

HWC CASE 14091608
DEADP 16/3/1/4B3/28/1042/14 EXEMPTION

HIA: CHECKERS BOSCHENMEER, PAARL
Ptn 4 of Ronwe Farm 849, Paarl.

1. Introduction, Limitations & General Background.

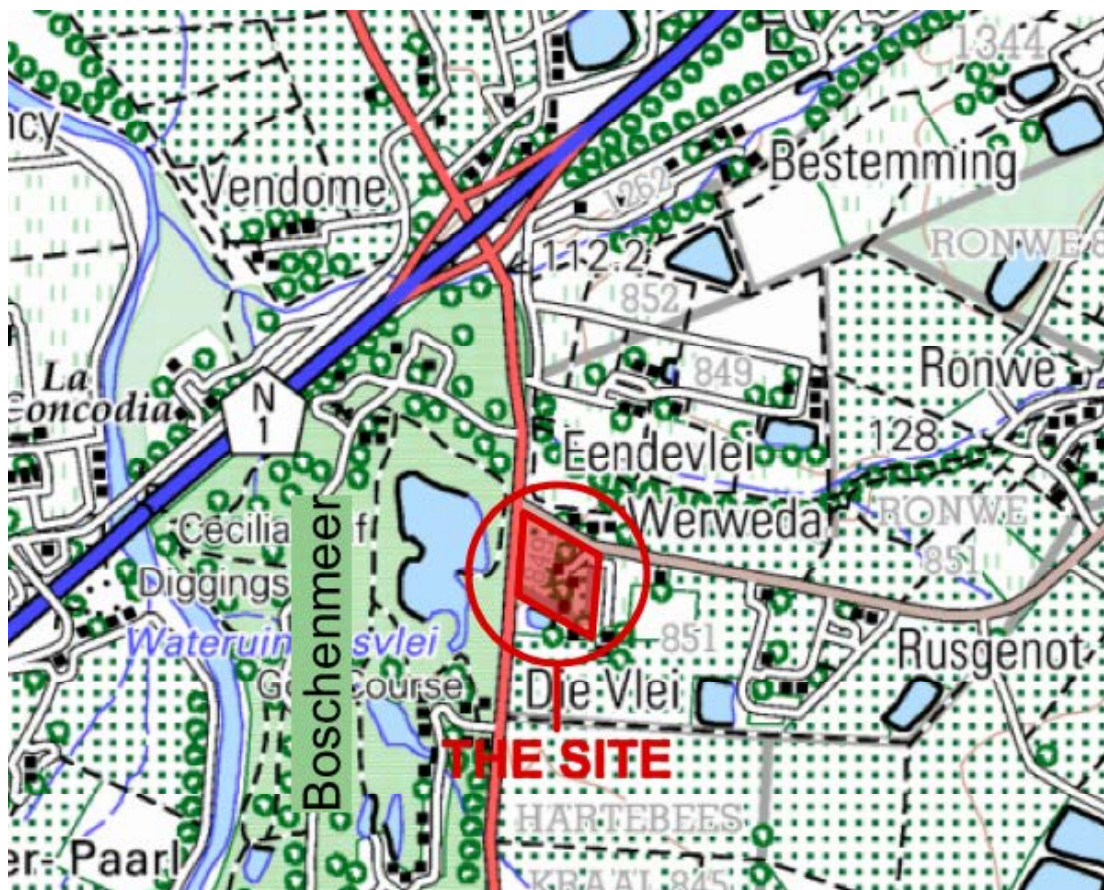


FIGURE 1: Location of the application area, i.e. The Site, (shaded in red) on the southern outskirts of Paarl to the south of the N1, and on the corner of the R301 (Wemmershoek Road to Franschhoek), and Drakenstein Road. Boschmeer Golf Estate is to the west, and the site of a recently HWC endorsed filling station immediately to the north. The road separating the site from Boschmeer is the R301 referred to above. (Portion of SG 1:50 000 topocadastral series Ref: 3319 DD).

1.1. Introduction.

This report comprises a Phase 1 and Phase 2 Heritage Impact Assessment (HIA) of a proposed new Checkers retail centre on the property. The plan of study for this report is set out in accordance with HWC's response dated 19 January 2015 (**Annexure 01**) to a Notice of Intent to Develop (NID) application dated 22 October 2014. This application was prepared by ARCON and submitted to HWC in October 2014.

At a professional team meeting, HWC determined that heritage resources *would* be affected by the proposed development and consequently have called for an HIA in terms of Section 38(3) of the National Heritage Resources Act (NHRA) assessing *all identified heritage resources* that the NID application has highlighted. It also requires comment from Paarl 300 and the Drakenstein Heritage Foundation (DHF) as Interested and Affected Parties (IAP's). Although HWC's response is not specific with regard to the stage at which such comment is required, it is presumed that the IAP comment would be required in response to the draft HIA report. The NID application highlighted the following heritage resources. It is therefore the impacts on these resources/potential resources that form the focus of this study.



FIGURE 2: The site shaded in red viewed in relation to the surrounding topography and its current development status. The Boschenmeer Golf Estate is to the west, and a proposed development site for a filling station and small office park immediately to the north. This latter proposal was endorsed by HWC LACom in 2014. Proposals for a new residential development are currently being prepared for Zanddrift Farm (identified as Eendevlei in Figure 1) and have yet to be submitted to HWC for consideration. Proposals for residential estates (Azalea and Wilde Paarde estates) have received planning approval although construction has yet to commence. North is to the top of this image.

The heritage resources/potential heritage resources identified in this report are:

- *Landscapes and Natural Features of Cultural Significance*: This relates specifically to the Drakenstein rural landscape south of the N1, identified as a Grade III landscape in the Paarl SDF. The nature of impact identified, is therefore visual impact.

The following were *not* identified as heritage resources and therefore *do not* form a focus of this report other than some being mentioned from time to time:

- i) *Places, buildings, structures and equipment of cultural significance:* There are no structures, objects or other places on the site that have cultural significance.
- ii) *Places to which oral traditions are attached:* No such places were identified on or in the immediate vicinity of the property.
- iii) *Historical settlements and townscapes:* No such places would be affected by the proposals including nearby historical farm werfs, all of which are screened from the site by a combination of vegetation, trees and an undulating topography.
- iv) *Geological resources:* There are no known geological resources of scientific or cultural importance on the property.
- v) *Sites of significance relating to the history of slavery:* The site was first developed in the mid-20th C and therefore has no significance with regard to slavery.
- vi) *Archaeological Resources:* A specialist study has revealed that the site is not archaeologically sensitive as it has been heavily transformed. No clear evidence of Early or Middle Stone age archaeological material was encountered.

1.2. Assumptions & Limitations of this Study.

i) *Background material by others:* All material by others informing this assessment, including other specialist assessments, historical and planning/land use background information, is assumed to be accurate and a true reflection of the issues governing the property and its proposed redevelopment.

ii) *Services:* This report does not address heritage impacts resulting from the potential laying of pipelines, electrical and other related infrastructure between the site and elsewhere beyond its boundaries. It does, however, address the possibility of archaeological material being uncovered in the course of new services excavations, and the excavation of new foundations.

iii) *The public engagement process:* The public engagement process is being dealt with by Pieter Badenhorst Professional Services in terms of which a comprehensive issues trail covering feedback from interested and affected parties (IAP's) will be prepared. The public engagement process will address heritage issues.

iv) *Cultural Landscape:* The assumption is that the historic, scenic landscape of which the site forms a part, is a cultural landscape at a variety of scales including at a national scale. This consequently adds weight to considerations for new development on the property given its strategic location on a secondary gateway corridor to a town of national significance, i.e. Paarl.

1.3. Methodology & Study Focus.

The focus of this report is essentially determined by the response of Heritage Western Cape (HWC) to the Notice of Intent to Develop application and its recommendations, as mentioned in the introduction to this report. This response confirms that visual impacts on the overall scenic landscape as artefact are an important factor to be considered.

The methodology upon which this report is based therefore involves the following:

- i) *In-loco inspections*: The preparation of this report involved a number of in-loco inspections of the property. This included a meeting with the project architect and the landscape architect with particular attention to evaluating scenic quality (including architectural settings) and landscape character. Photographs were taken of key characteristics informing heritage significance, and site notes were prepared.
- ii) *Sources in determining significance*: Site inspections, interpretation of existing development massing and scale characterizing the surrounding area, and graphic spatial analyses have had to be used extensively to determine cultural/heritage significance, key spatial relationships and potential heritage hot spots. Other sources include scrutiny of the historic Surveyor General aerial survey record.
- iii) *Mapping of heritage resources*: Significant elements, characteristic development patterns on the landscape (in the form of a figure ground) and key spatial relationships have been mapped in order to unpack the significance of the surrounding cultural landscape and, thereby, provide indicators for context-conscious new spatial development.
- iv) *Review of current local planning policy*: Current planning policy has been reviewed to identify common purpose and potential conflicts in terms of the future plans for the site. Only those aspects with clear heritage-related implications have been addressed.

2. The Site and its Spatial Context.

2.1. The Spatial Context of the Site

The site, known as Portion 4 of Farm Ronwe is located at the southern intersection of the R301 (Wemmershoek Road) and Drakenstein Road to the south of the N1, and opposite Boschenmeer Golf Estate. (**Figure 2**). As a whole, the area comprises a mix of residential and rural agricultural patterns within the extended Drakenstein Valley landscape, becoming increasingly rural in character as one moves further east towards the foothills of the Klein Drakenstein Mountains, and further south towards the Groot Drakenstein Mountains. Portions of the surrounding area clearly have scenic quality with the Drakenstein mountain backdrops being a strong contributory factor. At the same time, this is an area which has been in transition from rural agricultural to suburban in character since the approval of the extension to the Paarl South urban edge in 2010 (**Figure 3** overleaf). For example:

The small triangular site immediately north of the property in question, known as Portion 8 of Farm Ronwe, has already been earmarked for an Engen filling station and small business centre for which endorsement was received from HWC on 8 October 2014 in terms of Section 38(8) of the NHRA¹. In addition to this, planning approval has been granted for residential developments along the Wilde Paarde River immediately south of the N1 freeway, while proposals for a new residential development on the adjacent Farm Zanddrift/Eendevlei are currently being prepared for submission to HWC in terms of

¹ Refer to the HIA dated September 2014 by ARCON: Case 14051318. IACom agenda item W.16.5.

Section 38(8) of the NHRA. In other words, while this area may still appear largely undeveloped, it has been in a state of transition to developed area since the extension to the Paarl South urban edge was approved in 2010. The current planning status of the landscape is indicated in **Figures 2 and 3**.

The area along the western edge of the property comprises the R301 Wemmershoek Road and the eastern edge of the Boschenmeer Golf Estate, portions of which front almost directly onto the R301. The areas to the east and south of the property all fall well within the current urban edge and will, no doubt also be under consideration for future development, although particulars of such development are not currently known.

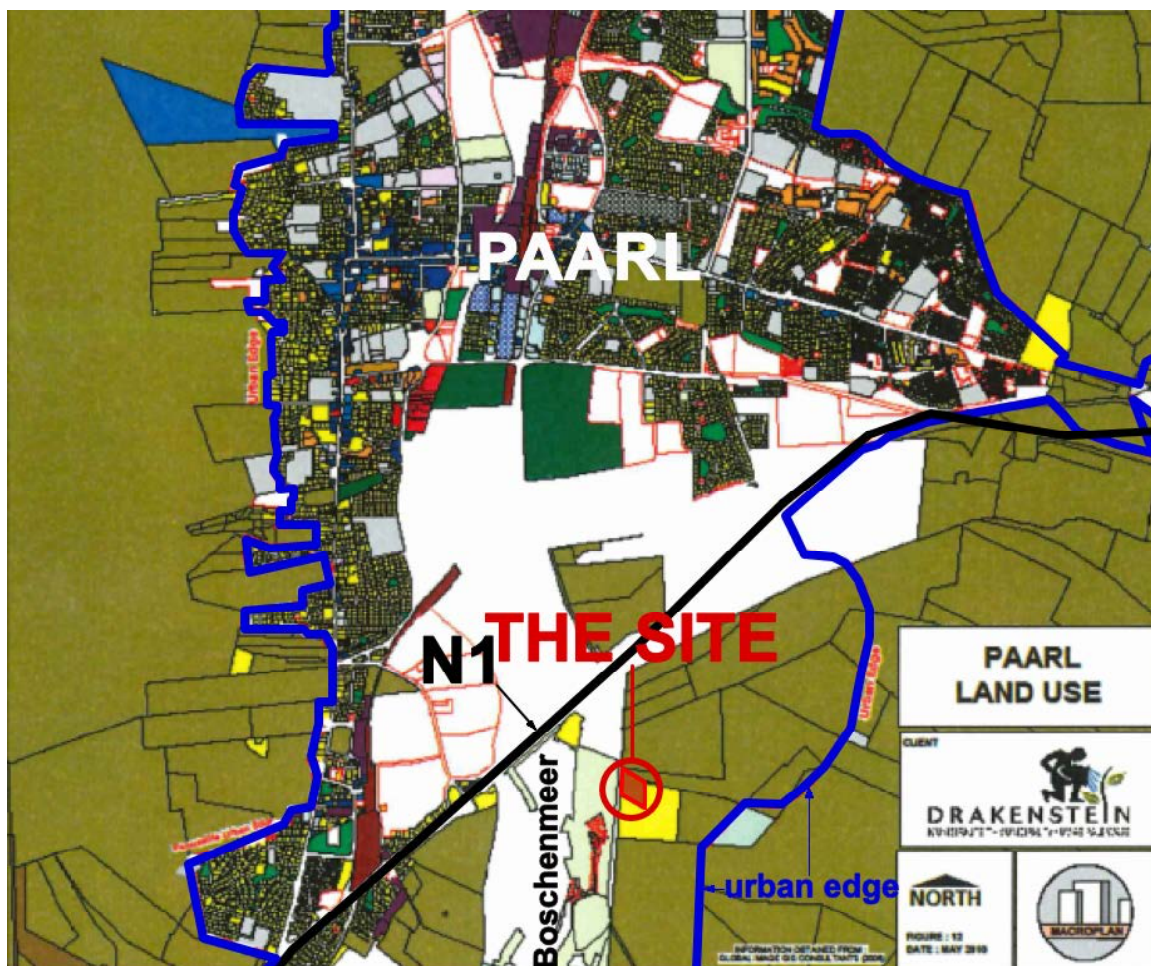


FIGURE 3: The site in relation to the Paarl Urban Edge (in blue): May 2010. Note that the urban edge extends considerably further south than the location of the site along Wemmershoek Road – in fact, all the way to the Drakenstein Prison (off this map) and thereby including other residential estates at Val de Vie and Pearl Valley (also off this map). The N1 is indicated in black. North is to the top of this image.

It is important to note the marked lack of cultivation in the areas surrounding the property. This is doubtlessly due to the low soil fertility within these areas, as has in fact

been confirmed by soil studies conducted on the properties to the north of the site in preparation for their development².

Given the nature of existing developments in the areas surrounding the property and the broad nature of the topography, the scenic character of the area as viewed from the R301 (Wemmershoek Road) and the N1 is defined more by over-arching dramatic long distance mountain backdrops than by foreground landscapes. The site in question falls within one of these foreground landscapes.



FIGURE 4: View of the site (outlined in red) with the R301 to the west (left) and Drakenstein Road to the north (top) of this image. The central grouping of homestead (with swimming pool), outbuildings and treed setting is clearly visible surrounded by cultivated and formerly cultivated open space. The residential cluster to the north of Drakenstein Road marks the site of the proposed Engen service station and small business centre that has been endorsed by HWC. Boschenmeer Golf Estate is on the left hand side of this image.

2.2. The Spatial Nature of the Site Itself.

The site comprises a largely unobstructed and partially cultivated landscape that gently slopes uphill from the intersection of the R301 and the Drakenstein Road towards the east and southeast. A homestead and modest cluster of outbuildings within a treed setting stands roughly at its centre (**Figures 4&5**) This small werf complex has been in existence since at least 1953³, is therefore older than 60 years, and consequently subject to Section 34 of the

² The site of the proposed filling station to the north of the property is a case in point. This site has never been viable for agricultural purposes, while only the eastern portions of Farm Zanddrift/Eendevlei have proved productive for cultivation as vineyards. The author is familiar with the soil conditions on these sites, having been involved in assessing development proposals earmarked on these properties.

³ This small complex is visible on the SG aerial survey of 1953 (Historical survey series 335 roll 2 frame 5915).

NHRA. However, none of these buildings are either architecturally or historically significant and therefore considered to be ungradeable in terms of Section 7 of the NHRA.



FIGURE 5: View of the site from the intersection of the R301 and Drakenstein Roads indicating its spatially open nature with the exception of the werf cluster at its centre. The Klein Drakenstein Mountain provides a scenic backdrop. The fields in the foreground are fallow. The cluster of trees on the extreme left marks the site of the filling station and small business centre endorsed by HWC in 2014. The R301 with the boundary wall of the Boschenmeer Golf Estate is just visible on the extreme right. (Image: the Author, 12 September 2014).



FIGURE 6: View of the homestead within its treed setting as viewed from Drakenstein Road. (Image: the Author, 12 September 2014).



FIGURE 7: The homestead within its treed setting as viewed from its northern side. This structure appears stylistically to date back to the late 1940's/early 1950's, with arcaded extensions that appear to date back to the 1970's. The swimming pool visible in Figure 4 is behind the wall in the foreground. Neither this nor any of the other structures on the property are considered to be worthy of grading in terms of Section 7 of the NHRA. (Image: the Author, 24 November 2014).



FIGURE 8: View of the architecturally nondescript homestead from the east. (Image: the Author, 24 November 2014).

Although the property is partly cultivated, a soil survey (Schloms, 2014: **Annexure 02**) concludes that the site has low agricultural potential. These findings are consistent with those for the adjacent Engen filling station site and a large portion of nearby Zanddrift Farm, which are indicated as having low agricultural potential and therefore unsustainable as agricultural land.



FIGURE 9: View across the site looking towards the R301. This view provides a good idea of the high visibility of the site from the R301 due to the unobstructed nature of the topography. (Compare this view with Figure 5). Boschenmeer Golf Estate and Paarl Mountain are in the background. The HWC endorsed filling station site is marked by the cluster of trees on the extreme right. (Image: the Author, 24 November 2014).

3. Statutory & Policy Context

3.1. The National Heritage Resources Act (NHRA) No 25:1999.

The proposals are subject to Sections 34 (structures older than 60 years) and 38(8) (heritage impact assessments) of the NHRA, thereby triggering the requirement for this HIA. This report forms part of an over-arching EIA application to DEADP. In terms of NHRA Section 38(8), DEADP is therefore the statutory approving body in this instance, but must take into account HWC's comment (amongst others) before it can issue its Record of Decision.

The triggers for an HIA for the property in terms of the NHRA are:

NHRA: S.38(1)(a).

- *Construction of a road, wall, powerline, pipeline, canal or other similar form of linear development or barrier over 300m in length:* This clause will be triggered with regard to the proposed new roads and parking areas on the property; and linear development on the eastern and southern edges of the property in the form of earth retaining structures. There is also a likelihood that pipelines and powerlines associated with this development will exceed 300m in length. All of the above relate to the proposed construction on the site of the proposed new retail centre.

NHRA: S.38(1)(c).

- *Development changing the character of a site exceeding 5 000sq m in extent:* This clause will be applicable given the substantial change to the visual characteristics of the site, i.e. from farm to retail centre development.

NHRA: S.38(1)(d).

- *Rezoning of a site exceeding 10 000sq m in extent:* The property is 3,4261 ha in extent.

3.2. The National Environmental Management Act (NEMA) No 107:1998.

This document forms part of an EIA, authorization of which is required in accordance with the regulations as set out in NEMA. The need for the Scoping Report is triggered in terms of the NEMA Listing Notices of 2010 involving the following:

3.2.1. *In terms of NEMA: R544 Listing 1-Basic Assessment:*

- *Activity 9 (construction of facilities/infrastructure exceeding 1000m in length for bulk water/sewerage/stormwater):* This clause is likely to be triggered due to the possible construction of bulk services infrastructure as part of the retail centre.
- *Activity 22 (road construction outside urban areas with a reserve wider than 13,5m):* Relating to road infrastructure as part of the proposed retail centre.
- *Activity 23 (transformation of undeveloped land outside an urban area where the total area to be transformed exceeds 1 ha):* Relating to the construction of the retail centre.

3.2.2. *In terms of NEMA R546 Listing 3- Basic Assessment:*

- *Activity 4 (road construction wider than 4m with a reserve of less than 13,5m):* Relating to the road construction required for the retail centre.

3.3. The Land Use Planning Ordinance (LUPO).

The property is currently zoned Agricultural Zone 1 in terms of Section 8 of the Zoning Scheme. An application for its rezoning to Business Zone 1 is currently being prepared by the planning consultants for the project, Urban Dynamics. The application also includes an amendment to the DSDF to allow for the development of commercial uses within an area demarcated for agriculture and land reform initiatives. Unlike Paarl Mall, the proposed development is for a small retail centre to serve Boschenmeer, Val de Vie and Pearl Valley Golf Estates, as well as expanding local residential developments resulting from the extension of the urban edge in 2010.

Before a rezoning application can be considered by the local authority (in this case, Drakenstein Municipality), the consenting authority in terms of Section 38(8) of the NHRA, i.e. DEADP, must first have granted its consent for the development proposals in terms of its ROD.

3.4. Local Planning Policy (with acknowledgements to the draft Planning Application for the property by Urban Dynamics).

3.4.1. *The Provincial Spatial Development Framework (PSDF, 2009)*

The Provincial Spatial Development Framework (PSDF) was prepared by the Department of Environmental Affairs and Development Planning, and approved in terms of Section 4(6) of the Land Use Planning Ordinance 15 of 1985 as a Structure Plan on 24 June 2009.

The purpose of the PSDF is to guide municipal integrated development plans and spatial development frameworks so as to prioritise and align investment and infrastructure in the Western Cape Province through a clear indication of the desired development directions for the Province. The PSDF is therefore a broad-directive framework, outlining the policies and action plans to achieve certain development objectives and strategies in the Western Cape.

These policies and action plans are grouped according to three areas of intervention, each with a set of objectives attached thereto. The objectives relevant to the subject planning application include:

(i) *Socio-Economic Development:*

- Strategically invest scarce public resources where they will generate the highest socio-economic returns
- Conserve and strengthen the sense of place of important natural, cultural and productive landscapes, artifacts and buildings.

(ii) *Urban Restructuring:*

- Conveniently locate urban activities and promote public and non-motorised transport.

(iii) *Environmental Sustainability:*

- Minimise the consumption of scarce environmental resources, particularly water, fuel, building materials, mineral resources, electricity and land.

Each of the above objectives are realized through a set of policies. The policies that are considered relevant to the proposed development are listed below.

With reference to the goals of socio-economic development, the PSDF states that:

- Economic growth is a prerequisite for the achievement of other policy objectives;
- The intensity of urban activities should be increased in accessible locations;
- Policy HR1: Urbanisation should be focused in areas that have adequate resources and the economic growth potential to sustain further development;
- Policy HR23: The local sense of place must be considered and foreign unsympathetic design styles must be discouraged
- HR24: Urban design guidelines must be used to control the local appearance and function of settlements.
- HR 28: Tree planting and urban landscaping must be encouraged.

With reference to the goals of *urban restructuring* the PSDF states that:

- Policy UR1: Urban Settlements should be restructured to be more convenient while creating economic opportunities close to where people live.

With reference to the goals of *environmental stability*:

- Policy RC7: requires that urban development be directed inward i.e. within the identified urban edges in order to protect sensitive environmental areas.

Planning Implications:

From a careful analysis of the PSDF's policy objectives, it is clear that the proposed development can be considered to be consistent with the PSDF as:

- The development proposal aims to facilitate economic growth at highly accessible locations;
- The development proposal aims to introduce urban activities close to where people live, thereby reducing motor vehicle trips;
- The intention is for the development to be designed in a manner that is sensitive to the local sense of place as identified by the heritage indicators prepared as part of this study.
- Tree planting and landscaping will need to form an integral part of the development proposals if the abovementioned heritage indicators are to be adhered to;
- The development would involve the creation of economic opportunities close to where people live; and
- The proposals will involve inwardly directed development in the sense that the site would become part of a developing business node well within the urban edge.

3.4.2. *The Drakenstein Municipality Integrated Development Plan (IDP) 2013-2018.*

The IDP is a strategic development plan reviewed annually to guide all development in a municipal area and to inform municipal budgeting and allocation of resources as prescribed by the Municipal Systems Act, No 32 of 2000. The Drakenstein IDP was approved in 2013.

Drakenstein Municipality's commitment to developing a "Place of Excellence" has been the focal point of the 2013-2018 IDP, with a specific emphasis to translate the Municipality's strategy into action. The aim of the 5-Year IDP for Drakenstein is to present a coherent plan to improve the quality of life for people living in the area. The intention of this IDP is to link, integrate and co-ordinate development plans for the Municipality which are aligned with national, provincial and district development plans and planning requirements binding on the Municipality in terms of legislation.

Drakenstein Municipality will execute its vision inter alia through the following:

- (i) *The creation of an enabling environment for economic growth, job creation and the alleviation of poverty.*

The Strategic Objective of the Municipality is to facilitate sustainable economic empowerment for all communities within Drakenstein and enabling a viable and conducive economic environment through the development of related initiatives including job creation and skills development.

The following Key Performance Areas (KPA) and Key Focus Areas (KFA) are of particular importance to this application:

- KPA 4: Economic Growth and Development
Under this performance area is listed KFA 28: Trade and Industry, which incorporates the following action plans:
 - Develop an Economic Development Strategy.
 - Identify land for local economic development initiatives.
 - Allow use of residential and agricultural premises for occupational practice, business and tourism uses.

Planning Implications:

The development proposal is consistent with the stated objective of the Drakenstein Municipality IDP to create an enabling environment for economic growth and job creation. It also consistent with the objective of re-using unproductive agricultural land for business use.

3.4.3. *The Drakenstein Spatial Development Framework (DSDF: 24 November 2010):*

As already mentioned, the property falls within the Drakenstein Urban Edge as approved as part of the DSDF. The DSDF recognizes that the area south of the N1 is under considerable pressure for development, particularly with regard to high income-low density residential development for which the need for a small retail centre to service the area has been identified by the property owner, Checkers Shoprite. The DSDF makes the following qualifiers with regard to new development within the 2010 extended urban edge:

- i) Urban-related development (where proposed in this SDF) should be strictly limited to developments that enhance the rural character of the area and do not distract from the scenic quality of the surrounds (clear design guidelines must be developed);
- ii) Proposed developments must make provision for or contribute to land reform processes in the form of land allocated for projects that will provide security of tenure for farm workers within the area (off-the-farm settlement areas, etc), economic opportunities for farm workers and/or food security opportunities (garden allotments, etc). Land abutting the R301 to the west must specifically be targeted for such land reform initiatives;

- iii) Harness the economic/tourist potential of the R301 link with Franschoek in a manner that will not distract from the scenic beauty, ecological value or rural character and will contribute to the socio-economic upliftment of the farm worker communities in the area.

It is important to note that the property does not fall within the Wemmershoek Slopes Heritage Overlay Zone as identified in the DSDF⁴.

Planning Implications:

The application area is deemed to be largely consistent with the principles of the current Drakenstein SDF as:

- It is located within the approved urban edge;
- The site is identified for future business/commercial development;
- The importance of tourism and economic potential of the R301 (on the western boundary of the application area) is acknowledged by the developer. The proposed shopping centre is intended to harness this potential and contribute to economic upliftment in this area by providing job opportunities to residents in the immediate area (i.e. this is not an exclusively high income area, but also one of farmworkers and other agriculturally-associated low income groups);
- The development of a shopping centre in this location will provide increased accessibility to economic opportunities and facilities, which is currently severely lacking in the area;
- With regard to land reform, the site is not viable for agriculture and there are no farm labourers living on the property. However, the development will provide employment opportunities as referred to above; and
- The proposed development will need to enhance the rural character of the area and not distract from the scenic quality of the surrounds if the heritage indicators set out in this document are to be adhered to.

An amendment to the DSDF will, however, be required to permit the development given that it falls within an area that has been demarcated for land reform initiatives even though the site itself has been identified for business/commercial development.

i) *The Paarl Urban Farms Policy.*

The property is not one of the farms identified in the Paarl Urban Farms Policy document. Indeed, the only farm south of the N1 identified in this policy document is the farm Firwoods to the West of Boschenmeer Golf Estate.

3.4.4. *The Drakenstein Draft Spatial Development Framework (November 2014).*

⁴ Refer to the Drakenstein Municipality Heritage Overlay Zones Map Series: Map 17. The northern boundary of the Wemmershoek Slopes Heritage Overlay Zone runs along the De Hoop boundary approximately 1,4km from the southern boundary of the property.

This report is in draft form and has been circulated for public comment only. It therefore has no official standing. However, it does provide an insight into the current local authority thinking around future planning for Paarl South (Focus Area 5) amongst others, based on perceived needs within this local area. The report is structured to address a series of themes, namely: Environmental Management (Theme 1); Agriculture, Land Reform and Rural Development (Theme 2); Heritage and the Cultural Landscape (Theme 3); Connectivity and Green Logistics (Theme 4); Sport and Education (Theme 5); and Settlement and Communities (Theme 6).

In this document, the site is identified as part of a potential node for business/commercial development. (**Figure 10**). In other words, apart from the developers of this site, there are parties within the local authority itself that see potential for the site to become part of a business/ commercial node. It is probable that the site was chosen for inclusion in a business/commercial node because of its low to no negative impacts on the abovementioned themes. For example, the property has no biophysical significance (re. Theme 1). It has very poor agricultural potential and therefore is inappropriate for rural land reform projects (re. Theme 2). The development will not affect the settings of any built heritage resources (re. Theme 3). It is located at a strategic intersection and therefore is well placed as a potential convenience node (re. Theme 4). Themes 5 and 6 are of no direct relevance.

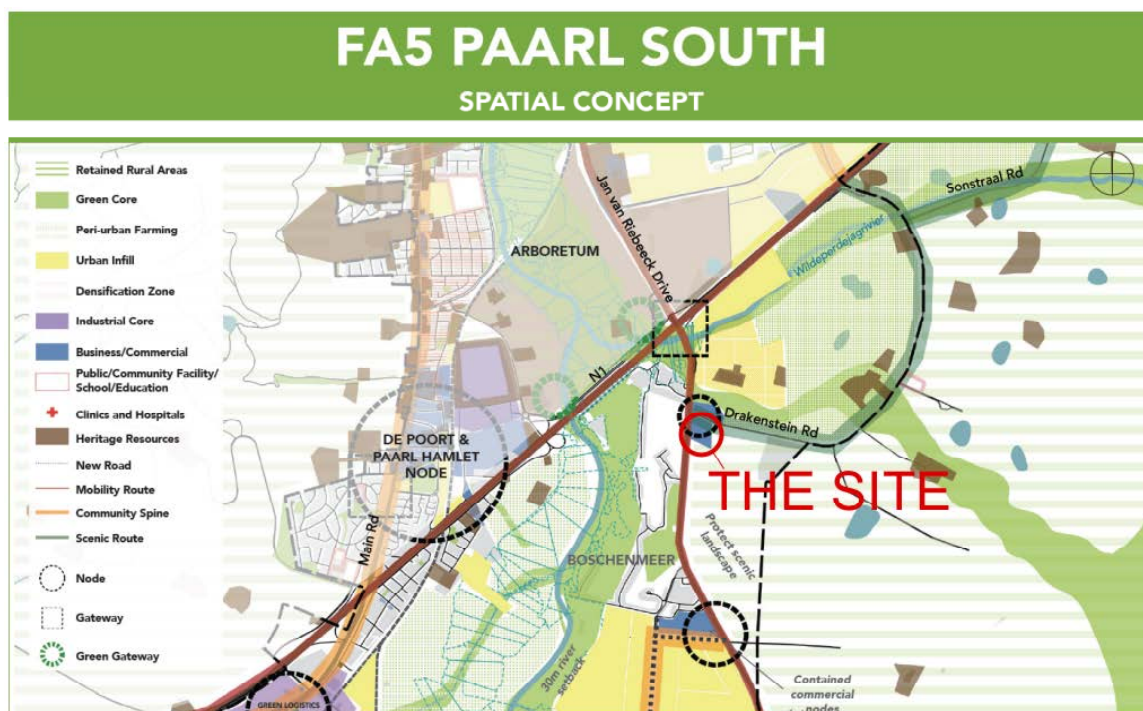


FIGURE 10: Portion of a recent proposed DSDF spatial concept diagram for Paarl South. The site is provisionally identified for business/commercial development (read with the key on the left). (Draft DSDF Report as circulated for public comment: November 2014, p58).

4. *Heritage Significance of the Site (Heritage Statement).*

The heritage significance of the site is articulated in terms of the NHRA's Section 2(vi) definition of cultural significance, i.e. "...aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological significance".

Heritage resources requiring consideration on the site and its immediate context include: places, buildings and structures of cultural significance; historical elements and townscapes; and archaeological sites and objects (refer NHRA Section 3(2)).

Criteria for determining cultural significance are set out in NHRA Section 3(3). This includes determining whether or not a site/building...

- i) is considered to have cultural significance to the community;
- ii) is considered a rare example of its type;
- iii) could yield information about heritage;
- iv) is important in exhibiting particular aesthetic characteristics valued by a cultural group;
- v) is important in exhibiting a high degree of technical achievement at a particular period;
- vi) is associated with the life and work of an important person; and/or
- vii) whether it has significance in relation to the history of slavery.

It is important to note that considering the property as a whole, it is only item iv) relating to its location within a landscape exhibiting aesthetic characteristics, that is relevant for this study. A more specific breakdown of heritage significance is as follows:

4.1. Aesthetic/Spatial Significance

Ptn 4 of Farm Ronwe 849 is located on the gentle slopes leading up to the foothills of the Klein Drakenstein Mountains (**Diagram 02**). The property is spatially separated in the landscape from the rest of Paarl South by the partly elevated N1 freeway, and lies adjacent to existing suburban development, i.e. Boschenmeer Golf Estate (**Diagram 01**) and south of Ptn 8 of Farm Ronwe 849 which has already been endorsed for development by HWC (refer Figure 2). Although the remainder of the landscape surrounding the property is currently largely rural-agricultural in nature, this area does form part of a growing development corridor⁵, and since 2010 has fallen within the Paarl urban edge.

The site is strategic in the sense that it is located at the intersection of the R301 and Drakenstein Roads, and occupies the foreground for scenic outlooks from the R 301 towards the Klein Drakenstein Mountains. It is also of some strategic significance given its position alongside a secondary gateway corridor to Paarl from Franschhoek, and because of its position in relation to current development densities (**Diagrams 02&03**). In the broader sense, the property has no particular scenic qualities when viewed from the R301 other than contributing to the sub-regional rural landscape pattern simply by virtue of being largely

⁵ Apart from Boschenmeer, this corridor includes developments such as Val de Vie and Pearl Valley Estates, while proposals for other developments around the site and within the urban edge are currently being planned.

undeveloped. It is only partly visible from the N1, being largely obscured by the vegetation on Ptn 8 of Farm Ronwe 849 immediately to the north of the site.

The farm is partially planted with crops of minor commercial value (essentially some maize and some potatoes). The low fertility of the soil means that the property has low agricultural potential as already mentioned in Section 2.2. (Schloms 2014). In fact, the land is essentially not viable as an agricultural landholding including for the planting of vineyards, thereby differing from landscapes more readily associated with the Cape Winelands. Indeed, most of the fields on the property lie fallow, are becoming increasingly unsustainable and not of any particular contribution to the scenic character of the area.

A number of historic farm werfs do exist in the area (**Diagram 01**). These include the historic Ronwe werf that stands on the remainder of a much larger farm that once included the property in question. Other werfs of note in the area include those of Zanddrift to the north (also formerly part of Ronwe) and Lustigaan to the northeast. Due to the nature of the intervening topography, none of the outlooks from these werfs would be affected by development on the site in question.

Although the site falls within an area mapped in the DSDF as being of local (Grade 3A, B or C) significance,⁶ this is contradicted by the fact that the Drakenstein Municipality has not deemed the area worthy of identification as a heritage overlay zone. It has also not deterred the municipality from extending the urban edge to include a significant portion of this area as approved in 2010 and accordingly mapped in the DSDF.

4.1.1. *Conclusions regarding Aesthetic/Spatial Significance*

Ptn 4 of Farm Ronwe 849 has no particular scenic qualities other than in contributing to the sub-regional rural landscape pattern by virtue of being largely undeveloped with the presence of some mature trees.

4.2. Historical Significance

4.2.1. *Historical Background of the Area.*

The area forms part of an agricultural landscape that includes farms dating back to the first half of the 19th Century and earlier in the case of De Hoop further to the south. Other old farms in the area included Lustigaan and, of course, Ronwe. The area remained exclusively rural until Paarl Golf Club was relocated to the site of present day Boschenmeer Golf Estate in 1955. The residential development there followed in 1997. Pearl Valley was then established in 2007 followed by Val de Vie Estate in 2008. The trend of expanding residential development in the area can therefore be traced back to 1997. This trend has, since 2010, been acknowledged by the extension of the of the Paarl Urban Edge well east of the Wemmershoek Road and considerably further south (**Figure 3**).

4.2.2. *Historical Background and Significance of the Site.*

⁶ Paarl Map 2: Spatial Development Framework: Heritage Map: May 2010.

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Heritage Impact Assessment: Proposed Checkers Shopping Centre: Portion 4 of Ronwe Farm 849, Paarl.

Ronwe Farm 849 was originally about 283 morgen in extent when it was granted as a Stellenbosch Quitrent to Charles Petrus Theron on 24th January 1831. Portions of the farm began being subdivided from this 'parent' landholding within the following few decades. This included Portion 2, now forming part of Zanddrift Farm. Others included Portion 4 (the site in question) and Portion 8, the piece of land now earmarked for development with a filling station and small business centre directly to the north of the property in question. The more recent transfer history of Portion 4 is of no particular relevance for informing future development, and therefore there has been no point in further investigating the transfer history for the site forming the focus of this study.

The SG aerial survey of 1953⁷ (**Diagram H01**) shows the site to consist of some farmland (pasturage?) and natural vegetation only. This no doubt reflects the low agricultural potential of the property as the property would otherwise have been cultivated many years before. There is a homestead and outbuildings on the site known to have been in existence by 1953 but not yet in existence by 1938⁸ (**Diagram H01**) according to the abovementioned historical aerial survey, and therefore subject to Section 34 of the NHRA. They are stylistically post World War 2. Like the rest of the site however, these buildings have no historical significance other than being older than 60 years.

4.2.3. *Conclusions regarding Historical Significance*

Although Farm 849 Portion 4 once formed part of Ronwe Farm, and is situated within a broader landscape that includes farms dating back to the early 19th C and earlier, it has no historical significance, unlike the historical werf on the remainder of Farm Ronwe 849, just over 1km to the east of Portion 4.

4.3. Architectural Significance.

Although most of the buildings on the property are older than 60 years, none are considered to be architecturally significant (refer **Figures 6-8**). The homestead and outbuildings are therefore deemed ungradeable in terms of Section 7 of the NHRA.

4.4. Other aspects of Significance in terms of NHRA Section 2(vi).

There is nothing on Farm 849 Portion 4 to suggest any evidence of social, spiritual, linguistic or technological significance. The same is applicable with regard to scientific significance with the exception of archaeological significance, which is addressed separately in 4.5 below.

4.5. Archaeological Significance

ACO Associates CC (Archaeological Contracts Office) has undertaken an investigation of the property, which has been extensively cultivated in the past and therefore constitutes a

⁷ SG Job 335 strip 002 frame 05915.

⁸ SG Job 126 strip 073 frame 12088.

disturbed landscape. Virtually all the land has been ploughed. This investigation has found that the site is not archaeologically sensitive due to its heavy transformation. A great deal of water worn quartzite pebbles was identified on the land, very few of which show any signs of modification. No clear evidence of Early or Middle Stone age archaeological material was encountered.

Grading: Indications are that there are no finds worthy of grading in terms of HWC's draft policy document on the grading of archaeological sites (in prep 2015). No mitigation is called for. The investigating specialist therefore has no objections to the proposed activity on archaeological grounds.

4.6. Summary Heritage Statement

4.6.1. *The Heritage Resource(s)*

The heritage resource requiring protection in this instance is the site's broad scenic setting where heritage significance resides in its middle and long distance backdrops, rather than in foreground qualities, which are unexceptional as viewed from the R301 looking east towards the Klein Drakenstein Mountain backdrop.

4.6.2. *Significance*

Farm 849 Portion 4 has no particular scenic significance other than by contributing to the sub-regional rural landscape pattern purely by virtue of being largely undeveloped with some tree clusters. The heritage resource that would be impacted on by new development (on the property) is the landscape beyond, rather than on the site itself. This surrounding landscape is of some aesthetic significance only, supported by the fact that the site does not fall within an area deemed worthy by the Drakenstein Municipality of identification as a heritage protection overlay zone.

Although most of the buildings on the property are older than 60 years, none are considered to be architecturally significant (refer **Figures 6-8**). The homestead and outbuildings are therefore deemed ungradeable in terms of Section 7 of the NHRA.

4.7. Significant Elements & Spatial Relationships (**Diagram 04**).

Given that the significances identified in this study are essentially aesthetic/spatial in nature, they have needed to be examined more closely.

Significant elements and spatial relationships relating to the site and its surrounds have accordingly been identified and mapped to determine heritage-related development indicators for the site. These are summarized below:

4.7.1. *Key to Diagram 04:*

- i) *Ungraded structures on the site:* identifies structures considered to have no, or insufficient significance to warrant grading, i.e. applicable to all of the structures on the site.

- ii) *Trees on site contributing to the broader landscape character:* identifies trees that add to the overall landscape pattern of the area even if not individually of great significance.
- iii) *Vegetation defining site edges:* identifies linear arrangements of vegetation, including hedgerows, that help to define edges of the property, and thereby relating to broader rectilinear patterns helping to define the landscape in the broader scale.
- iv) *Linear vegetation structure on the broader landscape:* identifies linear vegetation patterns (including those identified in iii) that help to define the local landscape as a whole.
- v) *Boundary of adjacent proposed filling station site:* identifies the location and extend of Ronwe 849 Portion 8, development proposals of which has recently been endorsed by HWC even though not yet constructed.
- vi) *Proposed new development footprint on adjacent site:* identifies the footprint of the proposed new development on Ronwe 849 Portion 8 as endorsed by HWC. These footprints have been superimposed to better inform proposed new development on the property forming the subject of this assessment.
- vii) *Predominant outlooks:* identifies predominant outlooks that characterize the spatial character of the area.
- viii) *Mountain backdrop beyond:* identifies the mountain backdrops chracterizing much of the quality of the landscape beyond the site. The spatial quality of the area in the vicinity of the site is defined by its middle and long distance views, rather than by its foreground views, which are of no particular significance. This includes the spatial character of the site itself.
- ix) *Spatial threshold:* identifies a point along the traffic routes adjacent to the site at which there is a significant transition in spatial character.
- x) *Areas on the site of higher visual exposure:* identifies the portion of the property most exposed to views from abutting roads: the R301 in particular. This is therefore deemed to be the area on the site that is most sensitive to visual impacts from new development.
- xi) *Skyline as viewed from the R301:* indicates the immediate skyline as viewed from the R301, i.e. the major gateway corridor to and from Paarl. New development breaking this skyline would impact on views of the distant Klein Drakenstein Mountain backdrop beyond.

4.7.2. Commentary with regard to **Diagram 04:**

- i) None of the structures on the site are deemed worthy of retention and should therefore be eligible for demolition.

- ii) Although there are trees on the site that contribute to the overall character of the broader landscape, they are not sufficiently significant to warrant retention and could therefore be removed provided that appropriate alternatives are planted as part of any new development on the property.
- iii) The linear/rectilinear structure of vegetation (including trees) on the surrounding landscape is an important informant for structuring new landscaping as part of any proposed new development on the property.
- iv) The most significant and sensitive outlooks towards the site are from the R301, the primary entrance corridor to Paarl in this area. Views from Drakenstein Road towards the site are of lesser significance given that this road already points to an established urban backdrop framed by Paarl Mountain towards the west, and given that Ptn 8 of Farm 849 on its northern side has already been earmarked for commercial development. Also, the site itself as viewed from Drakenstein Road is on a reverse slope and therefore not as sensitive to visual impacts as is the case with the uphill outlooks from the R301 over the site.
- v) Given that the most visually exposed portion of the site faces the R301, it follows that new development in this area is going to require particularly careful mitigation in terms of overall development pattern, scale, envelope massing and landscaping.
- vi) The proximity of the skyline indicated in **Diagram 04** should be considered the area most sensitive to the proposed height, scale and roofscape of a new development as viewed from the R301. The height and roofscape configuration of structures in this area have the potential to impose on views of the distant Klein Drakenstein Mountain backdrops beyond.
- vii) The intersection of the R301 and Drakenstein Road has the potential to become an important commercial node serving the local area, given the proposed filling station on Farm 849 Ptn 8 directly opposite. Considering that developers have clearly identified the area as having commercial potential for serving both new and existing residential estates in the immediate neighbourhood, the clustering of such commercial development around this strategic intersection should help to concentrate substantial new visual impacts away from the new urban edge.

5. Heritage-Related Indicators for Future Development

(Read in conjunction with Diagram 04)

This section of the report identifies heritage indicators underpinned by the Heritage Statement in Section 4 and Diagram 04. The purpose of this Section is to inform heritage-appropriate development on the site.

5.1. Heritage Indicators.

Heritage Indicator 1: Retention of Structures: *None of the structures on the property are deemed significant and could therefore be demolished if necessary.*

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Heritage Indicator 2: Retention & Planting of Trees: *None of the trees on the property are deemed sufficiently significant to warrant retention or in-situ incorporation into a proposed new development apart from the palms on the south side of the homestead, which are capable of being replanted elsewhere on the site.*

Commentary: Substantial new tree planting will be required as part of the proposed new development in order to mitigate visual impacts. The patterns of the new tree plantings should be informed by the linear configurations of tree belt patterns on adjacent properties (see for example, as highlighted in **Diagram 04**). The purpose is to ‘knit’ new tree planting patterns on the property into the surrounding landscape pattern in order to form a green network continuum that will mitigate visual impacts by ‘compartmentalizing’ parking areas and filtering views of the new retail centre from surrounding areas, most particularly from the R301.

Heritage Indicator 3: Retaining Aspects of Rural Character: *Long distance views from the R301 over the site towards the prevailing northeastern, eastern and southeastern mountain backdrops should be substantially retained. At the same time, new landscaping including the sensitive structuring of planting patterns should not only mitigate impacts from the development, but also reinforce the green rural quality of the broader context to the east and south of the property. Allow substantial development setbacks along public road edges.*

Commentary: Appropriate landscaping proposals for the property are arguably even more important than the architectural proposals, although the design of both components must be integrated. In other words, the landscaping and architectural proposals should be treated as one integrated whole. (Refer to Indicator 2 for the underlying principles that should govern new tree planting). The purpose is for the property, once developed, to still be perceived as having a large green component through creative landscape design. This is because of the requirement of the DSDF that the area should retain rural qualities even though now falling within the urban edge. For this reason a development that sits well back on the site, allowing substantial green setbacks between buildings and abutting R301/Drakenstein road edges will be favoured over development that places the bulk of the buildings close to these road edges.

The high probability of a stormwater retention pond being required at the lowest levels of the site, i.e. adjacent to the R301, presents the opportunity for a signature water feature to be created with the purpose of attracting bird life and complementing the rural character of the area. A further purpose would be to avoid the negative precedent of the Boschenmeer boundary wall along the R301, which most unfortunately screens views of the Boschenmeer lake from the R301.

Heritage Indicator 4: Spatial Relationships along the R301 and Drakenstein Road Edges: *Visually permeable edges are to be retained, at least along the R301 and Drakenstein Road interfaces with the site, with soft green edges along the other sides. The purpose is to integrate the landscaping on the property with that of the surrounding areas unlike Boschenmeer Golf Estate opposite.*

Commentary: Fencing along the R301 and Drakenstein Road edges should be minimized, if not avoided altogether. Where fencing is unavoidable e.g. for public safety reasons, agricultural type fencing consistent with the rural character of the area would be favoured.

Heritage Indicator 5: Setbacks & Transition Zones: *Setbacks/transition zones must be sufficient to accommodate adequate landscaping (including trees). This is in order to retain environmentally appropriate green interfaces between the site's boundary edges and adjacent landscapes, as well as 'breathing space' along vehicular routes.*

Commentary: There are no zones of particular biophysical or other intrinsic heritage significance either on, or abutting the property. Achieving appropriate setback/transition zones for the abovementioned purpose would normally require setback corridors of approximately 10m wide along boundary edges. Note also that most other large structures within rural settings around Paarl (e.g. co-operative wine cellars and other substantial agri-industrial and tourism facilities) are set back from the road and not placed on the road.

Heritage Indicator 6: Siting of New Development on the Property: *New development should be located and distributed in such a manner that ensures a visual profile that does not disrupt the overall setting including distant mountain backdrops as viewed from the R301.*

Commentary: Given the uphill slope from the R301 eastward, new development higher up the site will have a higher visual profile in relation to the R301, with consequent potentially negative impacts on views of the Klein Drakenstein Mountain backdrops beyond. On the other hand, concentrating development on the lower slopes of the site could have a negative spatial impact on the R301 which currently enjoys expansive green outlooks towards the east. To therefore ensure greater setbacks from the R301 while respecting the mountain backdrops to the east, new development may have to be cut into the site to lower the new roof profile.

Heritage Indicator 7: Configuration of New Development: *New development should be informed by rural development precedent within the surrounding landscape. Such precedent should include similarly configured massing, scale and grouping of structures to that of historic rural development in the area.*

Commentary: From a heritage perspective, areas of greatest architectural concern relate to overall envelope configuration, height and silhouette in relation to the Klein Drakenstein and Drakenstein Mountain backdrops rather than stylistic concerns per se. By implication, this means that no part of the development should exceed two storeys. Typical built precedent that should be strongly considered would be the traditional cluster-grouped pitched roof and lean-to development characterizing rural Paarl. The roofscape of larger structures in the proposed development, e.g. the design of the supermarket component, should strongly consider similar massing to that of local agricultural barns and other agri-industrial structures including wine cellars in the area. In the case of large roof spans, this may require breaking down the roof massing into a series of smaller pitch roof components to ensure lower development profiles while remaining consistent with the traditional pitched roof rural clusters characterizing the surrounding landscape.

Heritage Indicator 8: Advertising and Signage: *Advertising systems must not overpower the middle and distant rural backdrops to the property, particularly to the east and south. They must also strike an appropriate balance between exposure and sensitivity to the overall green character of the foreground, particularly as viewed from the R301 and Drakenstein Roads.*

Commentary: The advertising proposals for the development must be integrated into the architectural design proposals and should be considered, at least conceptually, as part of the heritage application. This would include considering the grouping of primary signage on a single, appropriately located free-standing structure with secondary signage integrated into the façade architecture of the building(s).

Heritage Indicator 9: Lighting and Services: *Lighting and servicing systems must be as unobtrusive as possible, and integral with the landscape and architectural design.*

Commentary: In order to ensure that services remain as unobtrusive as possible, underground systems will be favoured. Overhead lighting systems (high mast lighting in particular) should be avoided in favour of low level lighting that should include lighting bollards and lighting affixed to the building, rather than on separate structures (other than bollards). All lighting should be designed to incorporate reflectors, baffles and translucent panels to preclude direct visibility of any of the light generating sources (globes, tubes etc).

6. Development Alternatives & Scope of this Study

6.1. Scope of this Impact Assessment

HWC has determined that the following be addressed in this HIA (refer Section 1.1):

- i) All identified heritage resources that the NID application has highlighted. The NID application identified the following heritage resources:
 - *Landscapes and Natural Features of Cultural Significance:* This relates specifically to the Drakenstein rural landscape south of the N1, identified as a Grade III landscape in the Paarl SDF. The nature of impact identified, is visual impact.
 - *Archaeological Resources:* The presence of archaeological resources on the property is unknown and the possibility therefore does exist of finding archaeological material on the property, even if unlikely based on archaeological investigations conducted at Zanddrift Farm close by to the north. The possibility of encountering unmarked graves and/or burial grounds on the site also cannot be discounted.

The scope does not include buildings, structures, places of oral traditions, historical settlements and townscapes, geological resources and addressing historical aspects of slavery for the reasons given in **Section 1.1**.

- ii) Comment from from Paarl 300 and the Drakenstein Heritage Foundation (DHF) as Interested and Affected Parties (IAP's).

6.2. General Project Description

The property area is 34 275 sq m in extent. The project involves the development of a neighbourhood retail centre of 34 to 49 shops depending on the development alternative considered. Three of these will be anchor tenants (Clicks, Checkers and Woolworths) with 5 others being food outlets/restaurants. The development is likely to be constructed in two phases, and will require a total of about 445 parking bays, depending on the development alternative being considered. The development is to be landscaped, not only to mitigate visual impacts from the development, but also to complement the aesthetic character of the area.

6.3. Assessment Criteria

This assessment is structured to comply with Section 38 of the NHRA as underpinned by the Heritage Statement and Design Informants in **Sections 4&5** of this report. The criteria for assessing heritage impacts in this document is based on an abbreviated version of the standard requirements for Environmental Impact Assessments, together with DEAP's Guideline for Involving Visual and Aesthetic Specialists in EIA Processes (2005). In this case, the application of comprehensive EIA criteria for an HIA is considered not particularly useful in assessing what are essentially architectural and qualitative issues around visual impact.

The methodology employed in assessing the development proposals is therefore set out as follows:

i) Conformance with the Design Indicators, i.e.

No conformance
Low conformance
Medium conformance;
Medium-High conformance; and
High Conformance.

Includes a commentary where necessary to explain the degree of conformance.

ii) Nature of Impact, i.e.

Description of the impact where not self explanatory, as well as whether such impact is **Positive, Negative, or Neutral** (neither positive or negative).

iii) Significance of the Impact, both without and with mitigation, i.e.

The magnitude of the impact measured against the cultural significance of the heritage resource impacted upon: in this instance the surrounding landscape, which is regarded as being of medium scenic quality. Measured in terms of:

No impact;
Low significant impact;

Moderate significant impact;
Moderate to High significant impact; and
High significant impact.

- i) Identification of mitigation measures, where applicable.

Mitigation in this instance relates to recommended changes to the proposals in order to reduce impacts by introducing measures that make the development more compatible with a heritage resource setting.

- ii) Degree of Confidence of the Assessment

This measures the degree of certainty upon which a specific assessment is based, and to which successful mitigation, where applicable, would be achieved. These ratings are, therefore, influenced by the amount of information upon which an assessment is based. Lower ratings would, for example, be through lack of more detailed information, including with regard to architectural and landscaping proposals available at this stage. Measured in terms of:

High: 75% or greater degree of certainty
Medium: 50-75% or greater degree of certainty
Low: 25-50% degree of certainty
Minimal: No-25% degree of certainty

6.4. Documentation Informing this Assessment

The following documentation informs this assessment:

Stauch Vorster Architects	Dwg No. 15002.00/A102 Development Alternative A (Historical) Level 1. (Site development plan). Date: March 2014.
	Dwg No. 0001/A_002_02 Development Alternative B Area Plan Complete Date: June 2014.
	Dwg No. 0001/A_002_03 (Preferred alternative). Development Alternative C Area Plan Complete Date: June 2014.
Gary Bartsch Landscape	Dwg No. 826.2 (Preferred alternative). Landscaping Plan Option 1 Date: 18 December 2014.

Unnumbered Mood Board
Date: Undated

7. *Assessment of Impacts*

Three development alternatives plus the No-Go alternative have been considered in this report. These alternatives are discussed in **Sections 6.5.1-6.5.4** and their impacts on heritage resources summarized in attached **Assessment Tables 1 and 2**. The heritage indicators identified in Section 5 are used as yardsticks in Tables 1 and 2.

7.1. The No-Go Alternative.

The property falls within the Paarl urban edge and has been identified in the provisionally updated SDF for future business/commercial use (**Figure 10**). This updated draft version of the SDF is currently being advertised for public comment. While this does not of itself condone carte blanche development, it does confirm that urban development within the area is inevitable. The issue is therefore not whether development should occur on the property but, rather, what the nature of that development should be in order to be deemed appropriate. It therefore follows that exercising a No-Go Option for development on this site is unrealistic.

7.2. Development Alternative A ('Historical Alternative') (**Diagram 05**).

7.2.1. *Site Development Description.*

This is a typical example of the earlier development alternative variations considered for the site. In this proposal, the buildings are located on the southeast end of the site with a large car park occupying the northwest end up to the intersection of the R301 and Drakenstein roads. A drive through outlet is located on the north-eastern edge of the property.

This proposal includes the following components:

Total number of shops:	49 (including the three anchor tenants)
Parking bays	432
Gross lettable area	9 353 sq m
Total property area	34 275 sq m

i) *Positive factors:*

- Substantial development setbacks are allowed for along the R301 and Drakenstein Road edges providing the R301 with 'breathing space'.
- Extensive new tree planting is introduced within this setback area.
- The tree planting will help to mitigate visual impacts relating to the parking area.



FIGURE 11: The site with the conceptual footprint of development Alternative A superimposed. A more detailed site development plan is provided in Diagram 05. (Image courtesy of SV Architects)

ii) *Negative factors:*

- The buildings are perched on the hillside, thereby most likely excessively intruding into the mountain backdrops as viewed from the R301 in particular. It is these backdrops that help to define the area.
- There is no provision for a separate delivery/servicing area for the development with consequent negative visual impacts on the northwest side of the site or alternatively, on adjacent farmland to the east and south, depending on the proposed servicing access.
- The floor plan of the development suggests an untraditional roofscape that would probably be at odds with the configurations of traditional rural development in the area. The impact of this would be exacerbated by the roofscape making strong intrusions into the skyline.

7.2.2. *Commentary.*

There are no heritage impacts on the site itself (this applies to all development alternatives – the existing trees in the centre of the property not being regarded as of sufficient significance to warrant insisting on their retention). Nonetheless, this development alternative is regarded as problematic by virtue of its negative impacts on its spatial context. These include its high visual profile resulting, most probably, in excessive interruptions of the skyline and the likely unorthodox configuration of its roofs in relation to other traditional development in the area. This alternative is likely to be very obtrusive, even with the proposed new landscaping and tree planting. For these reasons, this development alternative has not been pursued further.

7.3. Development Alternative B ('Corner Alternative') (**Diagrams 06 & 06A&B**).

7.3.1. *Site Development Description.*

In this development alternative, the positions of the main building and parking area have been switched. The parking area is now behind the shopping centre as viewed from the R301 and Drakenstein Roads, with the shops now located along these road edges. A retention pond at the road intersection becomes a rustic water feature with the potential of being overlooked by restaurant space. Two drive-through food outlets are located at the southeast corner of the site. This proposal involves a large cut/cuts into the slope of the site with landscaped retaining slopes along the east and south boundaries. The floor plan of the building has been revised to enable a simpler roof configuration capable of responding more sympathetically to traditional (pitch and lean-to) roof forms in the area.

The proposal includes the following components:

Total number of shops:	41 (including the three anchor tenants)
Parking bays	389 (Phase 1 only).
Gross lettable area	9 742 sq m
Total property area	34 275 sq m

i) *Positive factors:*

- The parking area is concealed behind the building as viewed from large portions of the R301 and Drakenstein Road.
- The rectilinear floor plans of the buildings are capable of being roofed with more traditional roof forms.
- The use of the retention pond as a landscape feature will help to retain some of the rustic character of the area.
- A number of the existing landmark trees at the centre of the site will be retained and incorporated into the parking area.
- New trees are planted along the boundary edges, reinforcing similar rectilinear tree planting patterns in the surrounding area.
- Provision is made for a separate heavy delivery/servicing area (behind the Checkers anchor tenant) with consequent less negative visual impacts from parked trucks and servicing activities such as refuse removal.

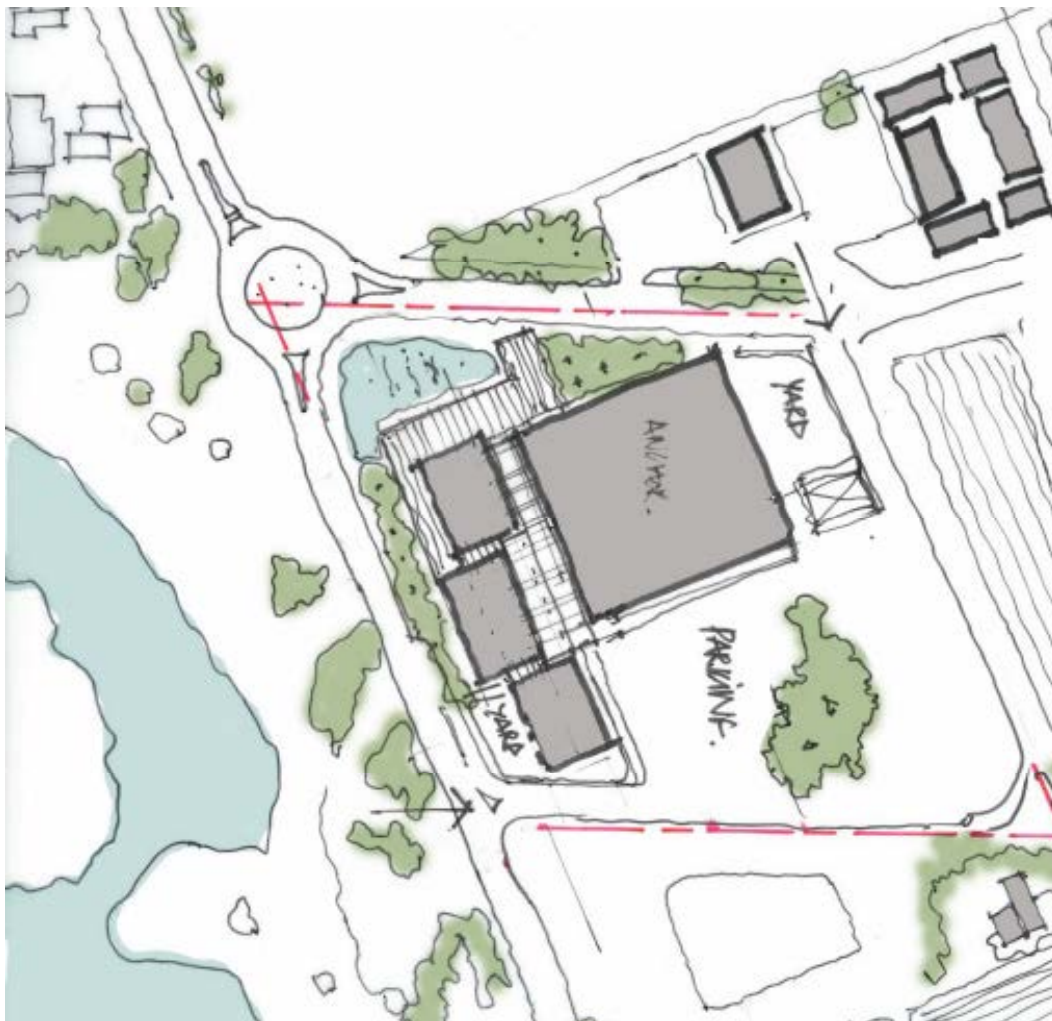


FIGURE 12: Conceptual sketch layout of development Alternative B. This alternative gravitates towards the intersection of the R301 and Drakenstein Roads (with proposed traffic circle) with parking placed 'out of sight' 'behind' the complex. A more detailed site development plan and 3D views is provided in Diagrams 06 and 06 A-C. (Image courtesy of SV Architects).

ii) Negative factors:

- The proposals constitute a substantial change in appearance both to the property and to the area.
- This will include extensive excavation of the site with major impact on the area, particularly during the construction phase.
- The development is much closer to the R301 and Drakenstein Roads blocking views of the mountain backdrops to the east and southeast.
- The service/delivery area is uncomfortably close to the Drakenstein Road with regard to visual impacts.
- A major negative factor on the part of the developer is that the parking area is largely concealed from the abutting roads, one of which (the R301) is increasing in traffic load.

7.3.2. Commentary.

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As in the case of Alternative A, there are no heritage impacts on the site itself. This proposal is regarded as an improvement on Development Alternative A in that it will have a lower overall development profile due to the planned cut into the site. However, views of the mountain backdrops to the east and southeast would be largely blocked. While the placement of the parking behind the buildings is regarded as a plus factor with regard to overall visual impacts from parked cars, the reduced impact of the parking is seen as a minus factor by the developer from a trading perspective. Scenic outlooks from the R301 in particular, will be negatively impacted on by the proposed placement of the buildings close to the abutting roadways.

7.4. Development Alternative C (Developer's Preferred Alternative) **(Diagrams 07 and 07A-C).**

7.4.1. *Site Development Description.*

Alternative C is effectively a refinement of Alternative A. This is the developer's preferred alternative because of the visibility of the parking area from the R301. Unlike Alternative A however, the development has been cut into the site in order to reduce its visual profile in comparison with both Alternatives A and B. Also unlike Alternative A, the floor plan is rectilinear enabling a simpler roof configuration capable of responding more sympathetically to traditional (pitch and lean-to) roof forms in the area. This is a development with architecture that does not attempt to disguise itself but, rather, places emphasis on appropriate massing and scale to complement the area. The rustic dam from Alternative A, i.e. derived from the necessity for a retention pond on the property, remains.

The proposal includes the following components:

Total number of shops:	34 (including the three anchor tenants)
Parking bays	445 (Phase 1 and Phase 2).
Gross lettable area	8 604 sq m
Total property area	34 275 sq m

i) *Positive factors:*

- This alternative presents the lowest overall development profile from the R301 with regard to impacts on the Klein Drakenstein Mountain backdrops; and from the abutting properties with regard to outlooks towards Paarl Mountain.
- The heavy service area has been located in the cut at the southeast corner of the site. This area enjoys the lowest visual profile in relation to the abutting properties because of its sunken status in relation to these properties. This enables views from these properties towards the northwest and west, to look over, rather than into this service area.
- The roofscape of the new development responds directly to the traditional, simply pitched roof configurations of wineries and other rural agri-industrial developments characterizing the sub-region.
- The architectural proposals have been modelled to reduce visual impacts from the proposed new (Checkers) supermarket structure by placing its large mass furthest into the excavated cut with lower scaled buildings 'in front' i.e. to the north.

- Substantial development setbacks result in much of the present spatial integrity of the R301 and Drakenstein Road corridors with their outlooks towards the scenic mountain backdrops in the east and southeast being retained.
- Substantial differences in ground level between the excavated site and abutting properties to the east and south reduce visual impacts for outlooks towards Paarl Mountain in the northwest.
- The property is extensively landscaped with the introduction of extensive plantings of new trees to mitigate visual impacts from the parking area.
- Proposed new planting patterns both around and within the property are rectilinear in nature, thereby complementing a number of planting patterns characterizing surrounding properties.
- The new trees will mitigate visual impacts from the parking area while creating a green shade space for motorist shoppers.
- As in Alternative B, the use of a stormwater retention pond as a landscape feature has the potential to retain some of the rustic character of the area.

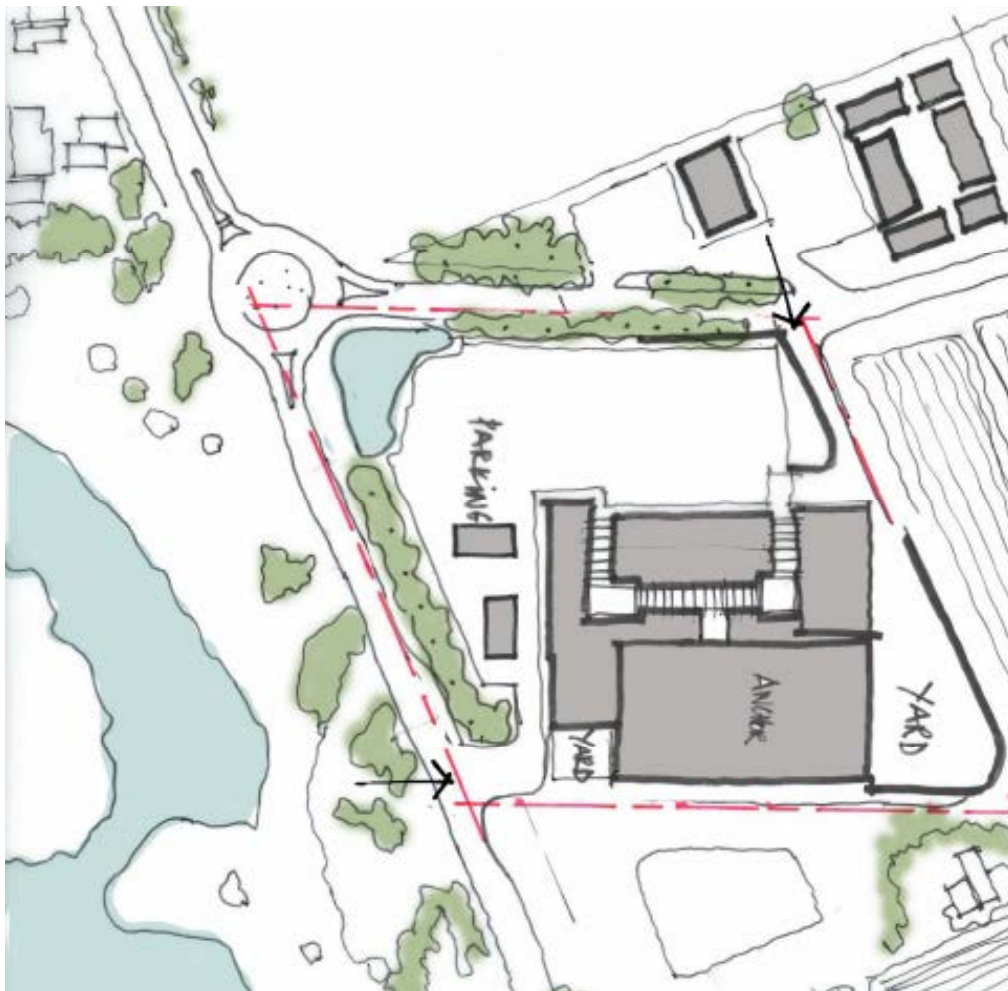


FIGURE 13: Conceptual sketch layout of preferred development Alternative C. This alternative gravitates away from the intersection of the R301 and Drakenstein Roads (with proposed traffic circle) enabling greater setbacks for the bulk of the development from these two roads. A more detailed site development plan and 3D views are provided in Diagrams 07 and 07A-C. (Image courtesy of SV Architects).

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ii) *Negative factors:*

- The proposals constitute a substantial change in appearance both to the property and to the area.
- This will include extensive excavation of the site with major impact on the area, particularly during the construction phase.
- Parked cars will be visible from the R301 and Drakenstein Roads.

7.4.2. *Commentary.*

As in the case of Alternatives A and B, there are no heritage impacts affecting the site itself. However, there will be impacts on the broader landscape as heritage resource. It therefore follows that the magnitude of the impact of the development on the surrounding area *as heritage resource* must be measured against the degree of significance of that heritage resource, and the degree to which that impact can be mitigated. It must be borne in mind that this area has become a landscape in transition from rural to urban since the extension of the Paarl Urban Edge in 2010.

7.5. General Nature of Visual Impact of the Proposed Development on the Receiving Environment.

7.5.1. *Visual Impacts in Relation to Heritage Impacts.*

DEADP's Guideline for EIA's Involving Visual and Aesthetic Specialists in the EIA Process (DEADP, [2005]) is a useful document for determining an overall idea of the nature of visual impacts on a receiving environment. In this instance, the proposed development can be categorized as a Category 4 development as it includes ".....small scale commercial facilities/office parks, one-stop petrol stations, light industry, and medium scale infrastructure"⁹. Considering that the property can be regarded as falling within an area of medium¹⁰ scenic significance, expected visual impacts could be considered as being High (without mitigation) as indicated in **Figure 11**. This means that the proposals can be regarded as being one or more of the following¹¹:

- i) A potential intrusion on a protected landscape or scenic resource;
- ii) Resulting in a noticeable change in the visual character of the area; and/or
- iii) Establishing a new precedent for development in the area.

In terms of the abovementioned range of consequences (i-iii), the proposals will not intrude on a protected or scenic landscape and therefore i) would not be applicable. However, the proposals will result in a noticeable change to the visual character of the area and will also establish new precedent for development there. For these reasons, ii) and iii) do

⁹ DEADP (2005) (Oberholzer) p7 Box 2: Key Categories for Development.

¹⁰ In that the environmental setting of the property is not considered exceptional, i.e. neither the R301 or Drakenstein Roads are declared scenic routes and the area does not fall within a heritage protection overlay zone.

¹¹ DEADP op cit. Box 3: Key to Categories of Issues.

apply. At the same time, this is an area that has become subject to change and therefore the nature of the development precedent that will be set must be considered.

Type of environment	Type of development (see Box 2) Low to high intensity				
	Category 1 development	Category 2 development	Category 3 development	Category 4 development	Category 5 development
Protected/wild areas of international, national, or regional significance	Moderate visual impact expected	High visual impact expected	High visual impact expected	Very high visual impact expected	Very high visual impact expected
Areas or routes of high scenic, cultural, historical significance	Minimal visual impact expected	Moderate visual impact expected	High visual impact expected	High visual impact expected	Very high visual impact expected
Areas or routes of medium scenic, cultural or historical significance	Little or no visual impact expected	Minimal visual impact expected	Moderate visual impact expected	High visual impact expected	High visual impact expected
Areas or routes of low scenic, cultural, historical significance / disturbed	Little or no visual impact expected. Possible benefits	Little or no visual impact expected	Minimal visual impact expected	Moderate visual impact expected	High visual impact expected
Disturbed or degraded sites / run-down urban areas / wasteland	Little or no visual impact expected. Possible benefits	Little or no visual impact expected. Possible benefits	Little or no visual impact expected	Minimal visual impact expected	Moderate visual impact expected

FIGURE 11: Table 1 p6: *Guideline for Involving Visual and Aesthetic Specialists in the ELA Process. Edition 1, June 2005).*

Although the visual impacts will clearly be high if for no other reason than that the property is presently largely undeveloped, it is important to emphasise that this does not necessarily mean high heritage impacts. In fact, the degree to which new development would constitute a high heritage impact depends on the *significance* of the heritage resources that would be affected. In this instance, there are no heritage resources on the property itself and therefore the key issue regarding heritage impact revolves around the significance of the site's spatial context. This is underpinned by the heritage statement for the property as summarized in **Section 4.5**. The heritage statement identifies the heritage resource requiring protection as the site's broad scenic setting where heritage significance resides in its middle and long distance backdrops, rather than in foreground qualities. Foreground qualities are deemed unexceptional as viewed from the R301 looking towards the Klein Drakenstein Mountain backdrop. Visual impact as it affects heritage significance has therefore been evaluated in terms of how it affects the broader setting of the property: most particularly surrounding planting patterns, the distant Drakenstein Mountain backdrops to the east and south, and the Paarl Mountain backdrop to the northwest. A good impression of these impacts can be obtained from attached **Diagrams 06; 06A; 07 and 07A** which are summarized in attached **Tables 1 and 2**.

7.5.2. *Interim Conclusions Relating to Visual Impacts on Heritage Resources:*

- i) Visual impacts from the R301 will be understandably high, given that views from this road are currently of predominantly undeveloped rural farmland. Having stated this,

there are no heritage resources on the site, with the heritage impacts revolving around the significance of the site's spatial context.

- ii) In terms of most appropriate response to the site's spatial context, Alternative C is considered the preferred alternative by virtue of impacting least on mountain backdrops, while complementing the existing planting patterns in the surrounding area.
- iii) New landscaping will play an important role in mitigating visual impacts from the proposed development along the R301. These measures do, however, promise to be highly effective once the landscape has had time to mature. This should take approximately 5 years on the basis of the large trees being planted as 1500 litre bag specimens, and the smaller trees as 100 litre specimens.
- iv) The architectural proposals for the new development (Alternative C) conform with the heritage indicators relating to configuration (Indicator 7), being appropriate in terms of overall massing, scale, roof configuration and simplicity of detailing. This has clearly been achieved through an obvious examination of local rural architectural precedent.
- v) Due to the undulating nature of the landscape, there will be no significant visual impacts from the N1, nor will any of the outlooks from surrounding historic werfs be negatively affected.
- vi) It is therefore concluded that visual impacts related to Alternative C as a whole, with particular reference to outlooks from the R301 and Drakenstein Road, will be considerable. However, the proposals will not result in major *heritage* impacts provided that they are located and configured substantially in accordance with Development alternative C.

7.6. Urban Density and Figure Ground: Implications for Alternatives B&C on the Receiving Environment (**Diagram 08**).

Diagram 08 shows the figure ground of Development Alternatives B and C in relation to existing surrounding development, and development that has already received planning approval although not yet built. From this diagram, the following key points can be made with regard to urban density and distribution of density in this sub-region:

- i) The proposed new development footprints for both Alternatives B and C will be substantial in relation to the surrounding development grain. At the same time, the footprints of both alternatives are not at all as extensive as those for a regional shopping centre like Paarl Mall (to compare, see **Diagram 08**: upper left).
- ii) Significant new development patterns are already beginning to extend south of the N1, obviously as a result of the extension of the urban edge by the Drakenstein Municipality in 2010. This is an unstoppable trend, given this extension.
- iii) The development proposals for both Alternatives B and C are, by their nature, large footprints. However, Diagrams 07A-C in particular show that visual impacts can

nonetheless be substantially mitigated through appropriate planting, siting of buildings and sensitive configuration of building masses. Also, this concentration of new development coincides with the area identified in the PSDF for Business/Commercial development (refer **Figure 10**).

- iv) Surrounding development patterns include building footprints immediately adjacent to public road edges (e.g. along parts of Boschenmeer Estate), yet such close juxtapositions do not characterize development within the broader rural area south of Paarl, which tends to be well set back from public roads. For this reason, Alternative C is favoured over Alternative B. Alternative C allows more expansive foreground view space for the R301 and Drakenstein Roads passing the site, and results in much less imposition on mountain backdrops from the R301 looking east and southeast (towards the Drakenstein Mountains) and from the Drakenstein Road looking west and northwest (towards Paarl Mountain).
- v) The proposed development is located well within the urban edge with substantial buffer space remaining between the eastern boundary of the site and the urban edge. The distance of the development from the urban edge is over half a kilometre, taken to the closest point, which is significant.
- vi) While Alternative C may appear uncomfortably close to adjoining farms, in fact, visual impacts will be reduced by the substantial cut that will significantly lower the overall height of the retail centre in relation to its higher neighbours.

7.7. Contribution to Land Reform Processes (DSDF p226).

This issue has been addressed in Section 3.4.3 but is reiterated here for clarity. To summarize: the property is not suited for agriculture and therefore is not viable for agricultural reform initiatives. This is likely to be one of the reason why the site has been identified for business/commercial activity.

7.8. General Heritage Impacts Measured in Terms of the Heritage-Related Indicators for Future Development (**Tables 1&2**).

7.8.1. *Introduction*

Heritage impacts measured in this report are tempered by the fact that the R301 and portions of Drakenstein Road, from which the development will be most visible, do not fall within a declared (or proposed) heritage overlay zone, nor are these routes considered to have high scenic value. Indeed, the heritage resource with regard to the spatial context around the property resides in its middle and long distance contexts (backdrops in particular), rather than its foreground qualities, which are unexceptional.

7.8.2. *Summary of Impacts*

Impacts measured against the heritage indicators are tabulated in **Tables 1 & 2** at the end of this report. (Development Alternative A is not assessed in such detail, having been screened out from further consideration as explained in **Section 7.2**).

From these tables, the following is evident:

- i) Development Alternative C (the developers preferred alternative) performs best in relation to the heritage indicators of this study. Conformances in response to all of the indicators are between Medium-High.
- ii) Given the location, scale and orientation of Development Alternative C, views of mountain backdrops both to the east (Drakenstein Mountains) and west (Paarl Mountain) remain largely unobstructed.
- iii) Alternative B falls short with regard to retaining aspects of rural character (Indicator 3); setbacks and transition zones (Indicator 5); the siting of the development on the property (Indicator 6) and overall configuration (Indicator 7). This development alternative sees greater visual impacts on mountain backdrops and public road edges.
- iv) There is as yet insufficient information to assess likely impacts related to advertising and signage (Indicator 8), other than in very general terms. No information is available at this stage to assess impacts from lighting and services. There is as yet also no information available regarding the securing of the property (fencing or other security barriers, if any). The property will, however, not have boundary walls as in the case of Boschenmeer Estate opposite.
- v) Areas of some potential concern relate to the manner in which the parking area in Alternative C is surfaced (no information is supplied at this stage), given that this area will be exposed from the R301 in particular. However, sensitive landscape detailing and tree planting provide good prospects for effective mitigation. It will take approximately 5 years for the tree planting to become fully effective in softening visual impacts.
- vi) The restructuring of the edges of the property adjacent to the R301 promises to introduce (for both development alternatives) new landscaping that will, over time, improve the visual amenity of the area along the R301 and help to direct attention away from the negative visual impacts from the Boschenmeer Estate boundary wall opposite. New view experiences will be offered in the form of trees and water bodies that, while different to what exists, should not be out of character with the spatial qualities of other aesthetically appealing peri-urban areas within the Cape Winelands.

7.9. Archaeological Implications.

An archaeological investigation of the site by the Archaeological Contracts Office (ACO) has determined that the site is not archaeologically sensitive (refer to **Section 4.5**).

8. *Feedback from Interested and Affected Parties (IAP's).*

Invitations to comment on the draft version of this report were sent by the environmental consultant, Pieter Badenhorst Professional Services, to the Paarl 300 Foundation, the Drakenstein Heritage Foundation and the Drakenstein Municipality (AKSO), all as required by HWC. The communication to each of these organizations was by registered post with a commenting period given from 19 February 2015 to 23 March 2015. Copies of the notices are included in **Annexure 04**. No response was received from any of these heritage bodies and therefore, this report has been finalized without their input.

9. *Conclusions*

- 9.1. *Exercising the No-Go Development Option:* Exercising the no-go option for development is neither viable nor realistic, particularly given the status of the property in terms of the DSDF.
- 9.2. *Heritage resources affected by the proposals:*
 - i) *Landscapes and Natural Features of Cultural Significance.* (Relating specifically to the Drakenstein rural landscape south of the N1, identified as a Grade III landscape in the Paarl SDF).
 - ii) *Scenic setting.* (Relating to the broad scenic setting of the property where heritage significance resides in middle and long distance backdrops, rather than foreground qualities which are unexceptional and where public roads have not been identified as scenic routes).
- 9.3. *Heritage Resources on the Site:* There are no heritage resources on the site. This includes archaeological resources.
- 9.4. *The Preferred Development Alternative:* Development Alternative C, (the developer's preferred alternative) is the alternative deemed most appropriate for a development of this nature within this particular spatial context. It also impacts least on the heritage resources identified above. In terms of this heritage assessment, this development alternative is therefore considered to be the preferred alternative.
- 9.5. *Visual Impacts: Outlooks from the R301:* Visual impacts from outside the property will almost exclusively affect outlooks from the R301 and Drakenstein Road with very little impact on views from elsewhere around the site. Appropriate new landscaping, massing and scaling of the development will undoubtedly play an important role in mitigating visual impacts. Development Alternative C does demonstrate such mitigation.
- 9.6. *Visual Impacts: Mountain Backdrops:* Given the location, scale and orientation of the preferred alternative, views of the mountain backdrops remain largely unobstructed

as experienced from the R301 looking east and southeast; and from Drakenstein Road looking west and northwest.

- 9.7. *Nature of Visual Impacts:* While it is a fact that visual impacts on foreground outlooks from the R301 and Drakenstein Road will indeed be significant, particularly for the initial few years, the foreground impacts from the preferred alternative ultimately promise not to be worse – just different. Middle and long distance impacts will remain consistent with the system of green open spaces and mountain backdrops associated with peri-urban landscapes of the Cape Winelands.
- 9.8. An overall Moderate and Low/Moderate visual impact (with mitigation) on surrounding areas is therefore expected over time, i.e. once the new landscape has matured over the following 5 years, and on the basis that advertising, signage and services are appropriately designed and located on the property. Detailed proposals for advertising and services have yet to be prepared.
- 9.9. No archaeological impacts are anticipated. However, normal precautions with regard to construction excavation will need to be exercised and protocols followed in the unlikely event of finding archaeological material including human remains on the site.

10. Recommendations

Given that:

The focus of this HIA is in accordance with the recommendations of HWC and the requirements of Section 38(3) of the NHRA, in the course of which the development proposals as set out in Preferred Development Alternative C were found to be substantially in accordance with the heritage indicators in this HIA, and that visual impacts from the development can be kept within acceptable limits (with mitigation) all as set out in this report:

It is recommended that:

The site and its structures should be regarded as ungradeable with reference to Section 7 of the NHRA read in conjunction with the guideline for grading published by Heritage Western Cape.

And further recommended that:

The proposed new Checkers retail centre as indicated in Preferred Development Alternative C, be endorsed in principle by HWC, substantially in accordance with drawing numbered 0001/A_002_03 dated June 2014 (Diagram 07); and attached Diagrams 07A, 07B and 07C: all by Stauch Vorster Architects International (SVA)

And that this endorsement be subject to the following conditions:

- 10.1. That architectural sketch proposals substantially in accordance with the documentation for Development Alternative C, be submitted to the Drakenstein Municipality (Spatial Planning) for approval with regard to appearance for the proposed advertising, signage and lighting of the property in accordance with Heritage Indicators 8 and 9;
- 10.2. That should there be any substantial changes to these proposals in the opinion of HWC, that such revisions be submitted to HWC for its approval prior to the commencement of construction;
- 10.3. That the detailed landscaping proposals for the development, including paving and other ground surface finishes (Alternative C) be to the approval of Drakenstein Municipality (Spatial Planning) with regard to appearance;
- 10.4. That tree planting on the site be in compliance with the Drakenstein Municipal Tree Guide on the understanding that the planting of non-invasive exotic trees is not precluded; and
- 10.5. That in the event of human remains being uncovered in the course of construction, work must immediately cease at the location, and the material must be left in place and adequately protected. The event must be reported immediately to HWC to determine what forensic action would be required.

GRAHAM JACOBS
24 March 2015.

11. List of Annexures

Annexure 01: HWC response to Notice of Intent to Develop (NID) application.
Annexure 02: Soil Survey Report of the Farm 849 Portion 4, Paarl. July 2014.
Annexure 03: Archaeological Impact Summary for Ptn 4 of Farm 849, Paarl.
Annexure 04: Notices to Interested Parties (IAP's).

12. References

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