

Heritage, sustainability, and urban development:

Valuing tangible and intangible heritage as drivers of place-making in Cape Town.



AFRICAN CENTRE FOR CITIES
Urbanism from an African perspective



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

“

Heritage is more than just monuments.

Heritage—cultural and natural, tangible and intangible—is an **evolving resource that supports identity, memory and ‘sense of place’**, and has a crucial role in achieving sustainable development.

It enables social cohesion, fosters socio-economic regeneration and poverty reduction, strengthens social well-being, improves the appeal and creativity of regions, and enhances long term tourism benefits.

We must take up the challenge of conserving this fragile, non-renewable resource for current and future generations.¹

”

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About this information note

Placemaking is a **multi-faceted approach** to the planning, design and management of public spaces. Placemaking capitalizes on a local community's assets, inspiration, and potential, with the intention of **creating public spaces that promote people's health, happiness, and well-being**.²

This note highlights the importance of valuing tangible and intangible heritage in sustainable and just place-making in Cape Town. It makes several suggestions for how heritage can be better integrated into planning, processes, conservation management and relevant and responsive place-making.



Heritage can play a powerful role in **integrating infrastructural, social and ecological development** in the City of Cape Town (CCT) and can be a **catalyst for localising the Sustainable Development Goals (SDGs)**. SDG Goal 11 on Sustainable Cities and Communities (specifically target 11.4) calls 'to protect the world's cultural and natural heritage'³.

1 Labadi, S., Giliberto, F., Rosetti, I., Shetabi, L., Yildirim, E. (2021). Heritage and the Sustainable Development Goals: Policy Guidance for Heritage and Development Actors. Paris: ICOMOS.

2 <https://en.wikipedia.org/wiki/Placemaking>

3 Sustainable Development Goals



In order to achieve this, the note proposes the following key recommendations:



Communicate diverse heritage values clearly and build strong relationships with CCT departments such as the Arts & Culture Branch



Build stronger economic arguments to bolster heritage budgets and leverage common budgets



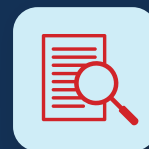
Clearly align heritage policies with other policy instruments and municipal agendas



Build relationships, partnerships and capacity within the CCT and with civil society actors



Advocate for heritage as a driver of sustainable development



Build a strong knowledge base through research to inform evidence-based decision making

Key terms used

ACB Arts & Culture Branch

CCT City of Cape Town

HPOZ Heritage Protection Overlay Zoning

IDP Integrated Development Plan

MPBL Municipal Planning By-law of 2015

NHRA National Heritage Resources Act 25 of 1999

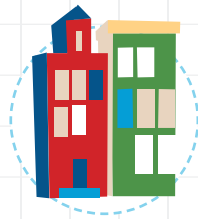
SDG Sustainable Development Goals



Values

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We are specifically interested in tangible-intangible entanglements and how these two properties of cultural heritage are intertwined. ‘Tangible’ refers to physical sites, buildings and artefacts and ‘intangible’ to practices, representations and expressions that individuals and communities recognise themselves as heritage... The concept of entanglement offers value in helping to conceptualise and understand how these properties of heritage combine, collide, conflict and cohere.
 ”

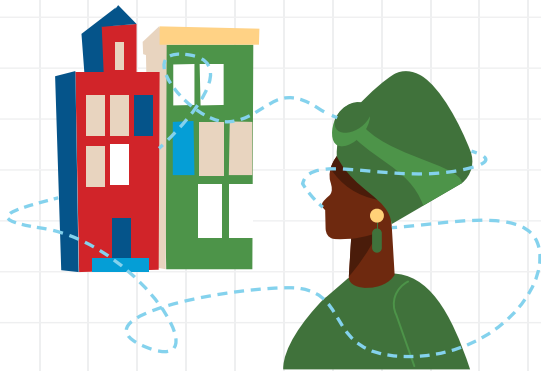
Heritage plays a vital role in one's sense of place, time and identity. Heritage values are the meanings and attachments that individuals or groups bestow on tangible and intangible cultural heritage. Heritage value can be intrinsic or attributed. Intrinsic heritage value does not only apply to tangible heritage resources but intangible values which are inherent, essential and which naturally occur. This may include wonder, identity, continuity of and spiritual value⁵. There are many types of values that are assigned which include but are not limited to historical, aesthetic, environmental, economic, social and scientific. Valuing is an important step towards legitimising heritage.⁶



Tangible heritage includes immovable heritage such as monuments, architecture, archaeological sites and natural environments. The United Nations Educational, Scientific and Cultural Organisation (UNESCO) recognises many of these through their World Heritage Sites programme⁷. Tangible heritage also includes movable heritage such as historical artefacts, artworks, sculptures and archaeological objects.



Intangible heritage ‘includes traditions or living expressions inherited from our ancestors and passed on to our descendants, such as oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe or the knowledge and skills to produce traditional crafts’. Intangible heritage is also traditional, contemporary and lived; it is inclusive, representative and community-based⁸.



The tangible and intangible are intertwined.

The intangible heritage meanings we make are often linked to tangible objects, buildings and places, but are often managed separately. For example, in the CCT, the tangible built environment is largely the mandate of the Heritage Branch, while intangible heritage is managed under the Arts and Culture Branch (ACB), with few mechanisms for officials to work in between, leaving more complex expressions of intangible heritage going unnoticed and unrecognised. There are different mandates at national, provincial and local levels which means different values are prioritised at different levels of government. Therefore, in principle it is easy to recognise that there are multiple intersecting values, but in practice it is much more complex to do.

4 <https://www.tandfonline.com/doi/full/10.1080/13527258.2019.1578987>

5 Feilden 2003

6 Diaz-Andreu, Margarita. (2017). Heritage Values and the Public. *Journal of Community Archaeology & Heritage*. 4. 2-6.

7 <https://whc.unesco.org/en/list/>

8 <https://ich.unesco.org/en/what-is-intangible-heritage-00003>



Challenges

The value of heritage is widely accepted, yet heritage governance faces a number of challenges. How heritage is understood on a personal and community level, is often different to how it is understood within the official legal framing.



----- **The National Heritage Resources Act 25 of 1999 aims to introduce an integrated and interactive system for the management of heritage resources.**

The Act aims to promote good governance at national, provincial and local levels, to empower civil society to nurture and conserve their heritage resources for future generations, and to provide conservation tools for the management of places and areas worthy of protection. Heritage governance in terms of the NHRA is strongly related to tangible aspects of inherited culture: objects, places and areas.



----- **At a local level, the NHRA requires a local authority to identify areas of cultural and/or environmental significance**

and to protect these under its zoning scheme and to maintain an inventory of all the heritage resources in their jurisdiction.⁹ The Heritage Protection Overlay Zoning (HPOZ) of the Municipal Planning By-law 2015 (MPBL) is the CCT's tool for area-based heritage management¹⁰.

One of the main challenges within the administration of development applications is the **dual process of assessment**: at provincial level through the NHRA and at local level through the MPBL and the National Building regulations. The resulting process bottlenecks have caused deep frustrations for those relying on these systems.

In addition, because there is a disconnect between the technical management of heritage and lived heritage practices, heritage is often highly contested. How it is understood and operationalised are often linked to the following issues:

⁹ Section 30 and 31 of the NHRA 25 of 1999

¹⁰ Section 159-164 of the Municipal Planning By-law of 2015



Heritage is often misunderstood

- There is a disconnect between tangible and intangible heritage and the legislative bias favours the tangible. As a result, heritage is often thought of in narrow frames which are fixed in time and place, as opposed to fluid and changing over time and in different contexts.
- There are unhelpful binaries: personal practices on the one hand and material artefacts on the other. These can limit the ways in which heritage is governed by foregrounding the primacy of conserving the tangible built environment, which runs the risk of preserving more visible heritage (which tends to be monumental and colonial) and neglects the more intangible and ephemeral aspects to heritage.



Heritage is contested

- There are many different, unaligned claims, interests, priorities and lobby groups connected to heritage – especially in a context where forced removals have had such profound effects on the urban fabric and form.
- A wide array of organisations work in the heritage sector, including government departments, museum heritage practitioners, architects, private developers, and a robust and diverse civil society. Often, personal and community interest and private commercial interest are at loggerheads.



Heritage is seen as an obstacle

- Heritage is often seen as 'red tape' and an 'application process', rather than an integrated part of development management.
- Narrow application of technical and regulatory frameworks limits the

potential and efficacy of attempts to integrate cultural heritage into urban development and place-making. This runs the risk of preserving the past as opposed to building the future.



Heritage economies can be limiting

- The economic benefits of heritage have not been fully explored, sometimes relying on narrow focuses on tourism and the built environment. Although the central city relies on tourism and the hospitality industries, these economies do not always favour those already marginalised in the city.
- The overstated link to heritage tourism (particularly tourism economies that rely on international elites) can run the risk of side-lining locally relevant practices and sites of heritage that are important for the wellbeing and belonging of locals.



Heritage is not adequately connected to urban sustainability

- The role of heritage in urban sustainability is not yet clearly connected to the four pillars of sustainability (environmental, social, economic and cultural).
- The United Cities and Local Government's (UCLG) Culture 21 makes a strong case for culture as the fourth pillar of sustainability alongside environmental, economic and social perspectives. There is a missed opportunity as valuing the role of tangible and intangible heritage in sustainable urban systems and a reduced carbon footprint, is important for the wellbeing of a city and its residents.

Framing



There is a unique opportunity to see heritage as vital to an integrative strategy for Cape Town - connecting the infrastructural and social development objectives of the CCT.



HERITAGE, NATURE AND CULTURE:

Cultural and natural heritage is important for sustainability

Natural and cultural heritage are inextricably intertwined. Identifying ways to streamline how they interact and can be preserved for multiple benefits, is crucial for socio-ecological, resilient and adaptive development. The Cultural Heritage Strategy (2005) identifies cultural landscapes as important heritage resources within the city. Cultural landscapes are generally inadequately implemented in planning, yet offers a crucial opportunity for connecting nature, culture and heritage. They provide evidence of Cape Town's evolution over time and contribute to a sense of place and identity. CCT's Environmental Strategy recognises this value and hopes to 'enhance, protect and manage Cape Town's natural and cultural resources for long term prosperity, in a way that optimises economic opportunities and promotes access and social wellbeing'¹¹.

*Intangible heritage, including Indigenous knowledge and local skills, can help to reduce exposure and vulnerability to climate-related extreme events and other environmental shocks and disasters.*¹²



HERITAGE AND PLACE-MAKING:

Heritage is vital for a sense of belonging

Heritage need not be seen as a barrier or stumbling block to sustainable and inclusive urban development. Heritage is key to achieving sustainable and inclusive urban development. **Recognising that tangible and intangible heritage are intertwined is an important way of re-framing and unlocking the potential for developing inclusive neighbourhoods.** Cape Town is a city still struggling with a deeply divisive history where many people still feel they do not belong – for example, people in Khayelitsha regularly say that they are going to visit Cape Town, as if they do not live in the same city. Valuing heritage in decisions about what is preserved from the past, and encouraged into the future shapes the aesthetics and atmospheres of neighbourhoods. In addition, connecting cultural and natural heritage to the built environment makes for better place-making - recognising the human scale and experience of the city.

Careful approaches to existing structures provide a sense of continuity, comprehensibility, meaningfulness, and coherence – the values of importance beyond aesthetic satisfaction. Placemaking practices might be expanded again, to advocate for more sustaining, organised complexity, and reconciling new urban communities with adaptive places full of character.¹³

11 CCT Environmental Strategy

12 Labadi, S., Giliberto, F., Rosetti, I., Shetabi, L., Yildirim, E. (2021). Heritage and the Sustainable Development Goals: Policy Guidance for Heritage and Development Actors. Paris: ICOMOS.

13 https://www.researchgate.net/publication/318607184_Inclusive_Placemaking_Building_Future_on_Local_Heritage



HERITAGE AND THE ECONOMY:

Heritage is crucial for sustainable and inclusive economies

Cultural heritage that is carefully managed attracts tourism investment in a sustainable way, involving local communities without damaging heritage areas... The economies of some cities draw significantly on intangible heritage such as crafts, music, dance, visual arts, traditional cuisine, and theatre, that are often an integral aspect of historic urban areas.¹⁴

According to the South African Cultural Observatory (SACO), tourism accounts for over 8% of GDP and is responsible for over 1,5 million job opportunities¹⁵. Cultural tourism plays an important part in the tourism industry in Cape Town. **The damaging effects of Covid-19 on international tourism have shown that relying predominantly on external tourists is not the most sustainable approach. Asserting the importance of locally relevant culture and heritage has important opportunities to promote local businesses and create narratives that are meaningful for local residents.** There are also opportunities to promote and preserve local heritage skills such as indigenous knowledge around building methods, craft and design, music, and medicinal knowledge, as well as safeguarding economic practices and community businesses. This means connecting people to heritage place-making that distributes the tourism economy beyond traditional tour operators and including young entrepreneurs in the process of heritage-led place-making.



HERITAGE AND SOCIETY:

Heritage can play a role in social cohesion and urban wellbeing

The Social Development Directorate in the City of Cape Town emphasises the importance of social cohesion and the promotion of wellbeing of residents. **In a city scarred with inequalities where culture and heritage was part of its divisive colonial and apartheid plan, it makes sense that heritage plays a role in redressing social and spatial injustice.** It is important to recognise the role of heritage in valuing diversity, and strengthening social infrastructure such as churches, schools, and accessible public spaces. Heritage can play a crucial part in furthering the objectives of social development through enriching the cultural lives of residents, and creating spaces for cultural connection.

Heritage sites and memories act as complex resources for (re)constructing personhood and providing coping strategies. Access to and engagement with heritage have salubrious effects, which can help to address mental health issues, reduce social isolation, provide a sense of place, or create opportunities that enhance the meaning and value of life.¹⁶

Good governance requires a sustained process of interaction. The advantage of starting to develop a governance strategy from a basic level is that you can do things inclusively from the start.¹⁷



HERITAGE AND GOVERNANCE:

Heritage can play an integrating role in sustainable urban development

The National Heritage Resources Act 25 of 1999 provides for an interactive system for the management of heritage resources to promote good governance at all levels. It also empowers civil society to participate in the identification of their own heritage. **Heritage has the potential to build inclusive societies through intercultural encounters and dialogue around conflicting narratives and different understandings of heritage.** This is particularly important in South Africa where there is a need for redress. Participation in heritage in South Africa is imperative for an inclusive, just and sustainable practice. Transversal interactions and policy integration, instead of siloed organisational structures, will promote a more sustainable outcome and a more robust governance system. Building relationships, forums and working groups between the three levels of governance can further align practices and create a unified practice of good governance.

In the pursuit of more just, inclusive, and peaceful societies, heritage assets and processes can offer opportunities, through accessible, participatory and transparent governance and practices, which respect cultural diversities.¹⁸

14 <https://en.unesco.org/courier/april-june-2017/culture-heart-sdgs>

15 SACO

16 Labadi, S., Giliberto, F., Rosetti, I., Shetabi, L., Yildirim, E. (2021). *Heritage and the Sustainable Development Goals: Policy Guidance for Heritage and Development Actors*. Paris: ICOMOS.

17 <http://whc.unesco.org/sustainabletourismtoolkit/guides/guide-3-developing-effective-governance>

18 Labadi, S., Giliberto, F., Rosetti, I., Shetabi, L., Yildirim, E. (2021). *Heritage and the Sustainable Development Goals: Policy Guidance for Heritage and Development Actors*. Paris: ICOMOS.

Connecting heritage

pg. 14

POSSIBILITY



There is a strategic advantage for leveraging heritage for sustainable development in Cape Town through deepened participation processes.

pg. 24

POSSIBILITY



Heritage has been leveraged to counter the effects of gentrification in Woodstock to advocate against certain types of developments and for an inclusionary housing model which will allow residents to continue to live in their historical neighbourhood.

pg. 22

POSSIBILITY



Creative methodologies such as cultural mapping in the urban catalytic planning process has the potential to create a sense of ownership, belonging and collaboration.

People and participation

CHALLENGE

Participation and inclusion are key for robust democracies, yet currently there are limited ways that people can interface with heritage with the CCT. Other methods to encourage broader participation are crucial.

Politics and political will

CHALLENGE

There is a disconnect between the streams of heritage, spatial and land use planning and heritage, policy and sectoral planning. Despite strong policies, implementation is inconsistent. The objectives of these policies are not always in line with other urban objectives, such as land-use planning, which often results in heritage being seen as a stumbling block.

CHALLENGE

There are limited resources for programmes integrating heritage into sustainability agendas. In addition, heritage work in the City largely focuses on permissions and permits, systems or maintaining very specific heritage assets. This limits the ability for imagination and innovation.

Planning and public finance



Processes and programmes

CHALLENGE

Spaces within the city will experience competing needs and agendas. The main challenge is to be flexible and allow for sustainable change without irretrievable loss to heritage significance or negative impact on the communities and their living heritage practices.

POSSIBILITY

pg.16



The Heritage Protection Overlay Zoning (HPOZ) can be leveraged to conserve the heritage significance of an area and to protect the qualities and characteristics which make it unique.

CHALLENGE

Urbanisation, coupled with development pressures can result in loss of natural and cultural heritage. Compartmentalising how these challenges are addressed is not efficient or effective. Instead, the entanglement between people and the environment needs more attention.

POSSIBILITY

pg.18



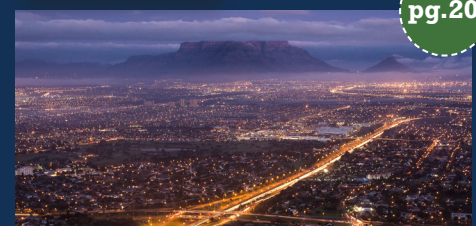
Connecting green infrastructure and biodiversity protection and management with cultural and natural heritage objectives can meet the needs of people and the planet concurrently.

CHALLENGE

In Cape Town, heritage resource management and how it intersects with planning is guided by local government policies. There is a disconnect in how heritage is included in spatial and land use planning and how it is included in strategy and sectoral planning. These are not always integrated.

POSSIBILITY

pg.20



There is a unique opportunity to refresh existing policies and find strategic policy coalitions and partnerships.

Policies and partnerships

Places and planet

People and participation



CHALLENGE

It is broadly accepted that participation and inclusion are key for robust democracies. Currently there are limited ways that people can interface with heritage with the CCT. The main avenues for participation are through formal responses to notices associated with development applications. Although these are important mechanisms, those with greater lobbying power are more likely to interact with heritage in this way. Other methods to encourage broader participation are crucial.

POSSIBILITY

There is a strategic advantage for leveraging heritage for sustainable development in Cape Town through deepened participation processes. This can strengthen resident engagement with the CCT and foster a sense of belonging for urban residents – particularly those who have been historically marginalised. Mapping conducted by the City informs decision making and there are a number of CCT-led initiatives that can enrich the social and cultural data sets crucial to understanding potential impacts and effects of development in neighbourhoods in the city.

LESSONS LEARNT



Including residents in mapping and planning processes can help identify heritage assets, sites and practices that are vital to inclusive sustainable urban development. This is time-consuming and involved, but partnerships across departments and with EPWP can meet multiple objectives.



Recognising the importance of both tangible (built form and environmental) **and intangible** (history, memory and social) **values** allows for the development of socially, economically and environmentally responsive sustainability plans for the city (such as LSDFs).



Putting people and participation at the heart of heritage management can strengthen citizenship and belonging.

EXAMPLE

Cultural mapping and planning (Arts and Culture Branch)



A community led mapping process in Harfield Village - Photo by Maurietta Stewart

The Arts and Culture Branch has spearheaded a cultural mapping and planning process, having developed Cultural Mapping and Planning Toolkits and mapped 51 suburbs since 2014. Cultural mapping involves identifying important arts, cultural and heritage assets, sites and practices in a neighbourhood. The mapping is conducted by locals and the ACB has collaborated with Expanded Public Works Programme (EPWP) to include youth in this process, thus ensuring locally relevant knowledge and job creation. Cultural planning involves participatory planning of programmes and development interventions. This data can be used to enrich engagement specifically with Heritage Protection Overlay Zoning (HPOZ), and support social and infrastructural development more broadly.

Based on the strength of the cultural mapping and planning process, the Arts and Culture Branch are collaborating with a number of different CCT departments to ensure an integrated approach to development in District Six. The CCT is in the process of formulating a spatial vision for the area through the development of the Local Spatial Development Framework (LSDF). CCT is committed to fostering community inclusion in the process, and EPWP employees have been crucial in the research work.¹⁹

“

Cultural mapping is a mode of enquiry that uses a wide range of research techniques and tools to map a region or cities tangible and intangible cultural assets. It is often used in urban planning and community development. Cultural planning is an inclusive place-based methodology that engages with local residents to identify the cultural needs, opportunities and resources within their community and create a shared vision, strategy and action plan.²⁰

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SUSTAINABLE DEVELOPMENT GOALS MET

10
REDUCED
INEQUALITIES



11
SUSTAINABLE CITIES
AND COMMUNITIES



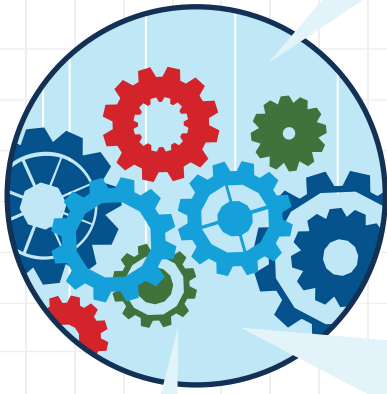
17
PARTNERSHIPS
FOR THE GOALS



¹⁹ Extended Public Works Programme (EPWP)

²⁰ http://www.worldcitiescultureforum.com/case_studies/cultural-mapping-and-planning

Processes and programmes



CHALLENGE

It is inevitable that certain spaces within the city will experience competing needs and agendas. For example the need for densification and expansion can reside alongside the need for the conservation of historic landscapes. Bo-Kaap, Woodstock or Salt River are three of the oldest residential areas in the country but also experience immense pressure for development. Advocating for a solution sensitive to the heritage context is often misconstrued as NIMBYism²¹. The heritage agenda is also unfortunately used to block development based on NIMBYist tendencies. The main challenge is to be flexible and allow for sustainable change without irretrievable loss to heritage significance or negative impact on the communities and their living heritage practices. The Heritage Protection Overlay Zoning is not able to address intangible significances fully. It is also often perceived to be an obstacle to development in well-located areas.

POSSIBILITY

The HPOZ can be leveraged to conserve the heritage significance of an area and to protect the qualities and characteristics which make it unique. These unique qualities, if protected, promote varied and interesting pockets within the city that ideally protect neighbourhoods in the interest of residents, and can contribute to the tourism value of Cape Town as a destination. An associated Heritage Management Plan or policy has the potential to identify the intangible qualities of such places and provide the strategies and mechanisms to promote it beyond the capacity of the HPOZ.

LESSONS LEARNT



There is a mutual recognition of the tangible and intangible heritage qualities of the Bo-Kaap by the CCT and residents, who welcomed the **institution of the HPOZ** and presented a united front in advocating for the protection of the area's heritage.



The HPOZ has **no predictable development guidelines** applicable to the Bo-Kaap only, and would be more effective with appropriate, predictable rules.



Residents who believed the HPOZ to be enough to conserve their residential area, have continued to experience **unprecedented development pressure and negative impacts** on their lived experience and other heritage resources.



Whilst the HPOZ is used to manage the built environment, it is not able to do so for **intangible** cultural heritage.

EXAMPLE



Heritage Protection Overlay Zoning in the Bo-Kaap area

The Heritage Protection Overlay Zoning (HPOZ) provides a mechanism for the protection of heritage places that the City considers to be conservation-worthy in terms of its heritage strategies. The HPOZ enables the designation of such heritage places and areas on the zoning map. The process of declaration is done under a Standard Operation Procedure and includes a plan for public participation.

The Bo-Kaap area was included in the HPOZ at the end of 2019 and was the first to be included since the promulgation of the MPBL of 2015. It is the oldest remaining residential suburb in South Africa and is rich in tangible and intangible heritage. Its residents have deep-rooted living heritage practices with deep social and spiritual roots in the area. The HPOZ have general rules for development which are applicable to all the sites within the geographic area shown on a zoning map.



SUSTAINABLE DEVELOPMENT GOALS MET

9 INDUSTRY, INNOVATION AND INFRASTRUCTURE



10 REDUCED INEQUALITIES



11 SUSTAINABLE CITIES AND COMMUNITIES



21 NIMBYism is a form of opposition by residents to proposed developments in their local area, as well as support for strict land use regulations. It carries the connotation that such residents are only opposing the development because it is close to them and that they would tolerate or support it if it were built farther away.

Places and planet



CHALLENGE

The relationship between culture, nature and heritage is crucial for socially, culturally and ecologically sustainable cities. Whereas places and environments are being preserved, the entanglement with people and the environment needs more attention. Urbanisation, coupled with development pressures can result in loss of natural and cultural heritage. Compartmentalising how these challenges are addressed is not efficient or effective. Heritage can play a role in identifying integrative ways to tackle the challenges.

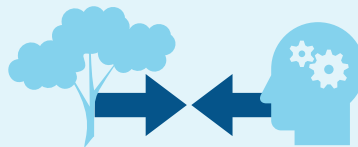
POSSIBILITY

There are several opportunities to connect ecological, cultural and heritage interests. Factoring in resource efficiency in the restoration of buildings can support more ecologically responsive built form. Recognising how the HPOZ intersects with land-use planning and green networks (such as promoting walkable cities) can promote more sustainable neighbourhoods. Collaborating on functional open green public spaces can create more liveable places. The CCT's Green Infrastructure Programme (GIP) has immense potential in this regard. Connecting green infrastructure and biodiversity protection and management with cultural and natural heritage objectives can meet the needs of people and the planet concurrently.

LESSONS LEARNT



People respond positively to the **convergence of natural and cultural heritage** in one environment. The engagement with these spaces is **multi-sensory** and creates deep interest.



It is not as easy to find places where a synergy between nature and cultural heritage exists. For example, in places like Woodstock where land, home and heritage is contested and entangled, **intangible heritage in particular is contested in how it is associated with the tangible heritage resources** in the areas. In a declared nature reserve such as Blaauberg Nature Reserve, personal stakes are lower and synergy is more likely.

EXAMPLE



Blaauwberg Nature Reserve

Blaauwberg Nature Reserve is also a Provincial Heritage Site, is situated on the West Coast. The education officer for the reserve runs the biodiversity and heritage programmes throughout the year with schools and other visiting groups. The programme includes beach clean ups, hiking, plant identification and education on the occurrence of shell middens. There is also a high possibility of the occurrence of burial sites associated with pre-17th century inhabitants. The programme also includes a presentation on the Battle of Blaauwberg of 1806 and structures dating to WW1.

The City of Cape Town holds that all cultural values, sites and landscapes of historical importance and value, areas of scenic beauty and places of spiritual importance must always be taken into account before any changes are made to our city²².



SUSTAINABLE DEVELOPMENT GOALS MET

4 QUALITY EDUCATION



11 SUSTAINABLE CITIES AND COMMUNITIES



13 CLIMATE ACTION



15 LIFE ON LAND



²² <https://www.capetown.gov.za/Explore%20and%20enjoy/cape-towns-history-and-heritage/Heritage-resources/Heritage-information-and-resources>

Policies and partnerships



POSSIBILITY

There is a unique opportunity to refresh these policies and find strategic policy coalitions and partnerships.

CHALLENGE



The policy landscape is rich and varied in South Africa. The **National Heritage Resources Act**, No 25 of 1999 is the overarching legislation providing for the management of heritage resources since the drafting of the Constitution. The **1996 White paper on Arts, Culture and Heritage** suggests that heritage is important for 'addressing the shortcoming of the past and the challenges of the future'. The **National Environmental Management Act (1998)** states that environmental management must remain consistent with people's physical and cultural needs, and that disturbances to land and sites that constitute people's cultural heritage must be minimised.



In Cape Town, heritage resource management and how it intersects with planning is guided through the system of policies for local government. The higher order policies include the **IDP and Municipal Spatial Development Framework**. These frameworks provide the spatial visioning for the city and include broad policy statements. The lower order policies include the district and local level spatial plans which need to be consistent with the higher order policies.



The **Environmental Strategy** provides decision makers with an effective policy framework for decision-making and implementation in relation to environmental and cultural heritage sustainability. The draft **Environmental Sector Plan**, undertaken as part of the sector planning process for nine of the City's large capital sectors provides a long-term (20-year) plan and associated 15-year capital project pipeline for the environmental sector



A further challenge of the policy environment is that sectoral planning is done separately from the planning processes and by different officials. There is therefore a disconnect between the streams of heritage, spatial and land use planning and heritage, policy and sectoral planning. Despite strong policies, implementation is inconsistent. The objectives of these policies are not always in line with other urban objectives, such as land-use planning, which often results in heritage being seen as a stumbling block.



SUSTAINABLE DEVELOPMENT GOALS MET

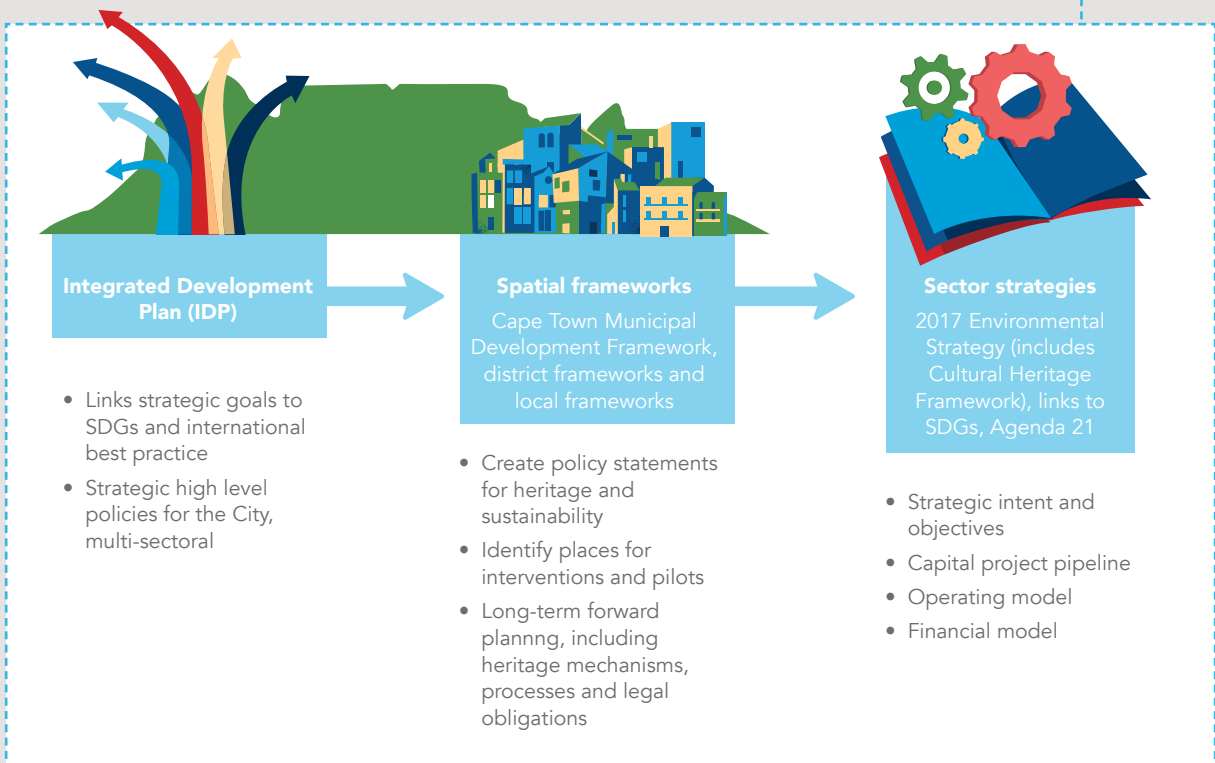
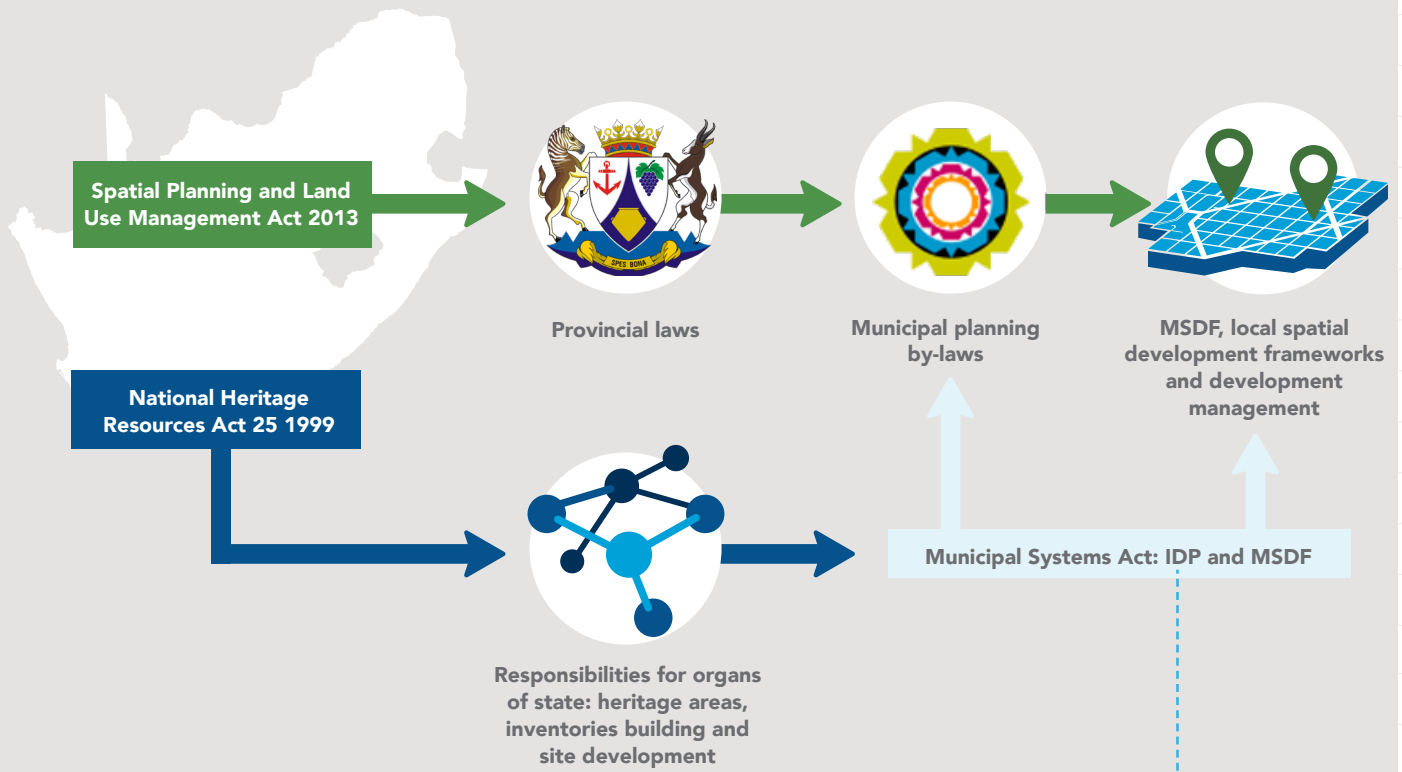
11 SUSTAINABLE CITIES AND COMMUNITIES



16 PEACE, JUSTICE AND STRONG INSTITUTIONS



PLANNING AND HERITAGE LAW IN SOUTH AFRICA



Planning and public finance



CHALLENGE

Cities face a number of fiscal constraints, and Covid-19 has had devastating effects on the economy broadly, and specifically how public finance is distributed. Heritage budgets are allocated through annual budgeting in terms of the medium term expenditure framework (MTREF). Budgeting is aligned with the CCT's Integrated Development Plan and departmental business planning and SDBIPs. Budgets are largely attached to formally protected sites and there are therefore limited resources and capacities for the kinds of programmes that are necessary for integrating heritage into sustainability agendas. In addition, heritage work in the City largely focuses on permissions and permits, systems or maintaining very specific heritage assets. This limits the capacity for imaginative and innovative input.

POSSIBILITY

Despite these challenges, there are opportunities to re-think how budgeting happens within current frames, and explore ways to leverage additional funding for projects and programmes. Given fiscal constraints, innovation in resourcing integrative and transversal projects is crucial. The Urban Catalytic Projects Unit is explicitly trying to make these connections and create a space for urban experimentation and includes heritage as indicators for place-making in its projects.

LESSONS LEARNT



Partnerships such as the Greater Tygerberg Partnership enable using common resources to meet multiple CCT objectives.



Creative methodologies such as cultural mapping in the urban catalytic planning process has the potential to **create a sense of ownership, belonging and collaboration** with CCT structures in planning for neighbourhoods.



Transversal and collaborative work energises officials and inspires creativity.

EXAMPLE



Bellville CBD Catalytic project

The Bellville CBD Catalytic project uses a holistic approach to investment. The design of public space in particular uses heritage to catalyse a sense of ownership and belonging in the space. The creation of vibrant cultural hubs includes the central public space and the Elsies Kraal River Corridor. It hopes to attract economic activity to the surrounding built environment. Main stakeholders include the private sector, the Greater Tygerberg Partnership, PRASA and Transnet who are all focussed on investment related to land and public transport and will include a long-term project spanning a number of financial years.

'The vision of developing Bellville as Cape Town's second CBD has been discussed for a long time and today, we are taking concrete action. We are establishing strategic forums to engage academic institutions, the business sector and civil society, which will assist our short, medium and long-term goals of revitalising the Bellville CBD,' said the City's Executive Mayor Dan Plato.

SUSTAINABLE DEVELOPMENT GOALS MET

<p>8 DECENT WORK AND ECONOMIC GROWTH</p>	<p>9 INDUSTRY, INNOVATION AND INFRASTRUCTURE</p>	<p>11 SUSTAINABLE CITIES AND COMMUNITIES</p>
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Politics and political will



CHALLENGE

Political will plays a crucial role in what can and can't happen within municipalities. Heritage on a personal level is valued, but heritage management in the built environment is still often seen as an obstacle. This disconnect is a major challenge in fostering the kinds of political will necessary for leveraging heritage for sustainable place-making. Additionally, CCT's focus on attracting investment can overshadow the need to deploy heritage in the delivery of services. This has resulted in skirmishes between the CCT, developers, ratepayers associations and activists.

POSSIBILITY

Finding political allies and champions to advocate for heritage as a driver for sustainability is key in promoting projects and programmes to reach the goal of sustainability. Promoting heritage within this light can start to shift mindsets and approaches to how heritage is either used or discarded. Similarly civic organisations have the power to raise awareness about heritage and this can powerfully influence whether heritage is seen in a positive or negative light. The "public image" of heritage and how it is marketed is crucial. The City's imperative for the neighbourhood is densification and Woodstock offers a unique opportunity to meet multiple objectives through valuing the tangible and intangible forms of heritage in the neighbourhood.

LESSONS LEARNT



There is a stronger argument needed for heritage and sustainability which must start from the **highest level and from the bottom up simultaneously**.



Influencing policy from the start is needed. For example, ongoing conversations with the Human Settlements officials on the inclusionary housing policy has been positive and collaborative.



Where there is a need for densification, mixed income housing solutions and maintaining the heritage of a neighbourhood, there must be a stronger argument for **heritage as a driver for sustainability**. In neighbourhoods such as these, where tangible and intangible heritage is central, there lies the best opportunities to canvas political and civil society support.

EXAMPLE



Inclusionary housing models in Woodstock

Woodstock, as an historic district close to the city centre, has undergone rapid gentrification and as an identified incentive zone, has drawn significant development interest especially for large apartment blocks. Its location is preferred for inclusionary, affordable and social housing. Historically it has been one of the oldest working class neighbourhoods in the city with a rich cultural heritage. Housing activists and civil society have advocated for a balanced outcome and provision of housing for the residents from the area who can no longer afford to stay there. Heritage has been leveraged in this instance to advocate against certain types of developments and for an inclusionary housing model which will allow residents to continue to live in their historical neighbourhood.

“We have everything we need, save perhaps political will. But, you know what....political will is a renewal resource. The solutions are in our hands. We just have to have the determination to make them happen.”

– Al Gore



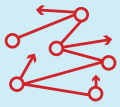
SUSTAINABLE DEVELOPMENT GOALS MET



Recommendations



The argument for the role of heritage in meeting the objectives of and commitment to the Sustainable Development Goals cannot be overstated - it is vital to recognise how heritage can help mitigate against climate risk, foster more inclusive societies and encourage vibrant place-making. In order to do this, the specificity of place is vital. This note recommends addressing the challenges as follows:



Heritage is often misunderstood:

- **Communicate diverse heritage values clearly:** There is a need to share and communicate a coherent and nuanced definition of heritage that takes the tangible and intangible dimensions of heritage into account.
- **Collaborate with Arts & Culture Branch:** The Heritage Branch is not currently geared towards integrating intangible heritage into their work. Collaborating with the Arts & Culture Branch can open up opportunities to meet mutual objectives of valuing the tangible and intangible, and intrinsic and instrumental.



Heritage is contested:

- **Build relationships and partnerships:** Although some of the contestations are inevitable and values incompatible, strong relationships between different tiers of government, the private sector and civil society can provide the opportunity to work through discomfort productively.
- **Build capacity:** Working with an integrated and entangled approach to heritage requires a range of skills that include technical know-how and social sensitivities. This means building capacity within CCT, as well as building heritage savvy in civil society.



Heritage economies can be limiting:

- Build stronger economic arguments:** If the current economic arguments being used are insufficient, better arguments for the economic benefits of heritage are needed. This requires further research – particularly if economic benefits are focused on well paid, decent and sustainable work.
- Re-think public finance systems:** Response to and recovery from Covid-19 is the primary focus in cities. Budgets are understandably being redirected. There is a unique and pressing opportunity to rethink how heritage is budgeted, and what the priorities could be. In addition, fiscal levers, such as cultural bonds, and heritage incentive zones, may offer alternative resource streams, but more research is needed to fully understand how these could work.
- Leverage common budgets:** What the city has learnt is that intersecting and complex urban challenges require collaboration. Identifying ways to work transversally, such as with the Urban Catalytic Projects, can offer new ways of leveraging budgets and working with heritage management to better serve sustainability goals.



Heritage is not adequately connected to urban sustainability:

- **Advocate for heritage as a driver for sustainable development:** This requires clearly communicating how heritage can connect to social, economic, ecological and spatial objectives within the city. For example, heritage conservation and its potential to contribute to sustainability and a reduced carbon footprint should be better researched and more can be done to quantify the benefits of the practice including that of adaptive re-use, the natural climate controlled design of heritage buildings and how demolition of tangible resources contribute to waste. Local skills and traditional building practices are also in danger of being lost within the development industry.
- **Strengthen evidence-based decision-making:** Ongoing research is needed to ensure decision-making is underpinned by relevant and responsive evidence. There is a unique opportunity to collaborate on research on how to implement the Sustainable Development Goals, Agenda 2063, UCLG's Culture 21 and the New Urban Agenda.



Heritage is seen as an obstacle:

- Review and reform policy:** There is a unique opportunity to review the policy frameworks that govern heritage management. While cultural heritage is considered and incorporated throughout the Environmental Strategy, 2017, it nevertheless leans more heavily towards ecological protection. There is an opportunity to review and strengthen the Cultural Heritage Strategy and create a strong stand-alone policy for Heritage Management in the City which speaks to the SDGs, sustainability and the legal responsibilities of the City. This will guide a clearer, more forward thinking and visionary approach to heritage that strengthens and empowers practitioners to take forward the goals of heritage.
- Clearly align heritage policies with other policy instruments and municipal agendas:** This can amplify the effects of heritage in sustainable urban governance. The IDP review process is one such opportunity under the new term of office. Other opportunities for influence and review include the Municipal Planning By-law review process and strategic input into the Inclusive Economic Growth Strategy, draft Human Settlements Strategy and the initiation of the Inclusionary Housing Policy.
- It would be useful to apply the values, benefits and goals of heritage as a driver of place making to the tools that already exist** (NHRA and MPBL) and demonstrate clearly how those goals can be achieved in relation to the existing tools.



“

Heritage embodies centuries of experience and experimentation, expressing innovation and creativity as a constant throughout human history.

Both tangible assets (such as traditional built vernacular architecture, urban fabric, and landscape that provide infrastructure in the physical domain) and intangible assets (such as traditional knowledge and social support systems) enhance the adaptability and resilience of communities, particularly in times of crisis.²³

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23 Labadi, S., Giliberto, F., Rosetti, I., Shetabi, L., Yildirim, E. (2021). *Heritage and the Sustainable Development Goals: Policy Guidance for Heritage and Development Actors*. Paris: ICOMOS.





