OUDE MOLEN SUSTAINABLE NEIGHBOURHOOD

1. PURPOSE OF THE DOCUMENT

This document represents the distillation of a strategic critique and engagement of the potential of the site towards developing an in principle preferred development scenario and land use mix for final client approval and further investigation.

It is to be read in light of the need to capture discussions and debates relating to the maximising the potential of the site with key spatial and social performance indicators. This forms an essential link in the design process that is on the critical path for further investigation into more refined design exercises, including inter alia, developmental release models and parcels, and supporting architectural and technical solutions to the extent of determining broad scale feasibility.

This document should also be seen as a precursor to an in-depth and fully-fledged Strategic Development Framework (SDF) for the Oude Molen site. Work on the SDF will commence as soon as the Provincial Government of the Western Cape (PGWC) has provided the in principle endorsement of the said preferred scenario for the future of Oude Molen.

2. SUMMARY

Oude Molen is a strategic provincial land asset, located on the edge of the Black River, Cape Town. The strategic value of the site relates to a number of unique factors; its proximity to the Central Business District, adjoining working and middle class residential areas, extents of unique natural landscape in terms of immediate access to riverine environments, special status in terms of oral history and local regional Memory, and the presence of an intentional, albeit dysfunctional sustainable community.

The task of unlocking the value of the site, involves in part recognising the intrinsic value(s) of the spatial and cultural landscape, enhancing the various sustainable activities and site practices, but in particular to create a model of public private engagement towards sustainable development and urban neighbourhood living. The precedent to be set by the scheme at various scales ranging from financial to social sustainability will set the tone for efficient, equitable and responsible use of state assets, whilst working towards achieving the constitutional imperatives as expressed in the National Bill of Rights. As such this exercise is more than a mere development, but a succinct and balanced attempt using transdisciplinary practices to marry the full promise of the magnanimous and forward thinking legislation, towards real and physical implementation on the ground, and to make tangible the full and positive effects of sustainable development.
3. BACKGROUND

3.1. Relevant Legislation & Development Framework

3.1.1. Relevant Legislation & Regulations

National Building regulations and Building standards act 103 of 1977
National Heritage Resources Act 25 of 1999
National Water Act of 1998
Environmental Conservation Act of 1989
National Environmental Act of 107 of 1998
Conservation of Agricultural Resources act 43 of 1983
Land use Planning Ordinance 15 of 1985
Development Facilitation Act 67 of 1995
PGWC’s Sustainable Development Implementation Plan
Provincial/Municipal Spatial Development Framework 1999
PGWC’s Strategic Infrastructure Programme (SIP)
CCT’s Two Rivers Urban Park Plan
Ekapa Elihlumayo- A Home for all

3.1.2. Strategy Policy & Planning Frameworks

Provincial:

1. Western Cape Planning and Development Act, in particular Chapter 1 which prescribes various norms and standards for integrated planning and the achievement of sustainable development;

2. Bioregional Planning Policy for the Western Cape (2003) which makes explicit the need to prepare IDPs and local development plans in accordance with sustainable development principles, and bioregional planning principles in particular – the distinctions between ‘core’ conservation areas, ‘buffer zones’ such as agriculture and ‘transition zones’ where human settlements are located apply perfectly to the CDF proposed in Section 4;

3. iKapa Elihlumayo, Home for All and Provincial Growth and Development Strategy when read together call for development strategies that promote job-creating economic growth, poverty eradication and social integration;

4. The draft Provincial Spatial Development Framework situates the economic and social development goals within a spatial context and well developed ecological sustainability framework, including a clear call for densification, bringing the poor back into the city, and extensive use of sustainable design approaches;
5. *Integrated Energy Strategy and Programme* for Western Cape which explicitly commits the Western Cape to a gradual transition to renewable and affordable energy solutions;

6. Provincial Housing Policy which explicitly commits the Western Cape to the ‘integrated sustainable human settlements’ framework, including the need for socially integrated mixed-use settlements that promote sustainable development. This is formally articulated in the Western Cape Sustainable Human Settlements Strategy.

**Local:**

1. Integrated Development Plan for Cape Town, which also calls explicitly for socially integrated mixed use developments, and the strategic use of public assets for bringing the poor back into the city coupled to an environmental management plan that conserves biodiversity and public open space;

2. Cape Town Energy Strategy, which commits Cape Town to far reaching renewable energy targets, strategies and approaches;

3. Draft Bye-laws on green buildings which will provide the parameters for sustainable construction;

4. Water Demand Management Strategy (2005) and Sewerage Treatment Investment Plan which makes it clear that water efficiency will have to get built into all future development plans and that recycling will become a necessity;

5. City Development Strategy which, although still being drafted, is clearly going to commit the City to promoting intensive urban development, densification, social integration and mixed use;

6. the announcement by the Mayor in her 2005 Budget Speech of a project aimed at building a long-term plan for making Cape Town’s urban infrastructure more sustainable from a resource use point of view – funded by the United Nations Development Programme and Project Managed by the Sustainability Institute, this plan will draw on lessons learnt from the design of the Oude Molen site;

7. Finally, the most significant planning framework for guiding the future development of Oude Molen is the *Twin Rivers Urban Park Contextual Framework and Phase 1 Environmental Management Plan (August 2003)* which has been adopted by the City of Cape Town. This Plan defines a much wider area that is located across the confluence of the Black and Liesbeek Rivers and includes Oude Molen as the focus for an ‘urban park’ to be managed in accordance with a strict sustainable development approach that balances out conservation and human development.

**3.1.3. Development Frameworks**

**Municipal Spatial Development Framework (MuniSDF)**

The MuniSDF speaks conceptually to restructuring the City. Issues of opportunity and access, creating pleasant and dignified public environments and using financial resources strategically for maximum long-term benefit. A key position is also stated: a city where the natural environment permeates all aspects of life.
The MuniSDF also highlights the area as part of the City’s natural resource base to be conserved.

**Metropolitan Spatial Development Framework (MSDF):**

The MSDF seeks to redress the city’s sprawling growth patterns by focusing on development intensification along a series of activity corridors.

Well located land close to transport and job opportunities is critical for implementing the principles of the MSDF.

The site is situated within the N2 Housing auspices and within walking distance of one rail station (100m)

The MSDF advocates densities in excess of 100 units/ha for these preconditions.

4. **SOCIAL PROCESS**

**BACKGROUND**

Pre-1994 Valkenberg East - now known as “Oude Molen Village” - was reserved for black and coloured mental patients. Post-1994 this racial distinction fell away and patients were relocated. The abandoned site was occupied by individuals, including ex-patients of Valkenberg West, looking for a home and a place to work from. This occupation was unlawful in most cases as there was an absence of signed lease agreements. During this time the attitude of the government of the day, the Democratic Alliance / National Party, was not to invest in upgrading the buildings and/or infrastructure on the site. There was a general feeling that the buildings should be left to deteriorate to a point where it would be considered acceptable to demolish them and sell the property to the highest bidder.

In the mean time, more and more people started to occupy and restore the abandoned buildings forcing the Government to give up the idea of completely demolishing the buildings, but rather to look at alternative re-development plans for the site as a whole.

A number of redevelopment proposals were formulated, the most recent being the attempt in 2003 to develop the site as a private office park. This option was opposed by the occupants on-site who, through a newly formed NGO, the “Oude Molen Village Association”, successfully lobbied MEC Tasneem Essop to stop this proposal.

**APPROVAL OF THE INITIAL STRATEGIC DEVELOPMENT FRAMEWORK (ISDF)**

In 2004 Mr James Slabbert (Department of Transport and Public Works) approached Prof Mark Swilling of the Sustainability Institute, to draft an ISDF for Oude Molen from a sustainability perspective and more specifically for Oude Molen to be conceptualised as a ‘sustainable neighbourhood development’. The document proposed, inter alia, that the future redevelopment of the site should be conducted through a social, multi-stakeholder process.

The ISDF (Appendix A) was approved and endorsed by the Cabinet of the Western Cape in November 2005. The Sustainability Institute was appointed to strategically manage and facilitate the Oude Molen redevelopment process.

**STABILIZING THE SOCIAL CONTEXT**

One of the major challenges that emerged during the earliest stage of the Oude Molen Redevelopment Project, was the need to restore a sense of order and good governance on the site after many years of opportunism on the side of many tenants and the lack of management on the side of the landlord.
1. **Establishment of an On-Site Office – the SI Office**

The Sustainability Institute set up an office on site to fulfil the following roles:

- To facilitate the drafting of a negotiated New Lease Agreement acceptable to the tenants and the landlord and the signing thereof by the tenants of Oude Molen.
- To represent Government as a stakeholder on the JNC - ensuring that the sustainability principles and vision are adhered to at all times.
- To co-ordinate the multi-stakeholder process through Forum meetings, JNC meetings and exchange meetings with the professional design and planning team and specialists.
- Communication and information management through an information hub open to all stakeholders, consultants and members of the public.
- Monitoring and evaluation of progress made and reporting to DTPW and other Government departments.
- Facilitation of on-site management and maintenance through a Maintenance Committee.
- Monitoring of rental and settlement payments and facilitating resolution of late and non-payments.

2. **Signing of the New Lease Agreements (NLA)**

Without leases in place, the task of moving ahead with the redevelopment plans and process was seen to be almost impossible, the alternative being a lengthy and costly legal process and possible evictions of those tenants in arrears and without contracts. Also, in order for the tenants to participate as bona fide members in the multi-stakeholder process, it was necessary to formalize the tenant-landlord relationship in terms of an existing legal framework by signing lease agreements. Most of 2006 was spent on negotiating a lease agreement that both tenants and landlord were prepared to sign. The NLA is a fixed term lease for an initial period of 12 months and thereafter for periods of 6 months with renewals being dependant on progress made in terms of the redevelopment process. By the end of August 2006, a majority (60 out of 70 = 85%) of residents had signed the new lease agreement (NLA) (*Appendix B*). This marked the turning point in a rather acrimonious 10 year history between the Landlord and tenants.

3. **Setting up a Local Management/Governance Structure**

As identified in the SDF, it was important to set up a management and maintenance system and structure on-site to address the responsibilities of both the landlord and the tenants as per the New Lease Agreement and to sustain the commitment of both parties to the redevelopment of a future Oude Molen. The meetings would be chaired by the Sustainability Institute. A committee with representatives from the Oude Molen Village and DTPW was set up in October 2006. The committee was to address the day to day maintenance and management issues that fell within their respective realms of responsibility as determined by the New lease Agreement. (Problems such as the fragile and failing infrastructure, security concerns and the general degradation of the site). Issues seen to have an impact on the longer term design and planning of Oude Molen, would be brought to the JNC for discussion and decision.

4. **Legal Action (Non-Signatories)**

In October 2006, the tenants who had not negotiated a settlement or signed the negotiated New Lease Agreement where issued a letter by the landlord’s legal
office allowing 7 days to sign or face legal action. Most of these tenants already had legal cases registered with the State Attorneys office prior to 2006. These cases were put in abeyance during the lease negotiation period, but have now been reinstated and to our knowledge are at an advanced stage.

**Launch of the Oude Molen Forum**
With the new leases in place, it was then possible to proceed with the multi-stakeholder process. On 28 September 2006 the “Oude Molen Forum” was formally launched by Mr James Slabbert on behalf of MEC Fransman (DTPW). This meeting was attended by tenants of Oude Molen, members of the Oude Molen Village Association (OMVA), the Western Cape Khoisan Council (WCKC), the Traditional Leaders Forum (TLF), Two Rivers Urban Park (TRUP), the City of Cape Town (CCT), Pineland Ratepayers and Residents Association (PRRA), Maitland Garden Village (MGV) and the Department of Transport & Public Works (DTPW).
This Forum was to provide for:
(a) an on-site interim governance structure and
(b) a participative forum for discussing the future of Oude Molen.

**Establishment of the Joint Negotiating Committee (JNC)**
Each stakeholder nominated two representatives (Appendix C) to sit on the JNC whose role and function was to participate in the interactive redevelopment process. The JNC Terms of Reference (Appendix D) were accepted and signed on the 31 October 2006. It was decided that a neutral chairperson with good facilitation skills, commitment and a good understanding of the community development processes would be appointed to chair the JNC meetings. Members of the JNC were requested to table possible candidates. The chairperson was to be subcontracted by the Sustainability Institute and the appointment was to be transparent. The candidate proposed by the SI was unanimously voted for and the appointment was made. The JNC would meet every fortnight with the project team to give inputs into the planning process.

**Participative Scenario Generation Process**
A lead consultant, Mokena Makeka, was appointed to head the team of specialists and professionals contracted to work on the redevelopment of OM. The design and planning process would be interactive. The JNC and core professional team would jointly develop a ‘shared sense of the future’ and a set of images /scenarios which would form the brief to the technical team. Since December 2006, the stakeholders have been involved in numerous vision and scenario-building workshops, affording them the opportunity to participate in discussions on the future of the site.

- At the beginning of December all stakeholder groups participated in a ‘story telling walkabout’ on site as well as the neighbouring precincts of Maitland Garden Village and Valkenberg West. This was continued as a two day workshop to explore the expectations and dreams of the participants.
- The first meeting with the JNC, at the beginning of January, was spent specifically on developing ‘development criteria’ for the redevelopment process ahead.
- The open Oude Molen Forum meeting on 17 January gave the broader tenancy on-site a chance to express their ideas on the future Oude Molen. The outputs of the open Forum meeting were consolidated and grouped into some commonly agreed upon categories.
This was presented to the JNC on 06 March. At this meeting it was agreed that Mokena Makeka (MDL) & Neil Marcussen (MA) would take the consolidated work further, by developing urban design scenarios for Oude Molen. Key to this exercise were the issues of housing and density levels, aspects not yet raised during previous workshops. The key question in this regard being 'what are, or should be, the optimum number of residential units and what density levels should be applied to this particular and unique urban neighbourhood development site and how will this impact on the extent of the other desirable land uses?'

The scenarios that MDL/MA developed were presented to the JNC. The objective of this presentation was to focus on the issue of housing densities given that there was consensus on most of the other land-uses.

A massing/scaling study was presented illustrating three scenarios of varying densities and building heights. The rationale behind this exercise was to explore and understand the opportunities and constraints of each scenario.

- **Scenario 1: Mixed Use, Mixed Income, Low Density:** Just the existing structures/footprint - could provide about 200 dwelling units (du). Given that the site is underutilized at present, this scenario could not be developed.

- **Scenario 2: Mixed Use, Mixed Income, Medium Density:** three-story buildings with one and two bedroom units – could provide 404 du. Three stories along Alexandra Road with colonnade to soften the edge. No buildings higher than height of existing core buildings. Two and three stories along the northern (MGV) edge with the two-story closest to the MGV side as MGV is one-story so need a gradual step up.

- **Scenario 3: Mixed Use, Mixed Income, High Density:** five-story buildings with one and two bedroom units – could provide 605 du. Five-story buildings on Alexandra Road. This scenario could begin to exclude people like the elderly and also introduces the requirement for lifts which has substantial cost and design implications. However, five-story buildings can achieve greater density and can be a way of preserving green space on the ground.

These scenarios elicited some lively debate around broad issues, needs and expectations that had emerged during the workshops. It was decided that each stakeholder should make a presentation to the JNC responding to a list of questions that were designed to bring to the table the 'size, shape and nature' of their expectations in terms of different land uses on the site. These compilations together with inputs from PGWC and CCT will be reflected and captured in a consolidated spatial and urban design layout which will be taken forward to other important stakeholders within the EIA public participation process.

**STAKEHOLDERS’ EXPRESSIONS OF INTEREST:**
The stakeholders were given a list of questions to ‘ground’ their presentations in terms of the requirements for the land use/facilities they considered important to include in the planning and design of the future Oude Molen.

**Questions for inclusion in presentation by individual stakeholders:**

1. Nature of scenario – describe the project(s), venture(s) and range of activities that would be associated with your scenario?
2. Spatial implications – what are the estimated spatial implications of your scenario? What m² will be required for the above mentioned project(s) / venture(s) and activities, both in terms of in-door and out-door space?
3. Funding – how will you fund any project(s) / venture(s) associated with your scenario? Both in terms of capital / start-up costs as well as operating / running costs in future?
4. Management responsibility – who will be responsible for running / managing the above mentioned project(s) / venture(s)?
5. Vision building – how will the project(s) / venture(s) contribute to the vision of Oude Molen as a sustainable urban neighbourhood?
6. Location – where on the estate do you foresee your project(s) / venture(s) and activities taking place? (Do not specify a specific building at this stage, but rather an area or location on-site).
7. Multi-purpose usage – would it be possible to share the space associated with your project(s) / venture(s) and activities with other similar activities on-site? For example, if your activities will take place during day-time, could the same space be used by others after hours?
8. Clustering – if locations and spaces are to be grouped together on-site, with what other type of project(s) / venture(s) would your scenario be most closely associated with?
9. Number of people – how many people – full-time and part-time – will be involved in your project(s) / venture(s)?
10. Vehicular implications – what are the vehicular implications of your project(s) / venture(s)? How many staff and/or visitor vehicles are likely to be attracted by your activities on a daily basis?
11. Infrastructural implications – do you foresee any special infrastructural requirements for your project(s) / venture(s) and activities – specifically in respect of water, waste and energy usage?
12. Aesthetics – please give a brief description of the preferred appearance / style / form (i.e. the ‘look’ and ‘feel’) of your venture / project.
13. Public spaces – how will your project(s) / venture(s) and activities be relating to the usage of public spaces? Will they, for example, be complementary to safe spaces for children and women to walk in? How will they harmonize with the cultural and sacred spaces and places planned for the site?

Responses:

**Maitland Garden Village**
The most pressing need of this group is for housing, but at the same time there is a strong sentiment about preserving the character of Oude Molen as well as MGV. The future Oude Molen could cater for the needs of MGV in the following ways:
- Affordable housing. There is a high expectation that people (especially backyard dwellers) of MGV will have first option on available and affordable housing. This community does not want to be left out of housing opportunities once again, as has happened repeatedly over the years;
- Increased work opportunities at Oude Molen;
- Garden spaces, places to walk around in;
- A mosque – a shared space for worshipping, possibly the hall;
- A collection point for pensions and grants, possibly the hall;
- Safe access to the station as the majority of people from MGV use public transport;
- A high school is desperately needed in the area;
- A clinic because there are a lot of elderly people and Maitland clinic is not easily accessible.

One of the concerns expressed, was that some people in MGV feel insecure about the development and would not want the dividing wall to come down too soon - the wall
provides a form of security and the removal of the wall will have to be done in consultation with the community.

**WC DIVERSE TRADITIONAL LEADERS FORUM**
This group would like to have premises on the redeveloped property based on their historical association with the land. The required facilities would include:
- A library, cultural space, traditional dancing & sports, spiritual area (a kraal). Some of these spaces could be shared;
- Agriculture, cows, goats and sheep;
- A training space for boiler makers, sewing, bricklayers, clothing, etc. which could be housed in a shared training centre;
- Security and parking;
- Use of existing historical site for ceremonies;
- Ritual spaces for conducting specific rituals not for sharing, but other general cultural spaces can be shared;
- Historical kraals and the area down to the river for animals. Sharing kraal with different traditional leaders is a possibility;
- Building space for a palace (about twice the size of the Manor House), some houses to accommodate visiting chiefs (about 4-5 rondavels) and a B&B.

**WC KHOISAN COUNCIL**
The WC Khoisan Council represents all the Khoi groups. The council would like to have a presence at Oude Molen in the future. Facilities that would be required include:
- A cultural museum space incorporating a resource centre where the layers of history of the Khoi and other cultural groups can be displayed and further researched;
- A garage to house the travelling display;
- Sufficient outdoor ceremonial space.

**AMAHLUBI TRADITIONAL LEADERS**
This group would like to have premises on the redeveloped property based on their historical association with the land (King Langa). The required facilities would include:
- Accommodation/working space (1 or 2 flats) for about five members who will drive the project. May need to look at low cost housing options, using the Govt. subsidy and supplementing it with other funding;
- Accommodation for about 100 people (20 families of 5 members);
- Office space;
- Parking can be shared;
- Ritual spaces with the possibility of catering for special events of up to 1000 people;

Issues considered of high importance are:
- An environmental approach and the opportunities it offers;
- Economic development for the people;
- Clustering – will encourage working together with other cultural groups.;
- Upgrading for the benefit of all.

**OUDE MOLEN VILLAGE ASSOCIATION**
The representatives of this group expressed a range of issues, but felt that each individual tenant should be given the opportunity to express their own interest in the future Oude Molen. Issues included:
- The historically low rentals have allowed micro enterprises to exist on site.
- Oude Molen is public land and should be accessible to the public;
- A partnership of community and government is needed, but this to be impossible due to all the applicable legislation and regulations;
- There is a spirit of helping each other and self-upliftment of the people on-site and this should be nurtured;
- It is important to harness what has happened at Oude Molen and to take it forward. There should be no interference with what is here. Oude Molen should not be taken out of the hands of the people currently here. The property should be left as it stands, but be improved to its maximum potential;
- Need to create maximum opportunities for people to make something of their lives;
- Should take OM as an example of how things should be done and apply these lessons elsewhere;
- Important lessons have been learnt – what is needed for the area is good governance and a management structure;
- In terms of housing, OMVA feels that this question should be answered within the wider village forum. OMVA is however not against the inclusion of housing or the fact that it would be mixed income housing, but is not in favour of pseudo eco-housing.

**PINELANDS RATEPAYERS AND RESIDENTS ASSOCIATION**

The future Oude Molen should
- be an asset to Pinelands;
- be accessible to the residents of Pinelands;
- have a station area which includes a walkover and the barrier/boundary created by the railway line should be broken. It is important that a bridge or walkover between OM and Pinelands is a benefit to both communities. The station area should be safe and better utilized including retail and creative activities. It should be wheelchair friendly as there are a lot of elderly people who would want to use it;
- be racially integrated, not a “them and us” situation;
- be a demonstration of sustainable living that Pinelands residents can learn and benefit from;
- provide an opportunity for people to live and work in the same place;
- preserve the mountain views, the openness and the uniqueness of the site. The upgrading of OM will uplift the entire area;
- cross trade and share services with Pinelands;
- give preference to people from Maitland Garden Village when housing opportunities present themselves. No objection to low-income housing as long as the area is not allowed to degrade;
- not to place excessive strain on the already congested traffic intersection and Forest Drive.

**TWO RIVERS URBAN PARK (TRUP)**

Oude Molen falls within the TRUP and it is therefore of great importance that whatever development takes place at Oude Molen is aligned with the approved TRUP Conceptual Development Framework. The founding principles include:

- All precincts shall adhere to an ethic of cohesion and common identity, as part of the Park;
– Integrated management and development principles shall pertain to the sustainability of resources and materials, specifically with regard to water, power and waste;
– Management and usage shall be innovative and forward thinking;
– There shall be recognition of social responsibilities with regard to the institutional heritage of the site, the potential contribution of NGO’s/CBO’s, and the principles of empowerment and job creation for local communities;
– The built environment shall be considered within the context of the existing and demolished footprints and their bulk with due recognition of architectural and aesthetic considerations;
– Cognisance shall be taken of the cultural and social significance of all the recognised sites;
– Integrated water catchment management principles should inform appropriate usage and development below the 1 in 50-year flood line;
– Safety and security shall be integral principles of all the precincts;
– There shall be maximum public access where feasible;
– Transport management shall recognise the desirability of low traffic densities, minimal road networks and appropriate modes of transport.

Additional development within the Park is essential in order to ensure its future sustainability. However, it is acknowledged that a balance between development and parkland must be achieved so that additional development does not compromise the integrity of the Park.

Where development is to be allowed, the TRUP SDF envisages:
– relatively dense mixed-use urban development that creates a pedestrian world of many opportunities;
– A definite edge to the park, as well as clear entrances or gateways, are essential elements required to encourage recognition of this space as an urban park where all people are welcome to visit and to participate in diverse activities;
– The physical accommodation of existing and additional uses is needed to meet the needs of landowners, and has an important role to play in making the Park financially viable;
– Residential and institutional uses have been proposed as the nature of these land uses is compatible with the uses and activities of an urban park and provides much needed surveillance;
– Supporting commercial uses are permitted to provide valuable services to the residents and institutions;
– Mixed use has been proposed as this would ensure the retention of the park-like atmosphere, whilst acknowledging the need for a mixture of land uses in order to render the Park financially viable.

❖ PROVINCIAL GOVERNMENT

The Professional Team is still to meet with all the relevant Departments of Provincial Government and particular the Department of Public Works and Transport with a view to get their approval for the preferred scenario and the road ahead.

❖ CITY OF CAPE TOWN

The Professional Team is still to meet with the City of Cape Town officials
SUMMARY OF CONTEXTUAL ISSUES

These are themes which have emerged during the interactive process to date are referred to below.

- **Mixed land-use**
  To include a mix of land uses – commercial (retail, office, light industrial); residential (mixed income, mixed rental and ownership options); urban agriculture (food gardens / organics / permaculture); public spaces (sports / recreational / leisure); institutional (culture and heritage, education and training, healing and soulfulness)

- **Housing density levels**
  Densities could range from ± 400 to 600 residential units with various massing/scaling options. Housing would need to be affordable. OMV could be an incubator for young people to enter the housing market

- **Design and built environment**
  The incorporation of eco-design principles (orientation, passive heating and cooling, ventilation, overhangs etc.) as well as the use of sustainable building materials which have lower negative impact on the environment and human health. Allow for visual corridors/views, open public spaces;

- **Appropriate sustainable technologies**
  Design for efficient energy and water usage, solid waste disposal and sewage treatment and the inclusion of appropriate technologies in the planning and design for a future Oude Molen.

- **Environmental: biodiversity and eco-system preservation**
  Redevelopment must take cognisance of the very sensitive surrounding environment and its threatened ecosystems.

- **Local economic development**
  The mixed land use and mixed income residency to provide the opportunity and stimulus for local economic development.

- **Cultural and heritage**
  Retaining existing buildings of historical and cultural significance.

- **Ownership and governance**
  Increasing consensus that the most appropriate ownership model for the future of the site should be that of a Public-Private-Community Partnership – allowing for a mix of rental (99-year leasing, Government rental stock, commercial rentals) and ownership options (Government subsidized, private, partial ownership)

- **Demonstration site**
  There is a strong sense that OM should serve as an international demonstration site for sustainable urban design and technologies.
Questions for Further Exploration

1. General questions raised:
   1.1. Who could afford to stay at OM in the future?
   1.2. Will Maitland Garden Villagers be able to get housing here?
   1.3. Can it work to have high income units next to low income units?
   1.4. Why can’t the village be left alone and allowed to just grow slowly? Why design around macro economics?
   1.5. Will there be access to Valkenberg West?
   1.6. Would there be a link between Pinelands and OM?
   1.7. What about shadows cast by tall buildings?
   1.8. Already complaints about shadows cast by Foshini building and the barrier it creates.
   1.9. Possibility of Alexandra Hospital site as part of the project?

2. General comments:
   2.1. A good mix of housing and land-use will make the place vibrant.
   2.2. Need to look at social implications of densification.
   2.3. Need to think longer and deeper about planning issues – slow design, but there is also the real pressure to deliver. There is the reality of procedures that can’t absorb ‘taking time’
   2.4. EIA and HIA need to be integrated into the planning process at an earlier stage.
   2.5. Need to think creatively about the reality of on site parking with particular reference to City’s regulations of prescribed parking (0.8 – 1.6 per du)
   2.6. Intention to encourage use of public transport could be a problem as there is already a high demand on public transport with congestion levels already running at full capacity during peak times, including at Pinelands station.
   2.7. MGV are proud of the heritage of the area and don’t want 5 stories.
   2.8. Sensitivity of relationship between housing densities and other land uses and the integration of them all.

Current Status

1. Planning Process
   The Professional Team presented a status report as well as the draft conceptual framework and urban design to DTPW, as landlord, on the 5th June. A presentation will be made to the HODs of the relevant Provincial Departments for their input as an important stakeholder. The ideas generated during the interactive sessions, as well as the inputs from Government, will be consolidated by the team of professionals into a preferred urban design scenario. This scenario will be forwarded for public debate and scrutiny in terms of the formal EIA process, after which the redevelopment plan will be submitted to the CCT by December 2007 as a re-zoning application for the site.

2. Social Context
   a) Tenancy
      Of the 60 tenants who signed the fixed term New Lease Agreement, 28 have honoured their agreements and have as a result had their leases renewed for a further fixed term period of six months.
      Tenants who signed the lease agreement, but who have defaulted on their payments, have received letters from the Department stating that their leases have been cancelled and that they will be handed over to the State Attorney’s office. However, tenants were given
the deadline of 1 June 2007 to pay in full the amount on their statements to avoid this action being taken. Some tenants came forward and their leases will be renewed. This number still needs to be ascertained. The 10 non-signatories’ files are with the State Attorney’s office. Some of these tenants have had legal cases registered with the State Attorney’s office prior to 2006. According to our information, these ‘non-signatory’ cases are all at an advanced stage.

b) LOCAL MANAGEMENT
The management committee set up in October 2006 collapsed before the end of that year. The frustration level of OMVA and the tenants was running high in terms of what the community were wanting to achieve on the property and what was in fact getting done in terms of addressing the maintenance and management issues on site. OMVA expressed their resistance to moving forward with the design and planning process until the situation on the ground had been addressed. The landlord was still unhappy with the low level of rental payment and also felt that with a minimum rental of generally R8.00 /m2, the tenants were not in a position to make demands beyond what was reasonable considering the redevelopment plans. OMVA then submitted a Management Proposal which included a fee to be paid by the landlord. Given past experiences with previous on-site contracts, the landlord was not interested. The SI office pursued the idea consulting with legal and development specialists from the School of Public Management and Planning (University of Stellenbosch) to establish what possibilities and constraints exist for the establishing of a local governance / management structure for OM paid by the state. Given the legislative frameworks in place, specifically the PFMA, it became evident that the only way that OMVA could receive monies for work done on the property would be for them to register and follow the tendering procedures as prescribed by the law. This was presented to OMVA. Subsequently, OMVA has recommitted to participating in meetings with the landlord. A new Management Committee has been constituted with different representatives from OMVA and a new representative of the landlord. Meetings are facilitated by the SI office. The committee meets every fortnight to address the responsibilities of both landlord and tenant as per the lease agreement and to find ways of dealing with the various challenges such as security, site clearing, etc. One of the important outcomes of this committee has been the liaison with the SAPS to set up a neighbourhood watch in an attempt to curtail the crime situation on site.

SCHEDULE OF STAKEHOLDER MEETINGS AND WORKSHOPS

2005
DECEMBER 12TH - OUIDE MOLEN VILLAGE MEETING

2006
JANUARY 09TH - OUIDE MOLEN VILLAGE MEETING
JANUARY 24TH - OUIDE MOLEN VILLAGE MEETING
JULY 25TH - WC DIVERSE TRADITIONAL LEADERS FORUM MEETING
SEPTEMBER 20TH - MAITLAND GARDEN VILLAGE MEETING
OCTOBER 10TH - WC KOHISAN COUNCIL MEETING
OCTOBER 18TH - JNC MEETING
OCTOBER 31ST - JNC MEETING
NOVEMBER 5TH - JNC MEETING
NOVEMBER 6TH - WC DIVERSE TRADITIONAL LEADERS FORUM MEETING
November 14th - JNC Meeting
December 1st & 2nd - JNC 2 Day Workshop (see notes)
December 5th - JNC Meeting

2007

January 16th - JNC Meeting
January 26th - Customary Ritual (TLF)
January 27th - JNC Meeting - Criteria
January 30th - JNC Meeting
February 7th - Amahlubi Traditional Leaders Meeting
February 17th - OMF Workshop
March 6th - JNC Meeting
March 20th - JNC Meeting
April 3rd - JNC Meeting
April 10th - OMVA Meeting
April 17th - JNC Meeting - Stakeholder Presentations
May 7th - Robin Trust Meeting
May 24th - Two Rivers Urban Park (TRUP) Meeting
June 5th - Draft SDF Presentation to DTPW
5. **SUSTAINABILITY PRINCIPLES AND THE SEVEN SENSES**

A key aspect of what has emerged since Cabinet’s (WC) endorsement of the Initial Strategic Development Framework (ISDF) document in November 2005 and the ensuing social process mentioned above is the broad-based support not only for the vision of Oude Molen as a ‘sustainable neighbourhood development’, but also for the sustainability principles as the foundation for achieving this vision. The sustainability principles, contained in the ISDF, are as follows:

- Transition to renewable energy alternatives and energy efficiency
- Zero waste via re-use of all waste outputs as productive inputs
- Sustainable transport, with a major focus on public transport
- Sustainable construction materials and building methods
- Local and sustainable food
- Sustainable water use and re-use of treated sewerage
- Enhancing biodiversity and the preservation of natural habitats
- Meeting of fundamental human needs via reduction in inequalities
- Valuing authentic cultural diversity, community solidarity, child-centred activities and citizen participation
- Entrepreneurship, equity and fair trade at all levels (global, regional and local)
- Health, well-being and soulfulness

For the purposes of interpreting, evaluating and distinguishing the different scenarios discussed below, these principles were expanded upon and grouped together under the headings of the following ‘seven senses’:

- **Sense of Justice**: equitable recognition of fundamental human needs; equitable access to opportunities and resources; rights based democratic and effective local governance.
- **Sense of Limits**: renewable and efficient energy; zero waste; connectivity via sustainable and public transport; efficient use of available land; sustainable building and building materials and methods; sustainable water usage; re-use of treated sewerage.
- **Sense of Place**: health, well-being and soulfulness; safe places; integrated communities via mixed socio-economic groups, mixed land use and special reference to woman and children.
- **Sense of History**: valuing cultural diversity via a sense of community, participatory culture, healing and memory and acknowledging traditional belief systems; celebrating places where history is reflected.
- **Sense of Prosperity**: growing local economy, greater equity and fair trade; local and sustainable food supplies, markets and agricultural value chain.
- **Sense of Nature**: enhancing biodiversity; reverence for life; working with eco-systems rather than against them.

- **Sense of Viability**: While not a sense or a sustainability principle, it was deemed necessary to evaluate scenarios on the basis on their long-term feasibility or viability.

Looking at the specific context of Oude Molen it can be argued that not all these senses carry equal weighting. So, for example, redressing inequalities of the past within the context of certain limitations would be of a higher priority than perpetuating the specific memories and history of healing associated by certain members of the community. This methodology is further explained in section 6.1.
6. SCENARIOS

6.1. Methodology

The methodology adopted was one where first the voice of the stakeholders was heard through various activity sessions with the JNC and the Oude Molen Forum multi-stakeholder bodies. This voice was then balanced against the voice of the government by interpreting policy frameworks and discussions and meetings with government officials. These voices were then formulated into a set of scenarios with the help of a professional team and evaluated in terms of a matrix of sustainability principles.

The sustainability principles are generally of equal importance and one seeks to integrate some of the competing principles into holistic solutions rather than choosing one principle over another. However, in the context of the Oude Molen site, some principles were deemed to be of greater importance than others and were weighted prior to the evaluation of the scenarios.

The contextual issues deemed to be of particular importance were:

- The physical location of the site, it’s proximity to the city centre and the pressing need to redress the spatial imbalances prevalent in South African cities. State owned land close to the city centre is ideal to provide opportunities (housing and business) for previously disadvantaged communities.

- Historically spatial planning segregated land uses and income groups into homogenous neighbourhoods such as middle income suburbia, lower income townships or business parks. This kind of planning has largely been adopted by the private sector as best practice and the governments desire for mixed use and mixed income integrated human settlements is considered too risky to develop privately. The Oude Molen site with it’s high visibility is therefore an ideal opportunity to demonstrate a successful mixed use mixed income integrated sustainable neighbourhood. It’s desirability would start to generate demand for such developments which in turn would reduce the perceived risks and allow the private sector to replicate the concepts around the city and around the country.

The relative importance of the various sustainability principles in the context of the Oude Molen site were accommodated by weighting the principles on a scale of 1 to 10. A modifier value was calculated from the relative weightings which was then used to multiply or modify the rating given to a scenario for a specific principle to achieve a final score. The following relative scores each sense:
- Sense of Justice = 9
- Sense of Limits = 10
- Sense of Place = 7
- Sense of History = 5
- Sense of Prosperity = 7
- Sense of Nature = 5
- Sense of Viability = 8

It must be emphasized that giving these relative weightings to the senses does not imply that those senses with a lower score are not important at all and should be discarded with all together. All it says is that in the specific context of Oude Molen and given our history of discrimination and inequality, that certain senses carry more weight than others at this particular juncture. It also says that the relative priority allotted to the senses may change over time. It is foreseeable that should the redevelopment of Oude Molen be successful in implementing and employing the necessary energy, water and waste treatment systems that the sense of limits would in time to come be given a lower priority whilst others might be given a higher priority. In short, these senses and their relative importance to each other is not cast in stone, but are flexible and respond to their context.

After the weighting of the senses, the principles mentioned under each of the six senses were also weighted and thereafter rated on the bases of a formulated set of questions (attached in Annexure A), which was applied to each scenario.

In the example below Principle 1, Principle 2 and Principle 3 are weighted 10, 5 and 2 respectively which are translated to modifier values of 100%, 50% and 20% respectively. The ‘sense’ in this example is given a weight of 8 in relation to the other senses (not indicated) which gives a modification value of 80%. It is the relative difference between the weights that has relevance. The absolute value of the weight has no relevance in the final score. The ratings for the given scenario (2, -1 and -2) given to the three principles are then multiplied by the modifiers to give scores of 2, -1 and -0.4 respectively. The average of these scores is 0.2 which becomes the rating for the sense in this example. This is then modified to arrive at a final score for the sense of 0.16 (rounded up to a score of 0.2 above).

The six senses are then plotted on a graph indicating the scores for each sense, as reflected in the example below. While not being one of the six senses of a sustainable neighbourhood, viability is an additional criteria on
which the scenarios were evaluated since it is clearly also a consideration in deciding which scenario to pursue.

The scale that was used for rating the scenarios ranged from -3 for “highly unlikely” to fulfil the principle to +3 for “highly likely” to fulfil the principle.

Using this methodology and scoring method a number of scenarios were excluded and the more favourable scenarios were developed further considering their spatial and infrastructure requirements. These are expanded upon below. One scenario has been identified as a preferred scenario and for purposes of discussion. It is intended that the scenario’s are discussed with government to agree a chosen or preferred scenario which will then be reflected back to the multi-stakeholder forum for their comment and developed further for the zoning application.

The complete set of tables reflecting the ratings, weights and scoring for each scenario is attached in Annexure A.

6.2. **Scenarios Considered**

There were a number of pre-existing scenarios that were considered alongside newly generated scenarios. The pre-existing scenarios were:

- **The Status Quo or "Leave as is" Scenario**: This scenario which required investigation as a viable scenario because firstly, it was perhaps the preferred scenario by some of the current residents of the village. Secondly, the outfall sewer from Oude Molen has no additional capacity and the financial burden of upgrading the outfall sewer was deemed to be excessive. This scenario argues that the site should largely be left as it is at the moment, but with the government remaining responsible for funding the maintenance of the site. Tenants should be allowed to organise themselves to improve and maintain the site. This would imply that the tenants would form a maintenance team with government being responsible for paying for the services rendered and materials used necessary for the upkeep and repairs to the site. This scenario would largely exclude additional housing options. The scenario is also premised on a joint ownership and governance model. Both land and top structures should be transferred into and governed by a public-community legal entity. Private ownership and investment would be excluded from this model.

- **The Infrastructure Upgrade Scenario**: This scenario is fundamentally the same as the Status Quo scenario with one significant difference, namely that the government should be responsible for significantly upgrading and replacing the infrastructure where derelict. Once upgraded and replaced, this scenario argues that the site should be left into the hands of the current tenants to improve and maintain the site. As with the Status Quo scenario, this scenario would exclude additional housing options. This scenario is also premised on a joint public-
community ownership and governance model with no room for private ownership and investment.

- **The Urban Park Scenario**: This scenario sees Oude Molen (PGWC) as a logical extension of the Two Rivers Urban Park (CCT) area and argues in favour of consolidating both pieces of land into an urban park. In this scenario all existing buildings would be demolished except for the heritage fabric which would be used for coffee shops, tea gardens, restaurants, and office and administration space as well as conference facilities – more or less as per the Kirstenbosch model.

  This scenario which required investigation as a viable scenario because firstly, it was perhaps the preferred scenario by certain environmentalist lobby groups. Secondly, as in the case of the Status Quo scenario, this scenario would exclude additional housing opportunities with the result that the outfall sewer from Oude Molen with no additional capacity would not require any additional financial burden of upgrading the sewer. The consolidated urban park could happen on the basis of PGWC donating the Oude Molen piece of land to CCT who will then administer and manage the park. Alternatively, a joint not-for-profit company could be established by CCT and PGWC to administer and manage the park.

- **The RDP Housing Scenario**: Although this scenario cannot be ascribed to the expectations of any specific stakeholder, including the government, it was decided to include a RDP Housing-type of scenario into the basket of scenarios for Oude Molen and to give due consideration to this particular scenario. In this scenario, the existing buildings would be preserved and converted into two-story walk-ups. No new walk-ups would be built on the property. However, typical single free-standing RDP-type houses would be built in the available open spaces. The two-story walk-ups would form part of the rental stock of a social housing component. People qualifying for the government housing subsidy would be eligible for buying the RDP-type houses. The dominant feature of this scenario is therefore that of a low income housing project with no room for middle income housing. Also, with the over-riding emphasis on housing as such, this scenario would by and large exclude other land uses such as commercial, urban agriculture, educational and institutional usage.

- **The Business Park Scenario**: This scenario was the subject of a failed rezoning application in 2003. However, given the huge financial benefits that the resurrection of this scenario holds for the PGWC, it was considered as a potential scenario for Oude Molen. In this scenario the Oude Molen site will be sold to the highest bidder(s) for development into an office or business park. Ownership from public ownership to private ownership will take place with no community
involvement. This scenario will exclude additional housing opportunities.

The freshly generated scenario’s were based on a process of envisioning undertaken by the identified stakeholders and an evaluation process by the project team based on government policies and sustainable development principles. These scenarios are:

- **The Cultural & Healing Scenario:** This scenario emerged out of the envisioning process and included the upgrading of facilities to accommodate cultural/heritage spaces as well as health and education spaces. As in the case of the Status Quo scenario mentioned above, this scenario would largely exclude additional housing opportunities with residential opportunities being offered only to excess space. This scenario argues that the future improvement and maintenance of the site should be left in the hands of the current residents. However, funding for repairs, maintenance and infrastructure upgrading should come from Government. This scenario also favours a joint public-community ownership and governance model with the possibility of some long-term – 99 year – lease agreements as an alternative to fully-fledged private ownership.

- **Medium Density, Mixed-Use, Mixed-Income Scenario:** This scenario envisages a mixed-use and mixed-income neighbourhood in future at Oude Molen with a medium density spread of approximately 404 residential units in total. The 404 residential units represent a significant increase to the current 70 units on site. To achieve this, this scenario envisages new three-story walk-up residential units to be constructed along Alexandra road, two-story walk-ups along the border with Maitland Gardens Village and southern part of the estate. This scenario favours an equitable distribution of these residential units across the lower, lower-to-middle and middle income groups. Accordingly, appropriate portions of the newly built residential units will be made available as social housing rental stock whilst others will become available for purchasing or market related rentals.

In this scenario the land should not be used for residential purposes only, but should include commercial, urban agricultural and educational uses too – thereby enabling future residents to live, work, play and learn in the same area without necessarily having to travel distances to fulfil these needs. To achieve such mixed land use, this scenario would make provision for a wide spread of commercial activities, ranging from arts and crafts, urban agriculture as well as retailing and light industrial activities.

In addition, this scenario is sensitive to the history of healing as well as the rich tapestry of cultural memories and interpretations associated with the site. To this end, this scenario would make provision for the inclusion of places and spaces of cultural, learning and healing activities.
on site – ensuring, in so doing, that the past is integrated into the present and future of Oude Molen.

In line with this vision of mixed land use across the spectrum of different income groups, this scenario favours a mixed ownership and governance model for the future of the site. This scenario would support the transfer of ownership of the property into a public-private-community partnership.

- **Low Density, Mixed-Use, Mixed-Income Scenario**: This scenario is the same as the Medium Density, Mixed-Use, Mixed-Income scenario with one important difference. This scenario favours a lower residential density on site, restricting the total number of residential units to approximately 247 only. This means that no new residential units will be built, but that only the current buildings will be converted into residential units. The low density scenario will not fundamentally address the strategic objectives of the site in terms of achieving medium density sustainable villages.

- **High Density, Mixed-Use, Mixed-Income Scenario**: This scenario is similar to the Medium Density, Mixed-Use, Mixed Income scenario above, but argues that the residential density can be substantially increased to approximately 609 residential units. This implies that the three-story walk-ups envisaged in the Medium Density scenario should be increased or enlarged to five-story walk-ups on Alexandra road and three-story walk-ups on the Maitland Gardens Village border as well as in the southern part of the estate. The knock-on effect is as follows: resultant increase in capital cost due the legal requirements for lifts, and the additional accommodation will increase the requirement for parking. Due to the importance of open space on the site, a compliant approach to parking would require additional cost solutions such as semi-basement parking or similar. This in turn may increase the cost per unit, potentially putting a significant component of the residential units out of reach of the target market.

### 6.3. Scenario Evaluation

The main objective of the scenario evaluation exercise was to identify one scenario as a preferred scenario for purposes of discussion and agreement with government, where after the agreed preferred scenario will be referred back to the JNC multi-stakeholder forum for consultation and information sharing. This was done through and application of the methodology developed in sub-section 6.1 above. All nine of the scenarios stated in sub-section 6.2 immediately above were interpreted and evaluated in terms of this methodology and, in particular, by looking at these scenarios through the lenses of seven senses tool, as it were.
The outcome of this evaluation exercise was that, after intense scrutiny, debate and reflection, it was felt that the “Status Quo”, “Infrastructure Upgrade”, “Urban Park”, “Business Park”, “RDP Housing” and “Culture & Healing” scenarios could not be put forward as the preferred scenario. Although each of these scenarios emphasize and contain important individual elements they do not provide a holistic solution for the challenges the government is facing with having to develop this site in an equitable, just and sustainable manner.

The “Status Quo” and “Infrastructure Upgrade” scenarios are fundamentally aimed at preserving the current small footprint via the satisfaction of the needs and aspirations of a few on-site tenants only. Although scoring high on the sense of limits, both these two scenarios fail to address the equity / justice issues and challenges of having to demonstrate how the housing and economic opportunities that this area has to offer could be shared with others – especially people from the lower income groups. With the confluence of race and class still being a dominant social fragmentary factor of the South African society, accepting the “Status Quo” and “Infrastructure Upgrade” scenarios for Oude Molen will in effect condone a highly inequitable situation on-site in so far as current land occupation is concerned. 74% of actual land is currently occupied, albeit through legal lease agreements, by Whites, 16% by Coloured people and 10% by Blacks.

In addition, the financial viability of these two scenarios is highly questionable. Both scenarios expect, quite unrealistically, of Government to pay for either the maintenance or complete replacement of the derelict infrastructure. In the final analysis, though, it was felt that these two scenarios were too singular in their approach and did not deserve any further serious consideration.

Although having expressed a slightly more ‘open’ approach towards sharing the cultural and healing facilities with newcomers to the site, it was felt that the “Culture & Healing” scenario shared very similar characteristics and sentiments as the “Status Quo” and “Infrastructure Upgrade” scenarios as a
place mainly for current tenants. This scenario also fails to address the justice and equity issues and how these should be translated into lower-income housing options. Therefore, it was decided that the “Culture & Healing” scenario could not be put forward as the preferred scenario. However, it was felt that the main themes of acknowledging past memories of healing and recognising cultural diversity were important enough to be included into the preferred scenario.

The “Urban” and “Business Parks” scenarios are diametrically opposed to each other in that the latter envisages a highly modern, built-up environment with a large footprint area geared towards satisfying the needs of the business community, whereas the former visualises a green environment with a relatively small footprint area and minimal buildings. However, from the perspective of the approach and methodology adopted, both scenarios were viewed as ‘exclusivist’ in that they failed to address the justice / equity demands and challenges. Both scenarios omit to demonstrate how this area could possibly set an example to address the needs of lower income groups to be housed in areas closer to the inner city. Furthermore, both scenarios have singular land usage in mind and, consequently, fail to respond to the need for mixed land use. It was also found that the “Business Park” scenario, if not extremely tightly controlled in some way or another, would have too high a predisposition towards ignoring the sense of limits all together. For these reasons, it was decided that these two scenarios could not be put forward as the preferred scenario.

However, it was felt that both scenarios contained very strong messages worthy of incorporation into the preferred scenario. The central notion of the “Urban Park” scenario with its emphasis on using open, public spaces as ‘green areas’ was adopted and incorporated into the preferred scenario. Equally, the need for the presence of the private sector in the future Oude Molen and the huge benefits this may bring to the overall and long-term financial viability of the project were taken on board towards formulating and elaborating the preferred scenario.
The “RDP Housing” scenario posed a problem of a different kind. Although it scored high in addressing the justice / equity demands and challenges, this scenario, in our view, failed to address other important issues, such as: (a) mixed land use, (b) socio-economic integration of different income groups, (c) respecting the highly sensitive biodiversity of the area and (d) contributing towards the long-term local economic development of the area. Therefore, when all these reasons were taken together it was felt that the “RDP Housing” scenario could not be put forward as the preferred scenario – at least not as a single scenario. However, it was felt that the strong justice / equity message of this scenario cannot be avoided and should form an integral part of the preferred scenario.

6.4. **Preferred Scenario explanation & motivation**

From the evaluation exercise conducted so far it became clear that only the “Status Quo” and “Infrastructure Upgrade” scenarios had the least to offer. Despite the obvious advantages of not increasing the current relatively small footprint of the site, to reserve this valuable piece of land solely for current tenants is not only inequitable and financially unviable, but is equally un-strategic. The high visibility and demonstrative value of the Oude Molen piece of land is strategically too important an area to not make full use of what it has to offer and to transform it into a showcase for what can and should be achieved in other similar ‘sustainable human settlement’ development projects throughout the country. With this in mind, the strong points of the “Cultural & Healing”, “Urban Park”, “Business Park” and “RDP Housing” scenarios were re-interpreted from the holistic perspective offered by the seven senses and formulated into the preferred scenario referred to above as the “Medium Density, Mixed Use, Mixed Income” scenario.

The reasons for putting this scenario forward as the preferred scenario are many-fold and can be summarised as follows:

1. **Justice and equity**: although this scenario is not a low income housing project wanting to address the mass housing shortage problem of the
area, this scenario does make provision for the incorporation of people from the lower income group levels. This it proposes to achieve through setting aside a significant portion of the new housing units as social housing rental stock. However, this scenario is also aware of the need for ‘gap’ housing in the area and intends to make a portion of the 404 housing units available to this segment of the population. Finally, this scenario will make another portion of the new housing units available to people from the middle income group who would be interested in purchasing these properties. Therefore, what is unique about this scenario is the integration of people from different socio-economic groups to live and work together in one area. This has significant implications for someone qualifying for a government housing subsidy. Such a person would be able to start off renting his/her apartment in full. As this person improves his/her financial position over time, he/she would then be given the opportunity to, for example, 50% rent 50% purchase the property. Should this person improve his/her position even further and would want to purchase the property in full, this will not only become the logical end-result of this scheme, but this prospective first-time owner of property will know that he/she has progressed towards buying a financially worthwhile asset / investment.

2. **Scale**: - this scenario with its envisaged 404 housing units plus retailing and commercial spaces has the most potential of demonstrating the reality of integrated urban community living in SA. In comparison, the other scenarios are either too singular or exclusivist in their respective approaches to achieve this goal.

3. **Mixed use**:– this scenario, more so than anyone of the other scenarios, promotes a healthy mixture of commercial, residential, urban agriculture, educational and institutional usage of the site. This implies that the residents / inhabitants of this site would be given the best possible chance of living and working in the same area.

4. **Sustainable and public transport**: - the harsh reality of what has become known as ‘peak oil’ dictates that the era of planning cities and neighbourhoods around and for the motorcar has passed. This scenario acknowledges peak oil as one of the most pertinent challenges of sustainable urban design and planning in the future and responds to this challenge in a proactive manner by accepting a car per dwelling unit ratio significantly lower than the norm – i.e. 0.85 cars/du vs. 2.5 cars/du. This scenario argues that not only would actual living and working in the same area reduce the need for travelling vast distances each day across the City between work and home, but the close proximity to Pinelands station would be a further contributing factor to reducing dependency on vehicular transport.

5. **Biodiversity and eco-systems limits**: - whilst having to address and respond to the demands of inner city high density living, this scenario does so in a responsible manner with the proposed 404 housing units. Not only does this fall within the required 35 du/ha, but the urban design planned to support this number of new housing units has been done in a
way that respects the fragile eco-systems and biodiversity limitations imposed by the surrounding natural habitat.

6. **Efficient and renewable resource usage:** the Oude Molen project cannot connect up to the grid waste treatment system. The Athlone sewerage works are running at full capacity and to connect up to the grid system would cost in the region of R70m. In this scenario this does not constitute an insurmountable problem. A combination of on-site waste treatment systems and technologies – such as a biodigester, biolytix and vertically constructed wetland – have been included into this scenario to answer the challenge of ‘zero waste’. Equally, with the predicted increase in both demand for and costs of water and energy resources and services in future, the Oude Molen project cannot assume a ‘business-as-usual’ scenario. In this scenario all possibilities of rainwater harvesting and saving as well as solar and wind energy generation have been factored into planning for a future of reducing Oude Molen’s dependency on the water and electricity grid systems to an absolute minimum.

7. **Public, green spaces:** in this scenario a fine balance was struck between densification of the area and seeing itself as part of the wider TRUP area. This balance has been made possible by a creative urban design which situates the future Oude Molen within the context of the TRUP, rather than in opposition to each other. The open, green spaces in this scenario have been designed in a way that it complements and connects to the whole of the TRUP. People living in the future Oude Molen would be able to move seamlessly between the two areas and, in so doing, re-affirm and inculcate our deep appreciation of nature and reverence for life – especially in an urban context.

8. **Cultural diversity:** the long and multi-dimensional history behind the Oude Molen story can and should never be forgotten. Past, present and the future cannot be separated and should flow into each other when building scenarios for the new Oude Molen. In this scenario spaces and places have been will be made available to give meaning and substance to this ideal. Not only will the historic Manor House be restored as a cultural hub or centre, but space, surrounding the Manor House, has been made available to be shared by indigenous groups such as the Khoisan and amaXhosa. This will enable these groups to display their historical connections to this area as well as engage the public in participating in a wide range of cultural activities – keeping the memories alive of those who have populated and lived here centuries ago.

9. **Private sector investment:** ensuring the long-term financial viability of the Oude Molen project is paramount. To this end, private sector involvement and investment in the area is very important. This scenario recognises this as another key challenge and will make available portions of land to be either purchased or leased on a long-term basis. Capital raised in this way will be used to invest in the social housing component of the project. With the right profile of private sector companies and organisations present and involved it is anticipated that this will play a vital role in ensuring the economic vibrancy of the area.
10. **Local economic development**: from a local economic development (LED) perspective it is important that the Oude Molen project fully understands the impact it will have as a driver and contributor to the economic well-being of the whole area. This scenario with its emphasis on the right mix of land-use, income groups, numbers of people and socio-economic activities fully realizes the import of what the future Oude Molen has to offer to its neighbours such as Maitland Gardens Village, Pinelands, Mowbray, Observatory, Ndabeni etc. This scenario does not see Oude Molen as some or other isolated ‘island’, but rather as being part and parcel of a wider precinct context. With this in mind, this scenario sees a symbiotic relationship of mutual benefit between the future Oude Molen and its precincts – a relationship where not only economic goods and services will be produced and exchanged, but where there will also be an exchange of social and cultural activities amongst the individuals and groups living and working in the area. To this end, this scenario has identified LED experts to assist in the development and deployment of LED strategies for the area as a whole. This work will commence upon successful submission of the re-zoning application, including the necessary Government approval for the preferred scenario.

**Summary**: when these ten motivations cited above are being considered together as an holistic approach to the challenges facing the Oude Molen project, it becomes very clear that the "Medium Density, Mixed Use, Mixed Income" scenario offers the best strategic value to the Government. Of all the scenarios considered, this particular scenario has the highest potential of becoming a living example of a financially viable, socially just and equitable ‘sustainable neighbourhood development’ for the country as a whole.

Two further versions or variations on this preferred scenario were considered, namely: (7) the Lower Density, Mixed Use, Mixed Income scenario and (9) the Higher Density, Mixed Use, Mixed Income scenario. Both these scenarios share exactly the same mixed use and mixed income aspects as the abovementioned preferred scenario. However, they do differ from the preferred scenario specifically in respect of the housing density levels. The ‘Low Density’ scenario would have 247 housing units and the ‘High Density’ scenario 609 housing units in total vs. the 404 housing units of the ‘Medium Density’ scenario.

After careful consideration and close scrutiny it was felt that, although both these scenarios attained similar favourable scores on the other senses, the ‘low’ and ‘high’ ends of the housing density spectrum would not make them suitable as the
preferred scenario. It was felt that the ‘Low Density’ scenario with its 247 housing units is too close to the ‘Status Quo’ scenario and, therefore, fails to address justice / equity concerns by not giving enough people from the lower income groups a chance to make Oude Molen a place of living and working for themselves.

On the other hand, it was felt that the density levels of the ‘High Density’ scenario with its 609 housing units would be too dense for the area with its highly sensitive eco-systems. It was felt that with the amount of people populating the site by virtue of the 609 housing units would almost certainly pose an irreversible danger to the already fragile eco-systems of the TRUP area. The five storey building height along Alexandra Road would dwarf the existing fabric and this increased height & density of the building fabric will create greater shading of the internal courtyards and prevent sun penetration in winter. The parking requirements for the extra units would necessitate below grade parking which would create an economically unfeasible solution, potentially forcing the cost of the units beyond the targeted ‘Gap’ housing market, therefore reducing the sense of equity & place scoring.

Therefore, in final conclusion, it was felt that the ‘Medium Density’ scenario with its ±400 housing units would strike a better balance as the preferred scenario between the justice / equity needs, on the one hand, and the environmental concerns, on the other hand.

(For a detailed breakdown of the areas relating mixed use mixed income scenarios, please see Annexure B)
7. **URBAN DESIGN**

7.1. **Introduction**

Oude Molen, owned by the Provincial Government of the Western Cape, provides a unique and extremely rare opportunity for implementing a wide range of Government policies effecting the national, provincial and local commitment to sustainable development. It is perfectly configured in both geographical and strategic terms to become a national icon and model for ‘integrated sustainable development’. To this extent it will demonstrate in practice how a ‘developmental state’ can use a state-owned asset to achieve this via coordination across different levels of government and across policy sectors.

Oude Molen was specifically referred to as a potential lead project by the stakeholders who attended and adopted the Sustainable Home for All – Now and Forever Declaration of Intent at the PGWC’s Sustainable Development Summit on 22 June 2005. At the same event, the PGWC adopted the following definition of sustainable development:

> "For the Western Cape Province, sustainable development will be achieved through implementing integrated governance systems that promote economic growth in a manner that contributes to greater social equity and that maintains the ongoing capacity of the natural environment to provide the ecological goods and services upon which socio-economic development depends."

(Concept Paper on Sustainable Development: Towards the Development of a Sustainable Development Implementation Plan for the Western Cape, June 2005).

The Oude Molen project is also in line with the recently adopted Western Cape Sustainable Human Settlement strategy - 'The Roadmap to Dignified Communities.'

Given this unique opportunity that the Oude Molen project provides for implementing a wide range of Government sustainable development policies, the choice of and support for the preferred ‘Medium Density, Mixed Use, Mixed Income’ scenario becomes of critical importance. What is to follow below is the urban design interpretation and explication of this scenario. The intention here is not to give a detailed urban design version of this scenario, but rather to give a broad-based rendition of urban design ideas of how and the extent to which the preferred scenario could become a living example and model of Government policy integrated sustainable human settlements in the urban context of the City of Cape Town.
7.2. **Context**

7.2.1. **Spatial Context**

The site in broad terms is indicated by the outline below is located on the edge of the Black River.

The estate of Oude Molen includes land that is under the auspices of City of Cape Town, (due to the proximity of the river.) To the east across the railway line, the middle class suburban area of Pinelands is located, the north the economically depressed residential area of Maitland Garden village, and to the south, a number of large scale monofunctional developments such as the Vincent Palloti Hospital, Nashua business park and others.

The confluence of the Liesbeeck and Black rivers is a contested terrain in cultural terms, with scant archaeological evidence to support oral historical records relating to the importance of the site, but brings to the site a particular role to play in the narrative of the future development.
Green System
Movement Network
Land Use Context
Synopsis

[Diagram of a road network with various labels and annotations, including "Intersection capacity constraints," "pedestrian bridge," and "Mostly residential suburban." ]
Two Rivers Urban Park

The Two Rivers Urban Park is a vision that will integrate five precincts into a sustainable green lung development that will preserve the environment and improve social connectivity both within the precincts and in relation to the local context.

Oude Molen will play a significant role to demonstrate a sustainable balance between the natural and built environment and is a key catalyst towards realising the vision.