enabling conservation work.
- The re-use of heritage buildings for tourist functions can ensure that historic structures are restored and given a living function.
- Heritage tourism should thus be welcomed as a means of enabling appreciation of heritage and ensuring its safeguarding and continuity for future generations.



*Church Square is the heart of the city and plays an important iconic role in the Tshwane Vision 2055. (City of Tshwane)*

<sup>10</sup> City of Tshwane, 2008.

## The City of Tshwane's Vision 2055

The *Tshwane Vision 2055: Remaking South Africa's Capital City*, launched by Executive Mayor Kgosientso Ramokgopa, is built on the premise or vision of developing a progressive City of Tshwane that by 2055 would be liveable, resilient and inclusive, whose citizens would enjoy a high quality of life, have access to social, economic and enhanced political freedoms, and where citizens would be partners in the development of the African Capital City of Excellence. In the words of the Executive Mayor: '*Tshwane Vision 2055*' is about our future Capital City; it is about your future Capital City.<sup>11</sup>

The Tshwane Integrated Development Plan (IDP) underscores the goals of the *Tshwane Vision 2055*, which aims to develop:

- A resilient and resource efficient City;
- A growing economy that is inclusive, diversified and competitive;
- Quality infrastructure development that supports liveable communities;
- An equitable city that supports human happiness, social cohesion, safety and healthy citizens;
- An African Capital City that promotes excellence and innovative governance solutions; and
- South Africa's Capital with an activist citizenry that is engaging, aware of their rights and present themselves as partners in tackling societal challenges.<sup>12</sup>

To which can be added:

- Holistic heritage preservation, identification and promotion which would provide an opportunity for the city to present a unique identity in terms of its ability to preserve and promote our diverse cultural heritage.
- Promotion of social cohesion and nation building.
- Creation of a sustainable economic vitality for the hospitality sector and the city in line with the Gauteng Development Strategy 2055.
- Development of local, regional and national identity and pride for the citizens of Tshwane.

The premise under which the *Vision 2055* plan was developed is guided by the foundation laid in the *National Development Plan 2030* (NDP), launched by President Jacob Zuma:

*The NDP contains proposals for tackling the problems of poverty, inequality and unemployment. It is a roadmap to a South Africa where all will have water, electricity, sanitation, jobs, housing, public transport, adequate nutrition, education, social protection, quality healthcare, recreation and a clean environment.*<sup>13</sup>

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<sup>11</sup> Ramokgopa, 2013: 5.

<sup>12</sup> City of Tshwane, 2013: 6.

<sup>13</sup> Zuma, 2013.

## The execution of policies and the Vision 2055

### The inner city as growth node

The City of Tshwane, guided by the growth development strategy of the *Vision 2055*, is continuing with the regeneration of the inner city as one of the most important landmark developments towards becoming the African Capital City of Excellence.

Cognisance has been taken of the role of the inner city as the face and heartbeat of Tshwane and its critical contribution to the image of the city as the capital of the country. Through the *Tshwane Vision 2055*, various interventions and strategic actions have been identified that will not only ensure the achievement of the vision, but will also serve to guarantee that all Tshwane's residents experience tangible socio-economic and spatial transformation in their lifetime. These inner city regeneration projects are also aimed at strengthening investor confidence and creating a vibrant, efficient and liveable city.

The inner city is currently dominated by vehicular movement. The dominance of the road network partly means that the Central Business District lacks many of the social amenities which smaller cities, that are seemingly more chaotic and congested, still manage to possess. The large scale also limits the role of the pedestrian, who is probably the most critical contributor to a successful retail and leisure centre. By contrast, benchmarking suggests that, where a more pedestrian friendly character has been maintained, retail is often more successful. This can not only be witnessed by the success of pedestrian-friendly shopping malls in other cities, but is visible in the success of the more compact parts of the Tshwane inner city itself.<sup>14</sup>

### The Re Kgabisa Tshwane programme

The *Re Kgabisa Tshwane* programme aims to reclaim the historic core of Tshwane for the comfortable and safe use of the citizens of Tshwane. This first phase must be seen within the broader regeneration programme that will ultimately affect all aspects of urban life in the whole of the capital city precinct.

*Re Kgabisa Tshwane* is a programme developed by the South African Government and led by the Department of Public Works (DPW) and the Department of Public Service and Administration (DPSA), together with the City of Tshwane Metropolitan Municipality (CTMM). The main purpose of *Re Kgabisa Tshwane* is to ensure a long-term accommodation solution of an acceptable standard for national government department head offices and agencies within the inner city of Tshwane.

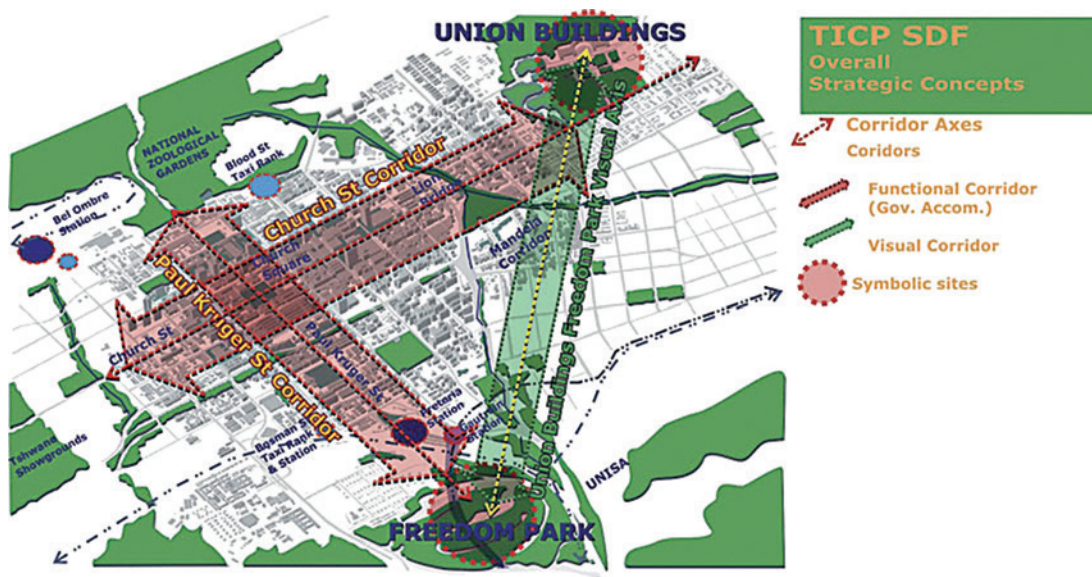
The four critical and synergistic components / actions for the project are:

1. Building on existing infrastructure and government property holdings.
2. Concentrating public investment and urban management.
3. Creating a 'Capital Web' of public spaces for people on foot.
4. Creating precincts with public space foci to direct the location of government accommodation.

The City of Tshwane Metropolitan Municipality is dedicated to developing new spatial landscapes through catalytic investment. This has been publicly affirmed by the Executive Mayor of the City of Tshwane, Councillor Kgosientso Ramokgopa:

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<sup>14</sup> ARUP, 2011.



The spatial strategy underlying the development ReKgabisa Tshwane framework. Seven precincts have been identified where State departments can be clustered in terms of thematic concepts in terms of their roles and responsibilities and functional relations. In this framework important historical landmarks define the city centre. (City of Tshwane)

In line with the Honourable Premier's [David Makhura] assertion of the importance of the Northern Corridor as a development anchor for the Gauteng City Region, the City of Tshwane has outlined catalytic developments that will transform Tshwane's spatial landscape. These include:

- (i) the African Gateway development in Centurion,
- (ii) the Government Boulevard development,
- (iii) the West Capital,
- (iii) the East Capital development, and
- (iv) the Caledonian Inner City Park development.

These projects were initiated by the City and their implementation will be effected through public-private partnerships as well as private sector led investments, with the exception of the Caledonian Inner City Park.<sup>15</sup>

<sup>15</sup> Ramokgopa, 2015.

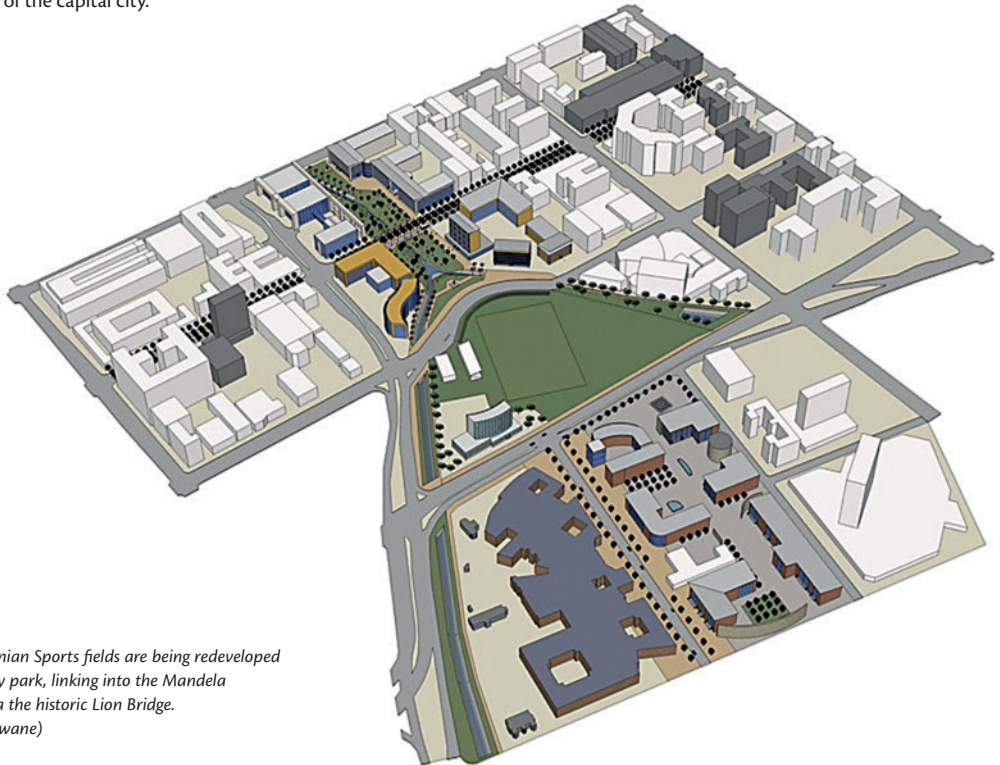


## The Caledonian Inner City Park

The proposed Caledonian Inner City Park is one of these interventions, located to the east of W.F. Nkomo Street, which is being reimagined as Government Boulevard. The upgrade and transformation of the existing Caledonian Sports Ground to a civic park is envisaged to protect, preserve and promote, through alternative re-use, one of the last significant open spaces in Tshwane which, once lost, could not be replaced. The park will cater for an already large and growing residential population and office workers in the vicinity of the park. The proposal protects and celebrates the historical heritage elements of this place; increases the value of surrounding properties; creates a unique and special gateway into the inner city; creates a place for a variety of large inner city events; and contributes to the image of the capital city.

This is not an isolated project. The park will link to the ceremonial Government Boulevard, which forms the spine of the larger *Re Kgabisa Tshwane* development master plan.

A key aspect of the redevelopment of this precinct will be the use of public spaces, which will be created through the implementation of "people's squares". These aim to celebrate South Africa's heritage, culture and freedom. In addition, the Government Boulevard will be developed to create walkways and pedestrianize streets within the development precinct. A first phase, *Operation Reclaim*, which will see the roll-out of more pedestrian spaces in the inner city, is already underway.



*The Caledonian Sports fields are being redeveloped as inner-city park, linking into the Mandela Corridor via the historic Lion Bridge. (City of Tshwane)*

## **Conclusion: Investing our shared wealth towards enhanced spatial justice<sup>16</sup>**

The City of Tshwane is a leading African Capital City that aims to attract world class investment. Its Heritage Policy should be carefully strategised to ensure that the city can successfully balance the needs of development and growth through renewal and regeneration within the legacy of the city's past. Considerations around attracting economic investment, creating job opportunities, and the need for the retention of heritage sites will have to be carefully deliberated. Special sites such as memorials, gardens of remembrance, walls of remembrance, markers, triumphal arches, water features, monuments, statues, museums, forts, battlefields, cemeteries, mausoleums, cenotaphs, etc. that symbolise people's values, beliefs, aspirations, important personalities and important historical events, are needed. It is particularly important for Tshwane, which houses the capital of South Africa, to project the image of the entire nation and therefore to reflect the history, achievements and aspirations of all South African racial, ethnic, religious, gender and other cultural groups.

Meinolf Spiekermann<sup>17</sup> identifies the following issues regarding the subject of sustainability preservation, indicating that it should be based on the fundamental principles of preservation, whilst facing distinct challenges:

*... on the one hand the urban fabric shall be preserved and the genuine socio-cultural variety, which has evolved over hundreds if not thousands of years, shall be kept alive. But conservation of buildings and monuments alone would not save these old cities. On the one hand, an environment needs to be created where the architectural and socio-cultural heritage is brought into line with the needs of future generations without compromising the urban identity.*

*Municipal authorities must be enabled to independently steer the process of redevelopment to be sustainable. This leads to the strengthening of technical skills in urban planning and management of urban development and the development of organizational structures and the technical and financial instruments that are adapted to local conditions.<sup>18</sup>*

The City of Tshwane remains committed to achieving the ideals of the Freedom Charter, in order to provide all of her residents with the opportunity to live dignified lives. This includes ensuring opportunities of access to her rich cultural legacy, a right which is also inscribed in our country's constitution.<sup>19</sup>

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<sup>16</sup> Ramokgopa, 2015

<sup>17</sup> Spiekerman, 2010.

<sup>18</sup> Spiekerman, 2010: 4.

<sup>19</sup> Constitution of South Africa, Section 31.

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